THE GENDER DIMENSION IN UNITED NATIONS PEACEKEEPING OPERATIONS: THE CASE OF GHANA’S POLICE DEPLOYMENT TO DARFUR

BY

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(10071503)

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DECLARATION

I Kofi Adzei-Tuadzra hereby declare that this dissertation is the result of an original research conducted by me under the supervision of Dr. Boni Yao Gebe and that no part of it has been submitted anywhere else for any other purpose. Also, references to the work of other persons or bodies have been duly acknowledged.

KOFI ADZEI-TUADZRA                                            DR. BONI YAO GEBE
(STUDENT)                                                                 (SUPERVISOR)

DATE..........................                                  DATE..........................
DEDICATION

To Ruth my wife, Elorm my son and Dr. Maxwell Adjei my brother.
ACKNOWLEDGEMENTS

I am first and foremost grateful to the Lord God Almighty for the protection and guidance he has given and continues to give me.

My sincere gratitude goes to my supervisor, Dr. Boni Yao Gebe for his guidance, advice, immense support, patience, meticulous supervision and also for being a great source of encouragement. My gratitude also goes to Ambassador D. K. Osei, my lecturer who kept on encouraging me in the face of grave challenges.

I am also grateful to the officers of the Ghana Police Service, especially Superintendent Henry Otoo of the International Relations Directorate, DSP Fanny Aboagye of the KAIPTC, DSP Evelyn Agbitor of National Police Training School and all who granted me interviews for their contributions.

I also thank the entire staff of LECIAD especially Mr. Amponsah and Eric Amartey for their support throughout my studies.
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<table>
<thead>
<tr>
<th>Abbr.</th>
<th>Description</th>
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<tbody>
<tr>
<td>AMIS</td>
<td>African Union Mission in Sudan</td>
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<td>AU</td>
<td>African Union</td>
</tr>
<tr>
<td>DPKO</td>
<td>Department of Peacekeeping Operations</td>
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<tr>
<td>IDP</td>
<td>Internally Displaced Person</td>
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<td>IRD</td>
<td>International Relations Directorate</td>
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<td>JEM</td>
<td>Justice and Equality Movement</td>
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<tr>
<td>JSR</td>
<td>Joint Special Representative</td>
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<tr>
<td>KAIPTC</td>
<td>Kofi Annan International Peacekeeping Training Centre</td>
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<td>ONUC</td>
<td>United Nations Operations in Congo</td>
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<tr>
<td>OSAGI</td>
<td>Office of Special Adviser on Gender Issues and Advancement of Women</td>
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<tr>
<td>PCC</td>
<td>Police Contributing Country</td>
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<tr>
<td>SAT</td>
<td>Selection Assistance Team</td>
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<tr>
<td>SLM/A</td>
<td>Sudan Liberation Movement/Army</td>
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<tr>
<td>SOP</td>
<td>Standard Operating Procedure</td>
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<tr>
<td>SRSG</td>
<td>Special Representative of the Secretary General</td>
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<tr>
<td>Acronym</td>
<td>Full Form</td>
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<td>-----------</td>
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<tr>
<td>UDHR</td>
<td>Universal Declaration of Human Rights</td>
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<tr>
<td>UN</td>
<td>United Nations</td>
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<tr>
<td>UNAMID</td>
<td>United Nations/African Union Hybrid Mission in Darfur</td>
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<tr>
<td>UNMIBH</td>
<td>United Nations Mission in Bosnia Herzegovina</td>
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<td>UNMIK</td>
<td>United Nations Interim Administration in Kosovo</td>
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<tr>
<td>UNMIL</td>
<td>United Nations Mission in Liberia</td>
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<tr>
<td>UNPOL</td>
<td>United Nations Police</td>
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<tr>
<td>UNSC</td>
<td>United Nations Security Council</td>
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<tr>
<td>UNSCR</td>
<td>United Nations Security Council Resolution</td>
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<tr>
<td>UNTSO</td>
<td>United Nations Truce Supervision Organization</td>
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ABSTRACT

The United Nations was formed at the end of World War Two in 1945 and its main objective was to maintain international peace and security. The term peacekeeping was not specifically mentioned in the UN Charter. However, the UN created peacekeeping under articles in the Charter that made provision for the world body to take necessary action where there was a threat to international peace and security. Therefore, in 1948 the UN undertook its first peacekeeping operation in Palestine. Peacekeeping which was initially a purely military and male dominated activity later evolved into what is known as multidimensional peace support operations involving the participation of many more components. Since the Beijing Conference, women have strongly argued that their stake and interest in peace is so great that they should be allowed to participate in peace negotiations even if they do not represent any armed groups. This was followed by the “Windhoek Declaration” which stated that UN peacekeeping had evolved from peacekeeping towards multidimensional peace support operations. However, women had been denied their full role, while the gender dimension in peace processes had also not been properly addressed. The declaration advocated that the principle of gender equity and equality must permeate peace missions at all levels to make them more effective. It urged participation of men and women as equal partners and beneficiaries of the peace process. This led to the passage of UN Security Council Resolution 1325 on “Women, Peace and Security”. The resolution called for an expansion of the role and contribution of women in United Nations peacekeeping operations, including in military, police and civilian roles as well as in positions of leadership. This study sought to ascertain the level to which the Ghana police service has complied with Security Council resolution 1325 using deployment of police officers to the Darfur (UNAMID) mission. It outlines the background to UN peacekeeping and analyses interviews with police officers in charge of peacekeeping duties as well as those who have had experience with the Darfur mission. The study concludes that The Ghana Police has made great effort in trying to comply with Security Council Resolution 1325, however the level of female officer participation is still very low. The study recommends among others that the Ghana Police Service should increase the total female personnel strength of the Police Service so to make more women available for selections and also restructure the current Pre-SAT selection training program for prospective peacekeepers with the aim of better preparing female prospective peacekeepers before they face the UN SAT team for final selection for future missions.
CHAPTER ONE

RESEARCH DESIGN

1.0 Background to the Problem Statement

At the end of World War Two, the United Nations (UN) was formed on 26 June 1945 and officially came into being on 24th October 1945. The UN Charter was ratified by the five permanent members of the Security Council, namely China, France, the Soviet Union, the United Kingdom and the United States, among others. Since its inception, the UN has been called upon to maintain international peace and security.

According to the UN Charter, the United Nations Security Council (UNSC) is the organ of the UN responsible for maintaining international peace and security. The Council has special powers to facilitate the settlement of disputes or take necessary action in order to maintain and restore international peace and security.

The United Nations has engaged in peacekeeping operations since its inception. The first peacekeeping operation took place in Palestine in 1948. The United Nations has so far been involved in Sixty-Nine (69) peacekeeping operations all over the world.

According to the UN, in “Mainstreaming a Gender Perspective in Multidimensional Peace Operations”, at the initial stages of its inception, a UN peacekeeping operation consisted mainly of a military force which performed observation and monitoring duties. The UN says the nature
of peacekeeping today has changed from the peacekeeping of the first forty years which laid emphasis on monitoring and observation by military personnel and now includes many components, such as, the military, police, civil affairs, elections, refugee return, humanitarian relief, demining and human rights. The UN says, women play very active roles in each of these components and the result is that the various components have very significant consequences for women and men of the host country.

The UN in “Mainstreaming a Gender Perspective In Multidimensional Peace Operations”, says the Namibian Permanent Representative to the UN, in a letter to the UN Secretary General, titled the “Windhoek Declaration” and dated 31st May 2000, indicated among others that:

“United Nations Peace Operations have evolved from peacekeeping, in its traditional sense, towards multidimensional peace support operations. So far, women have been denied their full role in these efforts…nor has the gender dimension in peace processes been adequately addressed. In order to ensure the effectiveness of peace support operations, the principles of gender equity and equality must permeate the entire mission at all levels, thus ensuring the participation of women and men as equal partners and beneficiaries in all aspects of the peace process, from peacekeeping, reconciliation and peace-building, towards a situation of political stability in which women and men play equal part…”


The United Nations (UN) in a publication, “Women in Peacekeeping: The Power to Empower”, to mark the International Day of UN Peacekeepers on 29th May 2009 indicated that: UN Security Council Resolution 1325 borders on “Women, Peace and Security”. It says the Council for the first time in an all encompassing resolution, acknowledged the fact that, women suffered the greatest impact of armed conflicts, and should therefore be allowed to play an equally great role
in their prevention and resolution. The UN says the Security Council resolution stressed the significance of the involvement of women in all activities that will keep and further the progress of peace and security. The resolution called for an increased role for women in United Nations peacekeeping operations, including the roles of the military, police, and civilians and also in leadership.

According to the UN in “Gender Resource Package for Peacekeeping Operations”, after the passage of Security Council Resolution 1325, the United Nations Headquarters, peacekeeping operations and member states have made a lot of effort aimed at achieving the goals set out in the resolution, however not much has been achieved. It says recruitment and deployment of female civilians to peacekeeping operations had reached 33 per cent by September 2003, thereby bringing gender equality closer to the 50-50 target set by the UN. The literature says very little progress has been made on the side of the uniform components of peacekeeping operations. It says female officers accounted for only 4 per cent of UN police and 1.5 per cent of military personnel deployed in UN peacekeeping missions as at September 2003.

The UN in its article “Women in Peacekeeping: The Power to Empower”, says:

“Peacekeeping has evolved from its traditional role of monitoring ceasefire agreements and borders between sovereign States to carrying out large scale multi-dimensional peacekeeping operations often addressing civil wars. These newer missions are mandated to facilitate political processes through the promotion of national dialogue and reconciliation; protect civilians; assist in the disarmament, demobilization and reintegration of combatants; support the organization of elections; protect and promote human rights; promote reform of the domestic security sector; and assist in restoring the rule of law.”

The UN continues in its article “Women in Peacekeeping: The Power to Empower”, that:

“These expanded responsibilities make the need for more women peacekeepers more pressing than ever. In all of these fields, women peacekeepers have proven that they can perform the same roles, to the same standards and under the same difficult conditions, as their male counterparts. In many cases, women are better-placed to carry out peacekeeping
tasks, including interviewing victims of sexual and gender-based violence, working in women’s prisons, assisting female ex-combatants during the process of demobilizing and reintegration into civilian life, and mentoring female cadets at police academies...female peacekeepers act as role models in the local environment, inspiring, by their very example, women and girls in the often male-dominated societies where they serve. Demonstrating to these women and girls that they can do anything – in the realm of politics, security, law and order, medicine, journalism and beyond – the female blue helmets truly embody the concept, “Power to Empower.”

1.1 Problem Statement

According to the UN in “Ghana: Four Decades of UN and Regional Peacekeeping”, in the 1960s, the United Nations expanded its peacekeeping operations to include fielding a United Nations Police mission in the Congo. The Ghana Police contributed a contingent of 500 (all male) members to the UN Operations in Congo (ONUC).

The International Relations Directorate (IRD) of the Ghana Police Service says, since the first United Nations peacekeeping operation in the Congo, the Ghana police has been deployed in peacekeeping missions in Namibia, Cambodia, Western Sahara, Somalia, Rwanda, Georgia, Mozambique, Angola, Bosnia Herzegovina, Haiti, Kosovo, East Timor, Liberia, Sierra Leone, Darfur, and Southern Sudan.

According to data from the International Relations Directorate (IRD), which oversees peacekeeping related issues in the Ghana Police service, the level of participation of female officers in all these missions have been very low. The data indicates that, at the initial stages of Ghana’s police participation in United Nations peacekeeping operations, the contingents were made up of only male officers. The data further indicates that, the first time female Ghanaian police officers were deployed to a UN peace support operation was in 1998, to the UN Mission
in Bosnia Herzegovina (UNMIBH). Since then, participation of female Ghanaian Police Officers in UN Peace Support Operations has continued. However, the level of participation has remained very low for a long time. According to the IRD, in 1998, out of a contingent of 100 officers deployed to Bosnia Herzegovina, only 6 were female officers. A contingent of 45 officers deployed to the UN Mission in Kosovo (UNMIK) in 1999 included only 3 female officers while a contingent of 19 officers deployed to the UN Mission in Liberia (UNMIL) in 2003 included only 1 female officer.\footnote{15}

From the above information obtained from the IRD of Police headquarters, it appears that, despite the fact that UNSC resolution 1325 has called for an expansion of the role and contribution of women in United Nations peacekeeping operations, the pace of increase of women participation in peacekeeping structures in the Ghana Police service seems to be very slow both at the peacekeeping department and on peacekeeping fields.

This is why it is important to study Ghana’s Police deployment to Darfur in order to ascertain the level of compliance with UN guidelines on the promotion of gender equality and balance in UN peace support operations.

1.2 Objectives of the Study

The primary objective of this study is to establish to what extent Ghana’s Police deployment to Darfur is compliant with UN guidelines on mainstreaming a gender perspective in multidimensional peace operations.

Specific objectives are to:
Ascertain whether there has been increases in female participation in Ghana’s police deployments to Darfur from 2008 to 2011;

Obtain actual data on female participation in Ghana’s police representation in UN peacekeeping operations in Darfur;

Analyze the data to determine strengths and weaknesses of Ghana’s gendered approach to its Darfur police deployment program;

Examine the challenges Ghana Police faces in working to comply with UN guidelines on mainstreaming gender in multidimensional peacekeeping operations;

Ascertain the overall effect of the Darfur Mission on the Ghana Police Service in preparing for similar missions in the future;

To offer recommendations.

1.3 Scope of the Study

The study covers Ghana’s Police deployment to the United Nations/African Union Hybrid Mission in Darfur (UNAMID). The study is for the period 2008 to 2011. This period has been chosen because it is the period during which the United Nations/African Union have been in charge of managing the mission. The Darfur mission begun in 2004 as the African Union Mission in Sudan (AMIS) and was managed by the African Union (AU) until January 2008 when the UN decided to partner the AU, leading to the establishment of a Hybrid UN/AU Peace Support Operation. The UNAMID Peace Support Operation was therefore established on 1st January 2008.
1.4 Rationale of the Study

Ghana’s Police deployments to various UN Peace Support Operations since 1998 have been characterized by very low levels of female officer participation. A study of the gender dimension of UN Peacekeeping operations using Ghana’s Police deployment to Darfur therefore deserves research attention. If successfully conducted, it will be established whether the Ghana Police has made any successes in ensuring gender equality and gender balance in its deployments to Darfur as espoused in UNSCR 1325. Based on appropriate recommendations, the study can also help to contribute new ideas towards helping to fully implement UNSCR 1325.

1.5 Hypothesis of the Study

The Ghana Police service has to a very large extent complied with the provisions of United Nations Security Council resolution 1325 but with minimum results.

1.6 Theoretical Framework

This study is guided by the theory of Liberal Feminism. Jone J. Lewis in an article, “What is Liberal Feminism” says: the primary goal of Liberal feminism is gender equality in the public sector achieved through legal changes. Lewis says liberal feminism is about “equal access to education, equal pay, ending job sex segregation, better working conditions -- won primarily through legal changes.” She says private sector issues only become a matter of concern in liberal feminism when they have effect on equality in the public sector. She says liberal feminism’s main goal is about women having equal opportunity to work, receive equal pay and
promotion in a male dominated employment.\textsuperscript{18} Some proponents of liberal feminism include
Mary Wollstonecraft, Betty Friedan and Gloria Steinem.

According Betty Friedan, in her work ‘The Feminine Mystique’ Liberal feminism works towards
the equality of men and women. She says liberal feminism aims to achieve gender equality. She
adds that the focus of liberal feminists is mainly on issues such as “reproductive and abortion
rights, sexual harassment, voting, education, equal pay for equal work, bringing to light sexual
and domestic violence against women.”\textsuperscript{19} Mary Wollstonecraft, in her work ‘Vindication of the
Rights of Woman’ argued in favor of full legal, social and economic rights for women. She
maintains that women are human beings deserving the same fundamental rights as men.\textsuperscript{20} Liberal
feminism maintains that all that is required to give women the same opportunities and rights is to
change existing laws that are unfavorable to women.

The United Nations was established with the primary purpose “to maintain international peace
and security and to that end: to take effective measures for the prevention and removal of threats
to peace”.\textsuperscript{21} Peacekeeping as such is not specifically provided for in the UN Charter except for
the provision that, the “Security Council shall determine the existence of any threat to the peace,
or acts of aggression and shall make recommendation or decide what measures shall be taken to
maintain or restore international peace and security.”\textsuperscript{22}

According to the UN in “Mainstreaming a Gender Perspective in Multidimensional Peace
Operations” peacekeeping has for the first 40 years been constituted by the military and has been
an all male dominated function. Since the last decade, however, traditional peacekeeping has
evolved into multidimensional peace support operations which involve many civilians and many women as part of the mission. It says the increased presence of women and new mission functions has made gender issues highly salient in these missions. After the adoption of Security Council Resolution 1325, The Lessons Learned Unit of the UN Department of Peacekeeping Operations (DPKO) has followed up with guidelines on Mainstreaming a Gender Perspective in Multidimensional Peace Operations. These guidelines make provision for gender equality, gender balance and gender mainstreaming in peacekeeping operations.

The theory of Liberal Feminism is relevant to this study because its main focus is on ensuring gender equality through legal changes. Liberal feminists believe that all people are created equal and should not be denied equal opportunity because of gender. These are in consonance with principles contained in UN Security Council resolution 1325 and the UN DPKO’s Guidelines on gender mainstreaming in peace support operations.

The theory of liberal feminism however is not without blemish. Critics of the theory include scholars such as Elizabeth L. Enriques and Karishma J. Anand. Elizabeth L. Enriques in a paper titled “Feminism and Feminism Criticism: An Overview of Various Feminist Strategies for Reconstructing Knowledge” presented at a roundtable discussion on media and feminism held on 27 July 2000 in Quezon, Philippines says: liberal feminism assumes that change can happen within the existing male-dominated social structure. She says, this position fails to acknowledge that this stand demands that women must completely surrender to patriarchy's values, norms and ways of being. She says, in other words, the position of liberal feminism is that, to be equal, women must be like men.
Karishma J. Anand on the other hand in his article, “Liberal Feminism” says:

“…the main criticism of the ideology of liberal feminism has been that, even if there are changes in judicial system that are favorable to equal rights of women, and women themselves are not dependent on men anymore, they would still be living in a largely patriarchal society. Critics point out that in the end only changes in societal mindset can effect change in the status of women- no amount of legislation can change that. It has to come from within each and every one in society- men and women included.”

In other words, critics of liberal feminism say the theory places emphasis on women becoming like men in order to have equal rights and opportunities as men, thus belittling the importance of traditional female gender roles, for example child bearing and child rearing. Critics of liberal feminism think that no amount of legislation can give women equal rights and opportunities as men. They think it is only change in the mindset of society as a whole that can bring about change in the status of women.

The above criticism of liberal feminism is however ill placed because the theory does not seek to equate women to men. Liberal feminism rather seeks through legislation to make available equal rights and opportunities to men and women so that both sexes can play complementary roles to each other in society. For example in the Police Service, women are naturally better placed than men to take care of children, female victims as well as perpetrators of crime. Women do not have to be like their male counterparts to be able to play these roles. In a similar manner men are also better placed than women to take care of male victims as well as perpetrators of crime. Therefore liberal feminism seeks to give women equal opportunities such as getting enlisted into the Police Service so as to be able to play such complementary roles to their male counterparts. In doing this women should be given equal rights and opportunities in the same way as their male
counterparts. For example women victims of gender based violence such as rape and abuse are more likely to feel comfortable speaking to a female police officer than a male officer. Women therefore will be complementing the role of their male counterparts where the job cannot be performed by male officers.

1.7 Literature Review

Over the years UN peacekeeping has evolved from classic “traditional peacekeeping” which was a purely military affair to “multidimensional” peace support operations with new mission functions which require an increased participation of women. This brings to the fore the principle of equal rights of men and women which was enshrined in the UN Charter right from inception of the UN.27

In “Women War and Peace”, Rehn E and Sirleaf J.E, highlighted the effects of armed conflict on women. The literature gives first hand information about personal experiences of women victims and survivors of armed conflicts including, refugees, internally displaced women, women leaders, women groups, non-governmental organizations (NGOs), the media, religious organizations, women and girls directly involved in armed conflicts and peace processes. The study also disclosed that the level of protection for women victims and the involvement of women in peacekeeping are still inadequate. The literature indicates that although a lot of UN agencies, many international organizations and local NGOs are involved in offering protection and support to women in their peace-building roles, much still needs to be done. The literature is relevant to this study because of the way it brought out the harsh realities that women are confronted with during conflicts and it also advocates the involvement of women in
peacekeeping. It however does not mention the level of women participation in peacekeeping that has been achieved by any specific country. This study helps to establish the extent to which the goal of more women participation in UN peacekeeping has been achieved by the Ghana Police Service in Darfur.\textsuperscript{28}

The UN Department of Peacekeeping Operation (DPKO) in “Gender Resource Package for Peacekeeping Operations”\textsuperscript{29} has provided guidelines for incorporating gender issues into peacekeeping. The literature discloses that United Nations peacekeeping is based on the principle that an impartial presence on the ground can ease tensions between feuding parties and create space for political negotiations. It says many peacekeeping operations over the years have evolved from the “traditional” model of a military operation deployed in support of a political activity and have now assumed a multidimensional nature and can now include a broad range of components, including: child protection; civil administration; civil affairs; civilian police; corrections; disarmament, demobilization and reintegration; elections; gender; HIV/AIDS; human rights; humanitarian relief; justice; military; mine action; political affairs; public information; and reconstruction and recovery. The literature says the multidimensional nature of peacekeeping has greatly increased the likelihood that a mission will have far reaching impact on the lives of the host country’s population. This means a lot more civilians and women are now involved in Peacekeeping hence the increased presence of women and new mission functions have made gender issues highly salient and thus the need to promote gender mainstreaming in peacekeeping operations. The literature further reveals that:

“…an understanding of how conflict has affected the lives of women as compared to men, and girls as compared to boys, helps peacekeeping personnel to better understand the context in which they are working. Having an in-depth understanding of the different needs, priorities and potentials of women and men, and girls and boys, in a particular country
should ultimately lead to better-informed decisions and more effective implementation of the mission mandate.”

The literature is relevant to this study because of its focus on explaining gender mainstreaming and gender equality to peacekeeping personnel. It is a reference guide for peacekeeping personnel on gender issues at the planning, establishment and implementation stages of peacekeeping operations. It however has not touched on the extent to which the call for greater women participation in UN peacekeeping has been complied with by any specific country hence the need for a study to ascertain to what extent Ghana’s Police deployment to Darfur is compliant with United Nation’s calls for more women participation in peacekeeping.

Pietila Hilkka and Vickers Jeanne, in “Making Women Matter: The Role of the United Nations” examine the history of United Nations’ involvement in women's issues and show how the approach, originally based on the adoption and implementation of legal instruments for equal rights, has broadened to include all the dimensions and challenges of women's status in the face of multiple development constraints. The literature says, the question of women and peace and the meaning of peace for women cannot be separated from the broader question of relationships between women and men in all spheres of life and in the family as well as violence against women which exists in diverse forms in everyday life.

In their view, the participation of women in peace research, including research on women and peace should be promoted. They said chances should be provided for women to initiate studies and training programs and seminars related to peace, disarmament, education for peace and peaceful settlement of disputes. It finally focuses attention on future perspectives for women's
participation and influence in the international community, their role in development and within the UN system. The literature did not specifically mention women’s involvement in UN peacekeeping hence the need for this study to establish the level of participation of Ghana’s female police in the Darfur peace mission.

According to Byrne, B. Marcus et al in their report “Gender, Conflict and Development Volume II: Case Studies: Cambodia; Rwanda; Kosovo; Algeria; Somalia; Guatemala and Eritrea”, there are several examples of sexual abuse of women by forces representing the international community who are assigned a duty to keep the peace or protect the population. The authors opine that the militaristic ideology of misogyny and aggressive masculinity often overrides the task of protection under which these forces work. They further affirmed that large scale military operations normally result in an increase in prostitution and sexual harassment. The literature further says it appears relatively very little work has been done on conflict and peace support from a gender perspective. It says a gender approach will be seeking to ensure that the position of women does not worsen but rather promote change. It continues that it is also important to emphasize that the failure to recognize gender specific needs of women and to act to fulfill them can compromise women’s human rights. Although the literature looked at the issue of gender in conflict and peace support operations, it failed to talk about women police participation in peace support operations hence the need for the study to ascertain the level of Ghana’s female police participation in Darfur.

According to William J. Durch, in his book “The Evolution of UN Peacekeeping: Case Studies and Comparative Analysis,” during the Cold War era, the UN could not do its job of
maintaining global collective security for which it was created. This, he said, was because of the prevailing condition of a world divided into hostile blocks of East and West. He said the UN however managed to carve out a security role for itself. According to him, the neutral status of the UN helped to bring smaller conflicts to an end or kept them from flaring up again and also kept them from spreading into direct clashes. He said the UN came to be associated with more realistic objectives of mediation of conflicts, monitoring of cease-fire arrangements and separation of hostile forces. He said two categories of UN operations were developed; unarmed military observer missions and armed peacekeeping operations. The literature further said the end of the Cold War has led some to suggest that the time has come for the UN to move from peacekeeping to peace enforcement. He added that demand for peacekeeping operations since 1992 has begun to outstrip supply in terms of finance and national political will. The literature did not specifically mention the issue of gender in peace support operations hence the need for this study to discuss the gender dimension using Ghana’s police deployment to Darfur. 35

1.8 Research Methodology and Sources of Data

Data is collected from both primary and secondary sources. Primary data is sourced through open ended interviews with Superintendent of Police Henry Otoo, Deputy Director of the International Relations Directorate of the Ghana Police Service and Corporal Peter Boakye, also a staff of same Department that oversees peacekeeping issues in the Ghana Police Service. Deputy Superintendent of Police (DSP) Fanny Aboagye, a Ghana Police Course Director attached to the Kofi Annan International Peacekeeping Training Center (KAIPTC) was also interviewed because she is involved with organizing and directing UN police pre-deployment training courses at the KAIPTC for all police officers about to embark on the UNAMID
peacekeeping operation. Out of a total of 756 male officers and 117 female officers who have served in Darfur from 2008 to 2011, the following male and female officers were interviewed; DSP Evelyn Agbitor, Assistant Superintendent of Police (ASP) Florence Owusu, Inspector Joseph Oppong, Inspector Aaron Osei, Sergeant Martin Owusu-Abeah, Sergeant Amo Sakyi, Corporal Catherine Adjei and Corporal Thomas Twum. Also the following officers who are currently on mission in Darfur were interviewed; Chief Superintendent of Police (C/Supt.) George Yankson, ASP Enyonam Klu, ASP Bernard Ananga, Inspector Salome Osei, Inspector Emelia Bankas, Sergeant Julius Tetteh, Sergeant Mohamed Srikyi, Corporal Augustina Werekoh and Corporal Salome Wubonto. These officers were interviewed because they have served in Darfur and have firsthand experiences and information that will be beneficial to the research. Both male and female officers were interviewed to allow a balanced response for qualitative analysis.

Secondary data is solicited from books from the libraries of the Legon Center for International Affairs and Diplomacy (LECIAD) and the Kofi Annan International Peacekeeping Training Center (KAIPTC). Also articles from the internet and journals and documentation from the International Relations Directorate of the Ghana Police Service were consulted for secondary data.

1.9 Chapter Arrangements

Chapter One Constitutes The Research Design.
Chapter two focuses on a brief background to the origins of peacekeeping and Ghana’s Police participation in United Nations Peace Support Operations. Secondly, it looks at gender issues and the UNSC resolution 1325 in detail.

Chapter three covers the Darfur Conflict, establishment of the Darfur Peace Support Operations as well as Ghana’ police deployment against the background of UNSC resolution 1325.

Chapter four constitutes the summary of findings, conclusions and recommendations.
Endnotes

1 United Nations Charter, Preamble.
2 United Nations Charter, Article 1(1).
5 ibid.
6 ibid., p. 29.
9 ibid.
10 Gender Resource Package for Peacekeeping Operations, op.cit.
12 ibid.
17 ibid.
19 Wollstonecraft, Mary. Vindication of the Rights of Woman. (Boston: Peter Edes for Thomas and Andrew, 1792).
20 United Nations Charter, Article 1(1).
22 ibid.
28 ibid., p.x
30 Byrne, B. Marcus, R and Power-Stevens, T, Gender, Conflicts and Development Volume II: Case Studies: Cambodia; Rwanda; Kosovo; Algeria; Somalia; Guatemala and Eritrea. (Brighton : Bridge Report No. 34, IDS, 1995). www.womenpeace.org.
31 ibid.
33 Ibid., p. 4.
CHAPTER TWO

THE EVOLUTION OF UN PEACEKEEPING, GHANA’S POLICE PARTICIPATION AND THE GENDER DIMENSION

2.0 Introduction

This chapter defines what peacekeeping is and provides a brief background to the origins of peacekeeping operations and Ghana’s police participation in the United Nations peace support operations. It also looks at gender issues and UNSC resolution 1325 which seeks to give women greater roles in peacekeeping.

2.1 What is Peacekeeping?

The “United Nations Police Handbook” defines a peacekeeping operation as one approved by the international community in order to ease a crisis or conflict; its aim is to keep the crisis from degenerating while giving opportunity to all sections of society to participate in the process of governing the country.¹

The UN “Capstone Doctrine” says: “Peacekeeping traditionally refers to operations where lightly armed soldiers were deployed as a neutral third party cease-fire monitoring group between two clearly identifiable opposing forces”.²

Durch William et al, in “The Brahimi Report and the Future of UN Peace Operations” say:

“Peacekeeping is a 50 year plus enterprise that has evolved rapidly in the past decade from a traditional primarily military model of observing cease-fires and force separations after inter-state wars to one that incorporates a complex model of many elements, military and civilian working together to build peace in the dangerous aftermath of civil wars.”³
Diehl P, in his book “International Peacekeeping” defines traditional peacekeeping as:

“…the imposition of neutral and lightly armed interposition forces following a cessation of armed hostilities with the permission of the state on whose territory these forces are deployed, in order to discourage renewal in military conflict and promote an environment under which the underlying dispute can be resolved."  

The former UN Secretary General, Boutros Boutros Ghali in his “An Agenda for Peace” defined peacekeeping as: “…the deployment of a United Nations presence in the field, hitherto with the consent of all parties concerned, normally involving UN military and police personnel and frequently civilians as well”.  

The UN in “UN Peacekeeping: New Challenges” says:

“…the definition of peacekeeping today also covers activities that result in reinforcing a peace process that has been attained. Such activities include the monitoring or withdrawal of combatants from a conflict zone, supervising elections, monitoring delivery of humanitarian relief aid, provision of reconstruction aid, strengthening the rule of law and provision of economic and social development.”

Presently, there is no single definition that exhaustively explains the term peacekeeping. All the definitions however have some common elements. These include the principles of neutrality, principle of non use of force or use of force only in self defense and principle of consent of the parties to the conflict.

The major feature that runs through almost all the definitions is the principle of consent. This is a primary requirement for peacekeeping and has been operative in all UN operations. The principle of consent derives its source from Article 2(7) of the UN Charter which says: “nothing contained in the present Charter shall authorize the United Nations to intervene in matters which are
essentially within the domestic jurisdiction of any state or shall require the members to submit such matters to settlement under the present Charter…”

Article 39 of the Charter however gives conditions for exception to this principle where the UN can intervene in a situation without seeking the consent of the parties. Where there is threat to peace leading to gross violations of human rights which results in humanitarian disaster, the UN has authorization to intervene under Chapter VII of the UN Charter. It says:

“The Security Council shall determine the existence of any threat to the peace, breach of the peace, or act of aggression and shall make recommendations, or decide what measures shall be taken….to maintain or restore international peace and security.”

According to the UN in the “United Nations Police Handbook”, six categories for future UN efforts at peace and security have been outlined by the Secretary-General of the United Nations. These six concepts demonstrate the growing features of UN activities in restoration of peace and security and provide an understanding of how the world can more fully adopt and achieve the objectives of the UN Charter. The following are the six categories:

a) “Preventive diplomacy is action to prevent disputes from developing between parties, prevent existing disputes from escalating into conflicts and to limit the spread of the latter when they occur. This may take the form of mediation, conciliation or negotiation”.

b) “Peacemaking is diplomatic action whereby hostile parties reach negotiated agreements through peaceful means as those set out in Chapter VI of the UN Charter. The Security Council may recommend ways to resolve a dispute or request the Secretary-General’s mediation. The Secretary-General may take diplomatic initiatives to encourage and maintain the momentum of negotiations”.

c) “Peacekeeping is a UN presence in the field. (Normally involving military, UN police and civilian personnel), with the consent of the parties, to implement or monitor the implementation of arrangements relating to the control of conflicts…. and their resolution….or to ensure the safe delivery of humanitarian relief”.

d) “Peace-enforcement….authority for enforcement is provided by Chapter VII of the Charter, and includes the use of armed force to maintain or restore international peace and security in
situations in which the Security Council has determined the existence of a threat to peace, breach of the peace or act of aggression”\(^{13}\)

e) “Peace-building is critical in the aftermath of conflict…. includes identifying and support of measures and structures which will promote peace and build trust and interaction among former enemies, in order to avoid a relapse into conflict…”\(^{14}\)

f) “Sanctions….involve economic and trade restrictions, arms embargoes, travel bans and financial or diplomatic restrictions. The purpose of sanctions is to apply pressure to modify the behavior of a party which is threatening international peace and security and not to punish…”\(^{15}\)

### 2.2 Core Principles of Peacekeeping

The UN in “United Nations Police Handbook” says: peacekeeping operations are guided by the principles of consent, impartiality and non-use of force except in case of self defense. The UN defines these principles as follows:

Consent; parties involved in a conflict have to give their consent for the setting up of a UN peacekeeping operation by the UN.

Impartiality; UN peacekeeping operations must be impartial in nature. The mission must not side with any of the parties to the conflict.

Non-use of force; peacekeepers are not allowed to use force, except in cases of self-defense and also where the mission mandate has to be defended. Where it becomes necessary to use force, it requires the authorization of the Security Council. Use of force in defense of UN personnel and property and to defend the mandate shall be a measure of last resort. The Security Council may also mandate the mission to use force to protect the civilian population from imminent threat of violence.\(^{16}\)
2.3 **Department of Peacekeeping Operations (DPKO)**

The Department of Peacekeeping Operations (DPKO) in UN headquarters in New York is the office that assists the Secretary General and UN member states in maintaining international peace and security. DPKO plans, manages, supports and directs all UN peacekeeping missions. DPKO provides secretariat services for the Special Committee on Peacekeeping Operations.\(^{17}\)

2.4 **Establishment of Peacekeeping Operations**

Peacekeeping operations are set up by the UN Security Council by the passage of a Security Council resolution authorizing the establishment of the mission. The UN has no large-scale full time police or military force at its disposal therefore, it must recruit and select police officers, generate troops and also select international as well as local staff as required by the particular mission mandate.\(^{18}\)

2.5 **Mission Mandates**

Peacekeeping operations are established by the Security Council. The Council passes a Security Council resolution which then becomes the mission mandate. A mandate is tailored so to meet the requirements of each mission.\(^{19}\) Mandates are passed either under Chapter VI, VII or VIII of the UN Charter. The Security Council in establishing peacekeeping mandates, re-affirms also its previous resolutions 1325 (2000) on women, peace and security to reinforce the Council’s commitment to gender issues in peacekeeping operations.
2.6 Special Representative of the Secretary-General (SRSG)

The command of a peacekeeping operation is vested in the Secretary General of the UN under the authority of the Security Council. The Secretary General then appoints a Special Representative of the Secretary-General (SRSG) who serves as the Head of the mission and is responsible for implementation of the Mission’s mandate.\textsuperscript{20} The SRSG has authority over and provides direction and guidance for all components of the mission and reports to the Secretary General through the Under Secretary General for Peacekeeping Operations.\textsuperscript{21}

2.7 Mission Components

United Nations peacekeeping operations are composed of three components namely, the civilian the military and the police. The SRSG is the overall head of the whole mission made up of all the three components.

The civilian component includes all the non uniform members of the mission such as Human Rights Office, Humanitarian Assistance, Political Affairs, Civil Affairs and Gender Office. The civilian component has the highest representation of females according to the Gender Resource Package for Peacekeeping Operations. The Head of this component is the Director of Administration (DOA) or the Chief Administrative Officer (CAO).\textsuperscript{22}

There is also the military component whose head is the Force Commander (FC). The military are sent on mission directly by the troop contributing country without much control by the UN.
The police component is made of Police officers selected by the UN from Police Contributing Countries (PCC). A Selection Assistance Team (SAT) is deployed from UN DPKO to assist the PCC to select their officers for service with the UN missions. The Head of the Police component is the Police Commissioner or the Senior Police Advisor. The police component is made up of police advisers, police monitors, mentors, trainers, etc who are deployed to work closely with local police officers.

2.8 UN Police Tasks

In a typical peacekeeping mission, the UN Police finds the local Police in a state of total collapse. There is therefore the need to immediately aid the local police regain an appropriate operational level. "The main tasks of the UN Police then are to assist in enhancing the operational capacity of the local police, local police institutional development through reform and reorganization of police structures." The UN Police performs this responsibility by carrying out the following activities; Advising and Reporting; Reforming, Restructuring and Rebuilding Institutions; Training and Mentoring; Community Policing and Public Education. This type of mandate is known as a Non-Executive mandate. This is where the UN police are not directly involved in carrying out police duties. They rather direct and observe the local police perform police duties so they can mentor, advise, train and report on the activities of the local police. This is the type of mandate used by UN Police in most UN peacekeeping operations.

In cases such as the UN missions in Kosovo and Timor-Lest where the UN transitional administrations were vested with legislative and executive authority, the UN Police components were vested with responsibilities of maintaining law and order, developing local law
enforcement systems and training local personnel to eventually take over after the transitional period. This type of mandate is known as Executive Law Enforcement.  

2.9 Evolution of Peacekeeping

Alan. J. in “The Politics of Peacekeeping” says: UN Peacekeeping is a term with a variety of meanings. The meaning covers a range of missions undertaken by international forces, and even to activities of an individual sent into the field for some mediation and negotiation.  

Durch in “The Evolution of United Nations Peacekeeping: Case Studies and Comparative Analysis” says: In International Relations theory, peacekeeping supplements the self-help system in international politics.  

Hill S.M and Malik S.P in “Peacekeeping and UN” say: The UN Charter does not make provision for peacekeeping operations. They say, article 1(1) of the Charter states the maintenance of international peace and security as the primary goal of the UN and in order to fulfill this goal, articles in the Charter have made provision for objectives, procedures and organs of the UN.  

Chapter VI of the UN Charter has provided for the Pacific Settlement of Disputes. Article 33 states that:

“…the parties to any dispute, the continuance of which is likely to endanger the maintenance of international peace and security, shall, first of all, seek a solution by negotiation, enquiry, mediation, conciliation, arbitration, judicial settlement, resort to regional agencies or arrangements, or other peaceful means of their own choice.”  

Chapter VII of the UN Charter provides for the Security Council to determine the existence of any threat to the peace, breach of the peace, or act of aggression. The Security Council is allowed to resort to the use of armed force to maintain or restore international peace and security should
all other means fail. The Charter also requires all member countries to provide armed forces and all other facilities for such a mission.\textsuperscript{31}

Chapter VIII of the Charter provides for the involvement of regional arrangements and agencies in the maintenance of international peace and security provided such activities are consistent with the purposes and principles outlined in Chapter I of the Charter.\textsuperscript{32}

It is therefore abundantly clear that peacekeeping was not created by the UN Charter. However genuine situations of conflict and threat to peace led to the creation of peacekeeping forces under articles of the Charter in furtherance of the primary objective of maintenance of international peace and security.

The UN in the “UN Civil Affairs Handbook” says: the United Nations Truce Supervision Organization (UNTSO), established in 1948 was the first peacekeeping operation. Its deployment was authorized by the Security Council as a lightly armed UN military observer force in the Middle East to monitor the Armistice Agreement between Israel and its Arab neighbors.\textsuperscript{33} UNTSO is an example of “traditional peacekeeping”. Traditional peacekeeping falls under Chapter VI of the UN Charter. Chapter VI of the Charter is known as “Pacific Settlement of Disputes”. In traditional peacekeeping, consent of the host government and a ceasefire are required for deployment. There also can be no use of force except in self defense. Traditional peacekeeping is focused on control of conflict between countries through border demarcation and separation of forces after inter-state wars.\textsuperscript{34}
According to the UN, the end of the cold war came with an increase in peacekeeping operations required to deal with intra-state conflicts or conflicts within states. This type is deployed under Chapter VII of the UN Charter and deal with “…action with respect to threat to the peace, breaches of the peace and acts of aggression”. The UN says, peacekeeping today ranges from unarmed ceasefire observer missions to large-scale multidimensional missions.

2.10 Ghana’s Police Participation in United Nations Peace Support Operations

According to the International Relations Directorate of the Ghana Police Service, participation of the Ghana Police in UN Peacekeeping Operations begun with the deployment of a contingent of 500 men to the UN Operations in the Congo in 1960. This was followed by deployments to several other UN missions including Kuwait, Iraq, Somalia, Sudan, Rwanda, Mozambique, Cambodia, Bosnia Herzegovina, Kosovo, East Timor, Liberia, Sierra Leone, Darfur and South Sudan.

According to an article jointly published by the Ministry of Local Government and Rural Development of Ghana and Maks Publications & Media Services, a private company; in June 1999, 30 Ghanaian policemen were part of a UN Guards Contingent for the protection of UN personnel in the UN peacekeeping mission in Iraq. Their duties included protection for all associated Private Voluntary Organizations, Non-Governmental Organizations etc. operating under the umbrella of the UN presence in Iraq. A contingent of 220 Ghanaian police officers were also part of the UN peacekeeping operations in Cambodia (UNTAG) between 1992 and 1993. Furthermore 6 Ghanaian police officers participated in the UN operation in Somalia
mandated by UN Security Council resolution 814 to assist in the re-establishment of institutions of the country, including the Somalia Police Force. Also a large Ghanaian Police contingent formed part of the international police forces which helped to oversee the UN sponsored elections which led to the independence of Namibian in 1992. Also a total of 888 Ghanaian police officers participated in the UN peacekeeping operation in Bosnia-Herzegovina (UNMIBH) between 1996 and 2000.\textsuperscript{38}

\textbf{2.10.1 Rationale for Taking Gender Issues into Account}

The UN in “Gender Resource Package for Peacekeeping Operations” says:

“…..current nature of multidimensional peacekeeping operations has greatly enhanced the chances that a UN peacekeeping mission will have very serious effect on the lives of the host country’s population. An appreciation of how conflict has affected the lives of women as compared to men, and girls as compared to boys, helps peacekeepers to better appreciate the context in which they are working. This will in turn help the peacekeepers in ensuring that the mission does not aggravate matters for the local population or reinforce past discrimination. Furthermore, it should assist missions address issues concerning social inequalities among the host country population that fall within the scope of the mission mandates, such as women’s lack of access to decision-making processes or limited access to education. Peacekeepers having a deeper appreciation of the different requirements, priorities and potentials of women and men, and girls and boys, in a particular country should ultimately lead to better-informed decisions and more effective implementation of the mission mandate.”\textsuperscript{39}

The UN in “Gender Resource Package for Peacekeeping Operations” further says: one has to appreciate the difference between the terms gender and sex in order to appreciate the concept “gender mainstreaming”. The literature goes on to say, the term “sex” refers to the biological differences between women and men (e.g., chromosomes, anatomy and hormonal states). For example, “men’s voices break at puberty, while women’s do not” is a statement about the sexual differences between women and men. Men have “penis” while women do not. The sex of a person is biologically defined, determined by birth and it is universal.\textsuperscript{40}
The UN in “Gender Resource Package for Peacekeeping Operations” further says: the term “gender” on the other hand refers to the social differences and social relations between women and men. The UN says, gender therefore refers not to women or men, but to the relationship between them, and also to the way this is socially constructed. For example, in Ghana men are expected to go out to work and earn income to be able to provide all needs of the family. Women on the other hand are expected to stay at home to take care of children and perform other household chores which men do not. This is a statement about the gender differences between women and men. The UN says, a person’s gender is learned through socialization and is heavily influenced by the culture of the society concerned.  

The UN in “Gender Resource Package for Peacekeeping Operations” says:  

“…the gender of a person is socially constructed and therefore learned and can be changed, differs and varies within and across cultures and over time. Gender results in different roles, responsibilities, opportunities, needs and constraints for women, men, girls and boys.”  

Governments and international organizations worldwide have committed themselves to the goal of gender equality. It is enshrined in international instruments and documents, including the Charter of the United Nations.  

The UN in “Gender Resource Package for Peacekeeping Operations” says:  

“…gender equality means, 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 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.”  

The UN in “Gender Resource Package for Peacekeeping Operations” further goes on to say that:
“...discrimination against women shall mean any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field”.

The concept of gender mainstreaming has been defined by the UN in “Gender Resource Package for Peacekeeping Operations” as:

“...the process of assessing the implications for women and men of any planned action, including legislation, policies or programs in all areas and at all levels. It is a strategy for making the concerns and experiences of women and men an integral dimension of design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.”

Gender mainstreaming is a strategy endorsed by the UN to achieve gender equality. The term “gender mainstreaming” came into widespread use with the adoption of the Beijing Platform for Action at the Fourth World Conference on Women held in Beijing in 1995. It was defined in the Agreed Conclusions of the Economic and Social Council of 17 September 1997. In simple terms, gender mainstreaming means ensuring that in all areas of its work the UN Department of Peacekeeping Operations (DPKO) takes into account the different experiences, needs and priorities of women, men, girls and boys. Mainstreaming covers a broad range of actions to achieve gender equality, but does not replace the need for targeted, women-specific policies and programs and positive legislation nor does it do away with the need for gender units.

2.10.2  Gender Balance in Peacekeeping.

According to the “Gender Resource Package for Peacekeeping Operations”, the UN has set a 50-50 male/female target ratio for personnel in UN peacekeeping operations. DPKO has therefore tried to achieve this target of gender balance at all levels at both the UN headquarters and in all
peacekeeping missions. The UN says, statistics however indicates that only 33 per cent of all civilian positions have been occupied by women as at September 2003. At the same time only 4 per cent of civilian police (UNPOL) positions were occupied by women while 1.5 per cent of military personnel positions were held by women. It says as one climbed up the hierarchy of positions in each of these components the percentage of women reduced.48

The UN in “Mainstreaming a Gender Perspective in Multidimensional Peace Operations” says:

“Gender balance and gender mainstreaming are directly related to and support gender equality… Indeed, there is much evidence that gender balance in and of itself increases gender mainstreaming. However, gender mainstreaming is the responsibility of both men and women”49

The UN in “Mainstreaming a Gender Perspective in Multidimensional Peace Operations” says: in “Classic peacekeeping under Chapter VI of the UN Charter” military forces were used to monitor peace accords between feuding political factions. The UN says, in this case, consent was required for the presence of UN forces. The principles of impartiality and non use of force except in self-defense and as a last alternative, also applied to the UN forces.50

In “Mainstreaming a Gender Perspective in Multidimensional Peace Operations” the UN further says: since the end of the Cold War, there has been an increase in the scope of peacekeeping missions. The UN says, peacekeeping was for a period expanded to include measures similar to peace enforcement under Chapter VII of the Charter. In this instance the principles of consent, neutrality and the non-use of force were deferred. It says, the UN Security Council is now more cautious about showing the difference between ‘peacekeeping’ and ‘peace enforcement’.51
The UN in “Mainstreaming a Gender Perspective in Multidimensional Peace Operations” continues that, some recent UN peacekeeping missions have had to deal with the difficult assignment of conflict resolution and building of new institutions within the mission area. It says, these are multidimensional missions in nature and may include components such as; “military, UN police, civil affairs, political affairs, public information, elections, refugee return, humanitarian relief, demining, nation-building and human rights”. It further says that, the enlarged scope of multidimensional peacekeeping has enhanced the need for the participation of women in UN missions; also the possibility of the mission having significant effect on the men and women of the host country is greatly enhanced.

The UN in “Mainstreaming a Gender Perspective in Multidimensional Peace Operations”, says:

“Since the Beijing Conference, women have strongly argued that their stake and their interest in peace is so great that they should be allowed to participate in peace negotiations even if they do not represent armed groups. They further argued that, since peace-building, reconstruction and reconciliation continue after the peacekeeping mission has departed, they should be part of all these processes. It has also been argued that women’s non-aggressive approach to things can be of great value in peace-building, and their role in post-peacekeeping is enhanced if they have been active participants during the mission.”

The above arguments were a prelude to a number of UN resolutions and international legal instruments related to women’s equality which are summarized in paragraph 8 of the Beijing Declaration.

2.10.3 Legal Frameworks and International Standards on Women, Peace and Security

The UNDP in “The Four Global Women’s Conferences 1975-1995, Historical Perspectives” says: the Universal Declaration of Human Rights (UDHR 1948) – UDHR was the first international human rights instrument in which gender equality was enshrined. This was
followed by the Convention on Elimination of All forms of Discrimination against Women (CEDAW) of 1979. CEDAW is commonly referred to as an international bill of women’s rights. Also different consecutive women’s global conferences were organized, including those in Copenhagen, Mexico, Nairobi and Beijing, to broaden the agenda on women’s human rights. The Beijing Declaration (1995) was unique in terms of bringing many actors together. The issue of women in armed conflict was explicitly raised as one of twelve points in the Beijing Declaration’s Priority Platform for Action.\(^{55}\)

The “Beijing Declaration and Platform for Action” says:

“...Governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programs, so that, before decisions are taken, an analysis is made of the effects on women and men respectively.”\(^{56}\)

Following the Windhoek Declaration, in May 2000, the Lessons Learned Unit of UN DPKO, in coordination with the UN Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), organized a seminar on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations. It was hosted by the Government of Namibia in Windhoek. The ensuing “Namibia Plan of Action” urged the Secretary-General to ensure that appropriate follow-up measures would be taken to implement the plan, in consultation with UN Member States. With the support of the Namibian Government and key UN and NGO actors, this document formed the basis of UNSC resolution 1325 adopted by the Security Council in October 2000.\(^{57}\)

“...the Security Council recommends that gender perspectives become integral to all United Nations conflict prevention and peace-building, peacekeeping, rehabilitation and reconstruction efforts. The Resolution stresses the importance of ensuring the protection of women’s rights and the full involvement of women in all aspects of promoting and maintaining peace and security, with a strengthened role in decision-making. It recommends specialized training for peacekeepers on the protection, special needs and human rights of women and children, and urges greater representation of women at all levels in peacekeeping operations. It also notes the need to consolidate data on the impact of armed conflict on women and girls, and requests the Secretary-General to include in his reporting to the Security Council, where appropriate, progress on gender mainstreams in peacekeeping missions and all other aspects relating to women and girls. Peacekeeping operations have an obligation to implement Resolution 1325 (2000) and to report thereon.”

The UN in “Gender Resource Package for Peacekeeping Operations” continues that:

“...the presence of female police officers in mission will improve the response of law enforcement agencies to sexual crimes and certain types of physical violence such as domestic violence. Because such crimes tend to be overwhelmingly committed by men rather than women, victims, especially women and children, may feel more comfortable dealing with a woman when making a report or assisting in investigations. In cultures where interaction between women and men is restricted, access to female victims of crime may only be possible through female police officers. Lastly, studies have shown increasing the proportion of women in law enforcement agencies changes the climate and culture of the organization, and reduces the prevalence of discrimination against female police officers...The risk of sexual harassment is also reduced. These improvements benefit both male and female police officers.”

The UN in “Gender Resource Package for Peacekeeping Operations”: further says: the Department of Peacekeeping Operations (DPKO) has expanded its in-house expertise on gender mainstreaming. It says as of April 2004, full-time gender advisers were operating at DPKO Headquarters, as well as in peacekeeping operations in Afghanistan, Democratic Republic of the Congo, Kosovo, Liberia, Sierra Leone and Timor-Leste; gender advisers are also being appointed for the peacekeeping operation in Côte d’Ivoire.

The role of gender advisers in gender units is “to promote, facilitate, support and monitor the incorporation of gender perspectives in peacekeeping operations.” In other words, gender
advisers work as contributors to gender mainstreaming in missions, and provide essential advice on how to do so and on how to involve other UN partners.  

2.10.4 UN Guidelines on Mainstreaming a Gender Perspective in Multidimensional Peace Operations

In order to achieve the objectives of gender balance, gender equality and mainstreaming a gender perspective in multidimensional peace support operations as set out in UNSC resolution 1325, UN DPKO has outlined guidelines to be followed by troop and police contributing countries as well as peacekeeping missions. The guidelines are outlined among others in “Mainstreaming a Gender Perspective in Multidimensional Peace Operations” as follows:

➢ “Military and civilian police personnel are supposed to be trained in their home countries or in regional training centers… Additional training is given in the mission area of operations…”  

➢ “The mandate should include specific references to affirmation of equal rights of women and men, to the Convention on Elimination of All Forms of Discrimination against Women, and to the United Nations commitment to gender balance and gender mainstreaming.”  

➢ “…requests to member states for contributions of military and police personnel should specifically ask for inclusion of female personnel…. women should be represented in…police contributions to peacekeeping operations in the same percentages as they are represented in the contributing State’s…police.”  

➢ “A comprehensive database of qualified women candidates for both military and police positions should be developed, maintained and utilized.”
“In particular, requirements for eight years prior service for police and requirements for command experience might be examined, since these tend to disqualify many females candidates.”

“Gender issues should be mainstreamed in regional and national training curricula and courses on peacekeeping operations...”

“Compulsory and continuous gender training should be offered in the peacekeeping field for women and men- military, police and civilians. This should include information on sexual harassment and assault.”

“Standard operating procedures should be developed…for cases of in-mission sexual assault and sexual harassment. All members of the mission should be provided with… information about sexual harassment and assault… These procedures should be widely publicized within the mission.”

“Training and briefings on the UN system, its principles and purposes, should include reference to the Convention on the Elimination of All Forms of Discrimination against Woman.”

“Briefing on the culture, history and traditions of the host country should include gender issues and emphasize responsibility towards and respect for women of the host country.”

“Training on international human rights/humanitarian law for police and military personnel should also factor in gender issues, especially violence against women.”

“Member States should be notified that sexual harassment and assault by their personnel on peacekeeping duty will not be tolerated.”
“Personnel against whom complaints have been filed should not be rehired,…until the claims have been properly investigated. A record of all reported complaints against personnel should be maintained and information provided about subsequent action taken.”  

“A well-publicized procedure for complaints should be put in place that allows complaints to be made confidentially in the field as well as at Headquarters. Locally hired women in particular must be confident that they can obtain redress for sexual harassment without losing their jobs.”

“For peacekeeping missions, a gender specialist external to DPKO could be invited to survey the mission’s work once every three months. An outside observer is more likely to see occurrences unseen by busy members of the mission…”

“A conscious effort must be made to recruit committed, trained, male gender specialists.”

All UN Peacekeeping operations including the Darfur mission are obliged to implement UNSC resolution 1325(2000). The Gender Resource Package is a tool designed to assist in this implementation and reporting to DPKO.
Endnotes

7 UN Charter, Article 2(7).
8 UN Charter, Article 39.
10 ibid., p.2.
11 ibid.
12 ibid.
13 ibid.
14 ibid.
15 ibid
16 ibid., p.3.
17 ibid., p.10.
18 ibid., p. 5.
19 ibid., p. 7.
20 ibid., p. 8.
21 ibid.
22 ibid., p.9
23 ibid., p.17.
24 ibid., p 31.
25 ibid., p. 33.
26 ibid., p. 41.
30 UN Charter, Article 33.
31 UN Charter, Article 43.
32 UN Charter, Article 53.
34 ibid., p.16.
35 ibid.
36 ibid.
40 ibid., p.1.
41 ibid.
42 ibid.
43 UN Charter, Article 8.
44 Gender Resource Package for Peacekeeping Operations, op. cit, p. 3.
45 ibid., p.3.
46 ibid., pp. 3-4.
47 ibid., p.3
48 ibid., p. 4
50 ibid., p. 3.
51 ibid.
52 ibid.
53 ibid.
54 ibid., pp. 2-3.
57 Gender Resource Package for Peacekeeping Operations, op. cit, p. 17.
58 ibid., p. 17.
59 ibid., p 145.
60 ibid., p. 148.
61 ibid., p. 6.
62 ibid.
63 Mainstreaming a Gender Perspective in Multidimensional Peace Operations, op.cit, p. 12
64 ibid., p. 15.
65 ibid., p. 17.
66 ibid.
67 ibid., p. 18.
68 ibid.
69 ibid.
70 ibid.
71 ibid.
72 ibid.
73 ibid.
74 ibid., p. 20.
75 ibid.
76 ibid.
77 ibid.
78 ibid.
CHAPTER THREE

BACKGROUND TO DARFUR CONFLICT, ESTABLISHMENT OF UNAMID AND GENDER DIMENSION OF GHANA’S POLICE DEPLOYMENT

3.0 Introduction

This chapter discusses the background to the Conflict in Darfur as well as the establishment of the United Nations/African Union Hybrid Mission in Darfur (UNAMID). It also discusses the Gender Dimension of Ghana’s police deployment to UNAMID. This is based on open-ended/unstructured interviews conducted with Police officers of the International Relations Directorate of the Ghana Police Headquarters as well as a Ghana Police Course Director attached to the Kofi Annan International Peacekeeping Training Centre (KAIPTC), Teshie, Accra. Also both male and female Police officers who have served in the Darfur mission as well as those still serving were interviewed.

3.1 The Darfur Conflict

In early 2003, an outbreak of hostilities erupted in Sudan’s western region of Darfur, just after peace talks between North Sudan and South Sudan had begun to make progress. The Sudan Liberation Movement/Army (SLM/A) launched an attack on government who it criticized for ignoring Darfur.¹

The conflict was inspired in part by the fear among people in Darfur that they would continue to be neglected in the wake of a peace agreement between the North and South that did not recognize their needs. Subsequently the rebellion was led by two groups—the Sudan Liberation
Army/Movement (SLA/M) and the Justice and Equality Movement (JEM). The expressed objective of the SLA/M, as declared by its leader Minni Arkou Minnawi, “is to create a united democratic Sudan on a new basis of equality… and material prosperity for all Sudanese.”

In an effort to suppress the rebel groups, the Government of Sudan, armed local, largely Arab, militia who are now known as the “janjaweed”. Rebels accused government-supported Arab “janjaweed” militia of ethnic cleansing in Darfur. An estimated 400,000 lost their lives and two million people were displaced as a result of fighting.

The UN in “UNMIS-United Nations Mission in Sudan-Background” says: with the encouragement of the African Union, the Government of Sudan and the two rebel groups signed an agreement on 28 May 2004, which allowed for the deployment of African Union observers in Darfur. The African Union (AU) also deployed a high level Team of Experts from South Africa and the AU on 23 June 2004, to conduct a preliminary needs assessment. Subsequently, the African Union Mission in Sudan (AMIS) was deployed to Darfur, and given the initial mandate of observing the parties’ adherence to the cease-fire.

According to the UN in its report on the “United Nations International Commission of Inquiry on Darfur”, the UN Secretary-General in response to reports of genocidal acts occurring in Darfur established the UN Commission of Inquiry on 7 October 2004. The Commission was mandated to investigate reports of violations of international humanitarian law and human rights law, and to determine whether or not genocide was occurring in Darfur.
The Commission of Inquiry’s subsequent report on 25 January 2005 stated that the crisis in Darfur could not be labeled as ‘genocide’ since “genocidal intent appears to be missing.”

The commission nevertheless submitted that, Sudanese government forces and their “janjaweed” allies were carrying out indiscriminate attacks, killings, torture and sexual violence against civilians as well as pillaging and destruction of villages. The report said, there were also possible war crimes being committed by rebel forces in Darfur.

On 29 March 2005, under UNSC resolution 1591, the UN called for the parties to the conflict to resume peace talks in Abuja, Nigeria. The two main rebel groups in Darfur, the SLM/A and the JEM declared a merger, forming the Alliance of Revolutionary Forces of West Sudan (ARFWS) on 20 January 2006.

The peace negotiations that took place on 5th May 2006 under the auspices of the AU, brought the Government of Sudan, and the Sudan Liberation Movement (SLM) faction led by Minni Arkou Minnawi, to sign the Darfur Peace Agreement (DPA) in Abuja, Nigeria. However, two of the other main rebel movements, the JEM and the SLM faction led by Abdel Wahid, refused to sign the deal. The agreement called for a cease-fire, disarmament of “janjaweed” militia, and the disbandment of rebel forces and incorporating them into the army. However, the janjaweed remain largely intact due to the lack of monitoring capacity. Thus, despite the conclusion of the peace agreement, violence continued in Darfur.
The level of security in North Darfur deteriorated significantly in July 2006, leading to the displacement of an additional 20,000 to 25,000 people. Rebel groups that refused to sign the DPA in May were increasingly clashing with government forces. On 11 September 2006, in response to an escalation in violence, then UN Secretary-General (UNSG) Kofi Annan expressed concern over the deteriorating humanitarian, human rights, and security situation in Darfur. In Annan’s statement, he condemned the Government of Sudan’s military build-up and deemed its onslaught against rebels in Darfur as being a clear violation of the DPA.  

According to Kofi Annan, the conflicts in Sudan are interlinked, as one cannot be addressed at the expense of another. As the former UN Secretary-General noted, “a stable Sudan requires a peaceful Darfur. At the same time, the stability of other areas of Sudan contributes to peace in Darfur.”

According to the UN in a publication “About UNAMID”, some parties to the Darfur conflict did not sign the DPA, therefore, there was a renewed peace process under a joint AU-UN mediator which took place in Doha, Qatar, from 2010 through June 2011. This produced a framework document. Also intensive diplomatic and political efforts to bring the non-signatories into agreement with the Doha Document for Peace in Darfur has continued.

3.2 The Establishment of Darfur (UNAMID) Peacekeeping Operations:

Resulting from a 16 November 2006 High-Level consultations in Addis Ababa, Ethiopia, the UN Department of Peacekeeping Operations (DPKO) agreed to augment the existing African Union
Mission in Sudan (AMIS) and was prepared to deploy an unprecedented joint AU/UN peacekeeping operation in Darfur. Sudan accepted the deployment of this force in June 2007.

The African Union/UN Hybrid operation in Darfur (UNAMID) was formally established by the Security Council on 31st July 2007 through the adoption of Security Council resolution 1769 (UNAMID Mandate). UNAMID was deployed under Chapter VII of the UN Charter and formally took over from AMIS on 31 December 2007.  

The mandate is renewed yearly. The latest renewal of the mandate was effected by the adoption of Security Council resolution 2113 on 30 July 2013. The mandate was extended for a further 13 months, until 31 August 2014.

The UNAMID mandate re-affirmed also the previous Security Council resolutions 1325 (2000) on women, peace and security. Also re-affirmed was resolution 1502 (2003) on the protection of humanitarian and United Nations personnel, and also resolution 1612 (2005) on children in armed conflict.

The mandate made provision for the deployment of up to 19,555 military personnel, including 360 military observers and liaison officers, and an appropriate civilian component including up to 3,772 police personnel and 19 formed police units comprising up to 140 personnel each. An AU/UN Joint Special Representative (JSR) was appointed as Head of the mission.

Deployed under Chapter VII of the Charter of the United Nations, UNAMID is authorized to take necessary action, in areas of deployment of its forces and as it deems within its capabilities in order to:
➢ “protect its personnel, facilities, installations and equipment, and to ensure the security and freedom of movement of its own personnel and humanitarian workers,”\textsuperscript{17}

➢ “support early and effective implementation of the Darfur Peace Agreement, prevent the disruption of its implementation and armed attacks, and protect civilians, without prejudice to the responsibility of the Government of Sudan”\textsuperscript{18}

➢ The Darfur mandate also requests the Secretary-General take measures to:

“…ensure compliance in UNAMID with the United Nations zero-tolerance policy on sexual exploitation and abuse, including the development of strategies and appropriate mechanisms to prevent, identify and respond to all forms of misconduct, including sexual exploitation and abuse, and the enhancement of training for personnel to prevent misconduct and ensure full compliance with the United Nations code of conduct. It also urges troop-contributing countries to conduct pre-deployment awareness training and, in the case of forces previously deployed under AU auspices, post-deployment awareness training, and to take disciplinary action and other action to ensure full accountability in cases of such conduct involving their personnel.”\textsuperscript{19}

### 3.3 UNAMID Police Mandate

According to the “Standard Operating Procedures for Police Officers on Assignment with African Union/ United Nations Hybrid Mission in Darfur”\textsuperscript{20} (UNAMID Police SOP), the Police component of UNAMID is headed by the Police Commissioner and is mandated to undertake the following core functions:

➢ Assist in the implementation of the Darfur Peace Agreement through institution building and strengthening of local capacities.

Monitor security in internally displaced persons’ (IDP) camps as well as investigation conducted by the Government of Sudan Police and address issues of gender-based violence and abuse of children and report on welfare of detained persons.

Facilitate the provision of humanitarian assistance to the needy.\(^\text{21}\)

According to the UN Police Handbook, the UN Police in Darfur has specific responsibilities including:

- Advising and Reporting on Local police activities;
- Reforming and Restructuring, Rebuilding and Strengthening Institutions;
- Training, Mentoring and Skill transfer;
- Community-Based Policing.\(^\text{22}\)

In carrying out these responsibilities, UN Police (UNPOL) work alongside the Local Police in Darfur. UN Police, monitors all duties and operations undertaken by the Government of Sudan (GOS) Police and therefore are in a good position to mentor, guide, direct, train and offer advice as and when necessary. The UNPOL then reports through the UN chain of command to DPKO.\(^\text{23}\)

The UN Police Handbook says:

“...conflict also tends to exacerbate existing inequalities between women and men and can put women at increased risk of physical and emotional abuse from male family members. There is usually a rise in domestic and criminal violence against women in countries ravaged by conflict.” \(^\text{24}\)

According to the UN Police Handbook, UNPOLs must also understand the different effects of conflict on women and men and seek to protect women’s rights in all aspects of peacekeeping. It is therefore important for UNPOLs to ensure that all their activities uphold the principles of
gender equality and non-discrimination. The objective of UNPOL in training or restructuring local police is to create a professional Law Enforcement Agency that conforms to international standards of democratic policing. Recruiting and training women officers for local police is therefore an important objective to enable them work in a gender sensitive way in taking action on gender-based and sexual crimes as well as domestic violence. Greater female participation in the UNPOL component will therefore serve as a motivation for local police to recruit more women. Local women will also see the female UNPOLs as role models.

3.4 The Gender Dimension of Ghana’s Police Deployment to Darfur

Superintendent of Police (Supt.) Henry Otoo, Deputy Director of the International Relations Directorate (IRD) of Police Headquarters was interviewed and he disclosed that the Ghana Police Service has put in place measures to promote greater female participation in all UN peacekeeping operations including the Darfur mission. He revealed that, in conducting recruitment and selection exercises for police officers for deployment to UNAMID, IRD makes specific requests to Unit Commanders within the Ghana Police Service to ensure that 30% of the candidates whose names are submitted for selection are women.

According to the UN in, “Gender Resource Package for Peacekeeping Operations”, “the UN General Assembly has set the goal of achieving a 50-50 representation between women and men in all professional posts, particularly in decision-making and senior positions” The UN has recommended that women should be represented in police contributions to peacekeeping operations in the same percentages that they are represented in the contributing country’s police.
Superintendent Otoo indicated that, the current total personnel strength of the Ghana Police Service stands at 25000 officers of which 5000 are females. He said the female population therefore constitutes 20% of the total strength of the Service. He added that, bearing in mind the DPKO policy on ensuring gender balance, the IRD request for the inclusion of 30% women in all recruitment exercises is therefore even higher than the national female representation in the service. He however added that in most instances the number of female officers who are eventually successfully selected falls far below even 20%.30

The following statistics from the International Relations Directorate of the Ghana Police Headquarters shows the number of male as against female deployments of officers to the Darfur mission from 2008 to 2011.31

### 3.5 Statistics of Deployments to UNAMID from 2008 to 2011

<table>
<thead>
<tr>
<th>Year</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
<th>Female %</th>
</tr>
</thead>
<tbody>
<tr>
<td>2008</td>
<td>185</td>
<td>15</td>
<td>200</td>
<td>7.5</td>
</tr>
<tr>
<td>2009</td>
<td>298</td>
<td>43</td>
<td>341</td>
<td>12.6</td>
</tr>
<tr>
<td>2010</td>
<td>173</td>
<td>34</td>
<td>207</td>
<td>16.42</td>
</tr>
<tr>
<td>2011</td>
<td>100</td>
<td>25</td>
<td>125</td>
<td>20</td>
</tr>
</tbody>
</table>

Source: Ghana Police, International Directorate Statistics, 2011.32

The statistics show a steady increase in female deployments from 7.5% in 2008 to 12.6% in 2009, 16.42% in 2010 and 20% in 2011. This steady rise in female deployments hitting 20% in 2011 is a positive achievement by the Ghana Police Service towards the achievement of the goal of gender balance. The UN has set a target of Police Contributing Countries (PCC) achieving a
male/female ratio of deployment to mission fields that equals the male/female ratio of the national police. Deployment of female officers to Darfur in 2011 therefore equaled the national male/female ratio figure which also stood at 20% in 2011.\textsuperscript{33}

Superintendent Otoo further indicated that, generally, all requests for Police officers to serve in UN missions, received from UN DPKO lay emphasis on the inclusion of more female officers for deployment. He added that in 2009, DPKO for once requested for an all female contingent for deployment to Darfur. Hence Sixty-five (65) female officers were selected for deployment under a special dispensation.\textsuperscript{34}

He also indicated that the IRD maintains a database of qualified officers for deployment to Darfur and the list as at August 2012 included ninety-one (91) female officers. He added that, UN standards require that an officer must have served in the national police for at least 8 years to qualify for a UN peacekeeping mission. Also to occupy Command Level positions, officers must have had experience holding command positions in the national police. He stated that in order to increase female deployment to Darfur, the IRD has reviewed these qualification requirements set by the UN to favor female officers. He said female officers must have served for 7 years instead of 8 years in order to qualify for a first mission and must serve for 3 years instead of 4 years for men, after returning from one mission, to qualify for subsequent missions. He also said female officers are not necessarily required to have had command position experience in order to qualify for deployment to occupy Command level positions in Darfur.\textsuperscript{35}
Superintendent Otoo explained that the IRD recruits officers who are taken through a training program known as “UN Pre-Selection Training”. He said officers are given required training by IRD with the goal of equipping them with skills that will enable them successfully pass the SAT test to be administered by the UN Selection Team from DPKO. He said the training is made up of tests in the following subject areas;

- English Reading Comprehension,
- English Listening Comprehension,
- Police Report Writing,
- Oral Interview,
- Driving Test, and
- Firearm Handling and Shooting Test.

He explained that the “UN Pre-Selection Training” program spans a period of two to three days and trainees are made to take tests in English Reading comprehension, English Listening comprehension and Police report writing. He said candidates have to obtain a mark of at least 60% at each stage in order to progress to the next stage. He however said the pass mark for female candidates is sometimes reduced to 50% if too many women are found to have failed at any stage in the English test. He said trainees who are able to make it through the police report writing stage are taken through an oral interview to test their ability to effectively communicate orally in English. He added that successful candidates are then tested in Vehicle handling and road test. He explained that, vehicle handling entails each candidate being examined in his/her ability to drive a four-wheel drive (4 by 4) vehicle under off road conditions while the road test entails in-traffic testing of candidates in driving on busy roads. He said candidates who
successfully go through both levels of the driving stage are finally tested in firearm handling and shooting. He explained that, this entails disassembling and re-assembling of a pistol within five minutes after which successful candidates undergo a shooting test in which they are required to fire at a target from a distance of five and seven meters respectively. He added that candidates are expected to land at least four out of five bullets on the target at each stage in order to pass. He said candidates are also observed for adherence to safety rules in firearms handling while shooting. He added that candidates who pass all the stages up to the shooting stage then qualify to face the UN SAT team from DPKO.36

Supt. Otoo further added that the “UN Pre-Sat Selection training” is a special type of training given only to prospective peacekeepers in the police service because it is a laid down requirement of the UN. He said the goal of IRD for running the training program is to sufficiently equip candidates with skills required by the UN. Supt. Otoo however lamented that the IRD is unable to sufficiently train candidates before they are made to face the UN SAT team. He said the elaborate nature of the “Pre-SAT Selection Training” package does not allow IRD to effectively deliver the training within two to three days. He added that up to 1000 police officers are invited for each Pre-SAT selection training session. He further explained that the “Pre-SAT training” package does not form part of any other training program at any level in the Ghana Police service apart from the program organized by the IRD for peacekeeping. He said it is therefore not easy to run such an elaborate program for about 1000 officers within two to three days and achieve the level of proficiency in the various skills that will make candidates easily pass the UN SAT test. He said in effect what happens currently is that, instead of training
candidates till they become proficient, the test is ran once for candidates and those who are fortunate to be successful have the opportunity to face the UN SAT team for final selection.  

Supt. Otoo explained that the first challenge faced by the Ghana Police service in recruiting women for the Darfur peacekeeping mission as well as all other peacekeeping operations is the limited numbers of female members of the Ghana Police service. He said for a very long time the policy of the service has been to recruit a limited number of women to take care of babies, female suspects and victims of crime as well as the performance of administrative duties. He said women therefore were excluded from police assignments which were considered to be full of a lot of physical activity. He said this practice continued until late 1990s when issues of gender equality came to the fore. He said since late 1990s there have been slight increases in the number of female recruitments into the service, however the pace has been very slow. He added that even though women accounted for more than 50% of the population of Ghana, they constitute only 20% of the total personnel strength of the Ghana Police service. He said the low female police population therefore becomes the first challenge for the UN peacekeeping recruitment exercises since there are a very limited number of female officers available for the selection exercises. Supt. Otoo also added that, female police officers also have greater challenges during this selection process because until the year 2010, only male officers were enlisted into the Ghana Police service as police drivers. He said there were only two female police drivers in the whole Ghana Police service as of 2012. He added that driving therefore has for so long been a male gendered role in the police service hence female officers were greatly handicapped when it got to the driving stage of the test. He said the practice for a long time in the police service has been not to place women on duties that entailed the carrying of firearms even though they are given basic
training in the handling of firearms. He said, duties that entailed the carrying of firearms have for a very long time also been perceived as male gendered roles in the police service. He was quick to add that the trend is gradually changing where some few female officers are now being deployed on duties that entail the carrying of firearms. He added that more male than female officers therefore are already proficient in driving and in the use of firearms. He said this was another major reason why female officers were handicapped at the driving and the shooting stages of the selection test.\textsuperscript{38}

Supt. Otoo said, orientation on gender issues is also given during the Pre-Selection training session after which the UN SAT Team from DPKO then comes in to conduct the UN SAT Test. He emphasized that conducting the UN SAT Test is the sole responsibility of the UN Team from DPKO and the test takes the form of replicating the local Pre-SAT selection conducted by IRD. Supt. Otoo said, the UN SAT team leader also has the discretion to lower the pass mark for the English tests from 60\% to 55\% for women candidates if they deem it fit to allow more women to pass. He added that officers who are successful in the UN SAT test are thereafter sent to the Kofi Annan International Peacekeeping Training Center (KAIPTC) where they undergo “UNAMID Pre-Deployment training.” The KAIPTC is a Regional Training Center that runs courses in peacekeeping related issues. It is located at Teshie, Accra.\textsuperscript{39}

Supt. Otoo added that DPKO has notified the IRD about the UN Policy of zero tolerance for Sexual Exploitation and Abuse and this is brought to the attention of all prospective peacekeepers during “Pre-Departure Briefings” that are conducted by IRD just before deployment to Darfur. He said allegations of sexual harassment, exploitation and abuse leveled
against Ghanaian peacekeepers are properly investigated once the offending officer is repatriated to Ghana. DPKO is thereafter notified of the result of the investigations. He added that offenders who are found liable are forever barred from participation in future peacekeeping missions.⁴⁰

Deputy Superintendent of Police (DSP) Fanny Aboagye is a Ghana Police Course Director attached to the KAIPTC. In an interview she disclosed that KAIPTC is sponsored by UN DPKO to run UNAMID Police Pre-deployment training. She said the Center trains prospective UN Police peacekeepers from the West African Sub-region and across the world. She said the course runs for two weeks and training materials are UN Core Police Training Modules (CPTM) and Standard Training Modules (STM) provided by UN DPKO. She said the training includes briefing on the following subject areas:

- Nature of Conflicts in Africa,
- AU History and Background,
- Culture, History and Traditions (Darfur Specifics),
- Introduction to UN Peacekeeping Operations,
- Functions of UN Peacekeeping Operations,
- Human Rights in Peacekeeping Operations,
- Security Council Mandates for UN Peacekeeping Operations,
- Core Business of UN Police and its Key Partners,
- Respect for Diversity in Peacekeeping Operations,
- Human Rights Standards in the Use of Force,
- Code of Conduct,
- Sexual Exploitation and Abuse,
- Community Based Policing,
- Humanitarian Assistance,
- Child Protection,
- Negotiation, Mediation and Use of Language Assistant,
- Radio Communication,
- Reform, Restructuring and Re-building,
- Personal Security,
- Women, Peace and Security,
- Mine Awareness.

The Convention on the Elimination of All Forms of Discrimination against Women as well as UNSCR 1325 on Women Peace and Security are highlighted in the presentations. She added that gender issues are discussed with emphasis on respect for women of the host country during the briefings on the culture, history and traditions of Darfur (Darfur Specifics). She further indicated that the presentations on human rights and humanitarian law also lay emphasis on gender issues especially violence against women. She said emphasis is also laid on prohibition of sexual relations between peacekeepers and persons under 18 years and trafficking in women. She added that the presentations are followed by field exercises which give course participants the opportunity to carry out practical demonstration of what has been learnt in the classroom. This gives the course participants the opportunity to have a feel of reality in the mission arena.  

DSP Evelyn Agbitor of the National Police Training School, Tesano, Accra was also interviewed. She is a Police trainer involved in the training of police recruits at the basic level.
She also assists IRD in “Pre-SAT selection training” exercises. She served in UNAMID from 2008 to 2010. She served as the Officer in Charge (OIC), Gender Policy and Child Protection Unit at the UNAMID Police Headquarters. She indicated that there is a Civilian Gender Unit known as the Gender Advisory Unit located in UNAMID Main Headquarters which is mandated to work on issues related to women, peace and security within the mission. She said the unit spearheads gender mainstreaming in all aspects of the mission’s mandate implementation including policies, planning, procedures and reporting. DSP Agbitor disclosed that Gender and Child Protection Units within UNAMID Police exist at four levels; at UN Police Headquarters, where she was the OIC, at the Sector Headquarters level, the Team Site and the Community Policing Center (CPC) level. She said her duties as OIC Gender and Child Protection Unit included the following: 

- Monitoring and mentoring investigations of all cases of sexually and Gender Based Violence (SGVB) reported to the Gender and Child Protection Units in the Sectors, Team sites and CPC as well as the Local Police stations.
- Train and advise UNAMID Police Gender and Child protection at Sectors, Team Site and CPCs.
- Stay in contact with Local Police officers investigating SGVB cases for purpose of guiding them.
- Carry out analysis of local Police requirements for Gender and Child Protection Unit.
- She receives situation reports from sectors, keeps records and maintains appropriate filing system and sends weekly, monthly, quarterly, bi-annual and annual reports to Civilian Gender Unit in UNAMID Main Headquarters for submission to DPKO.
She added that she was responsible to the Chief of Criminal Investigations Unit. She worked in collaboration with other mission partners such as United Nations Population Fund (UNFPA), and United Nations Children Fund (UNICEF) to carry out gender sensitization for locals and IDPs. She said the UNAMID Police gender Units monitor and direct all cases of sexual and gender based violence after which reports are collated and forwarded to the Civilian Gender Unit which then forwards them to DPKO.  

DSP Evelyn Agbitor added that all Police officers immediately on arrival in the mission undergo induction training during which lessons on gender are given. She said this includes information about sexual harassment, sexual assault, sexual exploitation and all other gender based violence. She added that she received additional specialized training in gender before joining the Gender Unit. However, there were instances where other officers joined the Gender Unit before being trained later. She added that the male/female ratio in the Local Police Gender Unit was 15 males to 1 female which was woefully too low.

She indicated that Darfur is a predominantly Islamic society where there is very strict segregation of women and men. She said it was not possible for female UNPOL officers to attend to male victims and vice versa hence some male officers were later recruited and trained to join the UNPOL Unit since initially there were only female UNAMID Gender officers. She further revealed that this is one of the reasons why more female police officers are needed in UNAMID since most victims of gender based violence are women and children.
She also revealed that information on gender issues are contained in the Standard Operating Procedures (SOP) for UN Police officers which is made available to every UN Police officer on arrival in mission. Also gender awareness is carried out by publishing information on the UN Intranet for the information of all UNAMID personnel. There is also a complaint procedure for reporting and investigation of sexual assault and harassment violations. Also complainants and people who give information about sexual offences are insulated from retaliations or victimization. She said periodic seminars are held by the Gender Units for the purpose of sensitizing personnel.46

DSP Agbitor further revealed that, in UNAMID, equal opportunities are made available to both male and female officers, however, female officers shy away from occupying certain key positions. She said most female officers do not have self confidence and think they should always play second fiddle to the men. She said most female officers feel they cannot compete on an even keel with their male counterparts to take up positions on their own merit. She added that female officers also feel they are looked down upon by their male counterparts and are therefore not comfortable taking up positions only for male officers working under them to look down on them. She said female officers see themselves as equal to their male counterparts depending on the particular person they are dealing with.47

She revealed that UNAMID has a UN Clinic in every Sector and also a hospital in the Mission Headquarters in El Fasher which is the capital of Darfur. She added that there are both male and female doctors working in all these medical facilities with a gynecologist in the hospital in the Main Headquarters.
She also revealed that, UNAMID policy provides both male and female officers with equal opportunity to occupy the available range of positions, both operational and administrative. Also both males and females are dealt with equally when they commit violations of the code of conduct.  

DSP Agbitor further added that the first challenge for recruitment of women peacekeepers by the Ghana Police service was the very limited numbers of policewomen among from whom the selection has to be carried out. She said even though women accounted for more than half the population of Ghana, women constituted only 20% of the total personnel strength of the Ghana Police service. According to her, some of the factors that account for low numbers of female members of the police service include economic, structural, cultural and political. Economically she indicated that until the year 2009 the job of a police officer was not one that was financially rewarding even though it demanded a lot of physical exertion. The service therefore did not attract too many women. Structurally she said women were for a very long time considered physically unfit for the job by male commanders who have for a very long time dominated the top hierarchy of the service. Women therefore were considered inferior hence too many chances were not created for them to join the service. She also said, culturally, the police was for a very long time perceived as a profession for men therefore too many women were not attracted to join the service. She added that even though enlistment of women into the Police service begun as far back as 1952, the political authorities did not do much to encourage the increase in enlistment of women until the mid 1990s when gender issues came to the fore as a result of the Beijing Declaration and Platform for Action.
3.6 Male/Female Deployment Ratio from 2008 to 2011

Data received from the IRD indicates that since the inception of UNAMID in 2008 till 2011, a total of 873 Ghanaian Police Officers have been deployed. This consists of 756 male officers representing 86.6% of total deployments and 117 female officers representing 13.4% of total deployments.\textsuperscript{50}

It has previously been argued that the Ghana Police has made some modest achievement by improving female deployments from 7.5% in 2008, 12.6% in 2009, and 16.42% in 2010 to 20% in 2011.\textsuperscript{51} The 20% figure for female deployments in 2011 corresponds with the female/male personnel strength ratio of the Ghana Police service which also stood at 20% in 2011. The total strength of the Ghana Police Service as of 2011 was 25000 of which 5000 were female.\textsuperscript{52} It can therefore be said that the Ghana Police service by 2011 had achieved the UN female/male target ratio for deployment of police officers to the Darfur UN peacekeeping operations. However one expected a higher percentage pass rate of women candidates of the Ghana Police in view of the enormous opportunities created by the IRD with the goal to ensure a higher success rate of women in the selection exercise. The opportunities included the inclusion of a 30% female component in every Pre-SAT selection training exercise as well as making provision for special female length of service qualification of 7 years for women instead of 8 years for men for a first mission and also 3 years for women instead of 4 years for men for a subsequent mission. Also there is reduction of the pass mark in the English tests in favor of female officers in both the Pre-SAT selection training and at the main UN SAT selection.\textsuperscript{53} With all these opportunities consciously created to ensure a higher success rate of female officers, one would have expected the percentage pass rate of female officers achieved by 2011 to have gone far beyond 20%
getting closer to 30%. Note should be taken of the fact that male candidates make up 70% of every UN SAT selection exercise conducted by the IRD and yet by the end of the selection in 2011, male officers constituted 80% of the successful candidates although unlike the female candidates the male candidates did not benefit from any special opportunities to aid their success. The female officers who on the other hand constituted 30% of the candidates at the start of the selection rather reduced to 20% of the successful candidates despite all the favorable opportunities that were aimed at aiding them to easily pass. To this end one can say achievement of the 20% UN gender balance deployment target is a modest one but is not enough to attain gender balance and equality for Ghana’s Police deployment in the Darfur mission.

Also looking at the number of deployments in totality over the 4 year period under review, the percentage increments look insignificant when the figures 86.6% for male and 13.4% for female are compared. Taking into consideration the enormous measures put in place by both the Ghana Police service and the UN aimed at ensuring more female participation in the Darfur mission as against the 20% female success rate achieved by 2011, the success rate is still too low. All the opportunities were created to aid only the female candidates and yet the male candidates still performed better at the selection exercise. Much more still needs to be done to fully realize the overall objectives of UNSCR 1325 which has called for a greater participation of women in peace support activities.

3.7 Officers Who Have Occupied Command Positions from 2008 to 2011

Command positions are senior level managerial positions requiring leadership, administrative, managerial as well as operational skills. These are Heads of Units. Examples of such positions
held by various Ghanaian officers in UNAMID include; Sector Commander, Special Assistant to Sector Commander, Rotations Officer, Chief of Operations, General Crimes Monitoring Officer, Sexual and Gender Based Violence Monitoring Officer, Chief Administrative Officer, Movement Control Officer, Sector Training Officer, Human Rights Liaison Officer, Head of Induction Training Unit, Team Site Commander, Criminal Investigation Officer, Transport and Logistics Officer. Reform and Restructuring Officer, Community Policing Officer, Family and Child Protection Officer, Community Policing Center Coordinator, Patrol Team Leader.  

According to the International Relations Directorate of the Police Headquarters, since the inception of UNAMID from 2008 till 2011, 189 male Ghanaian officers out of a total of 756 have occupied various Command positions. This represents 25% of the total number of male officers. On the other hand, 19 female officers out of a total of 117 have occupied Command positions since 2008. This represents 16% of the total number of female deployments over the four year period. 

This is not encouraging for the promotion of the objectives of UNSC resolution 1325. The emphasis in UNSC resolution 1325 is on giving women greater roles in peacekeeping by making available to them equal opportunities alongside their male counterparts to participate in peace support activities at all levels and also to occupy the range of positions available in the missions including Command/Senior Level positions.

Available evidence so far shows that enormous opportunities have been created for female Ghanaian Police officers, right from the stage of recruitment of candidates for “Pre-SAT
selection training” organized by IRD, through the UN SAT selection in Ghana by the DPKO selection team, followed by the “Pre-deployment Training” at KAIPTC and then finally, induction training on arrival in mission. All these programs have components aimed at creating opportunities for the selection and deployment of more female officers so that they will have same opportunities of taking up positions in the same manner as their male counterparts. It is expected that women should be able to take up an equal number of positions in percentage terms as their male counterparts if not more.

DSP Evelyn Agbitor in an interview indicated that the UNAMID mission has a gender policy that makes opportunities equally available to both male and female peacekeepers in furtherance of the objectives of UNSC resolution 1325. Despite all these, the number of female officers who eventually qualify for deployment to Darfur is still on the low side. Also most of the few female officers who are deployed to Darfur are not able to take up the full range of positions as prescribed by UNSCR 1325.

3.8 Challenges

Superintendent Ottoo of the IRD revealed that the low numbers of female officers who eventually qualify and are selected for the Darfur mission results from the fact that the female population of the Ghana Police service among from whom candidates are selected is extremely low to begin with. He also said lack of adequate skills was another reason why many women candidates could not pass the selection tests. He said skills such as proficiency in both written and spoken English, driving as well as good skills in the use of firearms are required so as to pass the selection test. He explained that even though all candidates are equally prepared by the IRD in the Pre-SAT
Selection training, a lot of female officers still fail to qualify because they lack confidence and are not as skilled and daring as their male counterparts. He said most women fail the test at the driving stage because most of them are not very skilled drivers while some also fail at the shooting test stage. He said this is as a result of the fact that, until very recently, driving and the carrying of firearms on duty have been regarded as male gendered roles in the police service. He gave an example of an instance where DPKO requested for an all female contingent of 65 UN police officers. He said because female officers were generally very challenged in driving, a special concession had to be given and the driving test was waived. He said this later created serious problems in Darfur because most of the policewomen who were deployed could not move a car let alone drive it.57

DSP Evelyn Agbitor also gave the low numbers of female members of the Ghana Police as the first challenge encountered by the service in recruitment of prospective peacekeepers. She outlined various factors, including economic, structural, cultural and political as being responsible for the low female population of the service. Her argument was that the female candidates who are eventually successful and selected for mission are few because the female members of the service among from whom the selection is made are very limited. 58

A group of peacekeepers namely; ASP Bernard Ananga, Inspector Salome Osei, Inspector Emelia Bankas, Sergeant Julius Tetteh, Sergeant Mohamed Srikyi, Corporal Augustina Werekoh and Corporal Salome Wubonto, who are currently serving in Darfur, were interviewed. Also interviewed were the following officers who have completed their mission in Darfur and have returned home; Assistant Superintendent of Police (ASP) Florence Owusu, Inspector Joseph
Oppong, Inspector Aaron Osei, Sergeant Martin Owusu-Abeah, Sergeant Amo Sakyi. They all indicated that a lot of women shy away from taking up command positions because they lack confidence in themselves. They indicated that most of the female Ghanaian police officers feel intimidated at the sight of their male colleagues hence even though some of them qualify to take up certain positions, they were hesitant. Some of the peacekeepers also indicated that the male peacekeepers looked down on the female colleagues hence the women also did not feel comfortable being in charge of Units dominated by men.\textsuperscript{59}

Corporal Catherine Adjei, also female peacekeeper in Darfur, said some men will simply not comply with any instruction coming from a woman therefore she will never be Head of any Unit where there are men to manage. She gave a personal experience where she was acting as the Head of a Unit and was so frustrated by the behavior of a particular male peacekeeper who was serving under her. She said he never cooperated with her and never complied with simple instructions till she could not take it anymore and had to relinquish her position to the male who was frustrating her.\textsuperscript{60}

Chief Superintendent George Yankson also currently a peacekeeper in Darfur and who holds the position of Chief of Induction Training Center, was interviewed via phone and he revealed that some female Ghanaian peacekeepers in Darfur as well as some male officers do not apply for Command positions because they think the positions go with too much responsibility. He said a Command position, keeps one busier than being an ordinary peacekeeper. He added that a lot of peacekeepers do not see why they should bother themselves if the position implies additional responsibility without additional income. He said a lot of women therefore prefer just being
ordinary patrol officers since this is not seen as too challenging. He added that a lot of female Ghanaian officers who arrive in the mission only learnt how to drive in order to pass the UN SAT test. He said thereafter, these female officers do not practice driving in order to gain the level of perfection that is required to drive in a UN mission. He added that most of the women therefore arrive in the mission and cannot drive hence this becomes a challenge to their chances of taking up Command level positions. C/ Supt. Yankson also said there is a perception held in the Ghana Police service that the very physically challenging aspects of policing are reserved for men. He said this is why for a very long time women have not been deployed in units or on duties that entail the carrying of firearms. He said this attitude has influenced a lot of the female officers into thinking that the very challenging aspects of the duties in Darfur should be reserved for men hence some of these women are hesitant in taking up Command positions which are mostly more challenging than ordinary positions. He said command positions are more challenging because one requires several skills such as managerial, leadership, computer, good communication and driving as well as high level of dedication.  

Another peacekeeper, Assistant Superintendent (ASP) Enyonam Klu who is also currently in Darfur and who came home on holidays revealed that, one needs to be equipped with all the requisite skills such as very good communication skills, good computer skills and also good driving skills in order to qualify to take up most Command positions. She said most of the female officers cannot take up these positions because they lack one or two of these skills. She said most female officers have no problem with communication skills, however, there is always a problem with either driving or computer skills. She added that some male officers also lacked computer skills and as a result could not take up command level positions.
Endnotes

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24 ibid., p.48.
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CHAPTER FOUR

SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

4.0 Introduction

This chapter presents a summary of findings of the study with concluding remarks and also offers recommendations for improving the current low level of female participation in UNAMID in order to achieve gender balance and equality as prescribed by the UN.

4.1 Summary of Findings

The United Nations was formed at the end of World War Two in 1945 and its main objective was to maintain international peace and security. The Security Council is the organ of the UN with responsibility for maintaining international peace and security. The term peacekeeping was not specifically mentioned in the UN Charter. However the UN had to create peacekeeping under articles in the Charter that made provision for the world body to take necessary action where there was a threat to international peace and security. Therefore in 1948 the UN undertook its first peacekeeping operation in Palestine.

Initially, peacekeeping was a purely military affair with forces deployed to monitor a ceasefire agreement or a border between feuding states. Over time, peacekeeping has expanded to include many other components such as the military, police, civil affairs, elections, refugee return, humanitarian assistance, demining and human rights. It has now evolved into what is known as multidimensional peace support operations. Each of the components has involved the
participation of women and has had crucial consequences for men and women of the host country.

Since the Beijing Conference, women have strongly argued that their stake and interest in peace is so great that they should be allowed to participate in peace negotiations even if they do not represent any armed groups. It was also argued that women’s non-aggressive nature can be of high value in peace building and their role in the post-peacekeeping era will be enhanced if they have been participants in the mission.

Following the Beijing Declaration, the Lessons Learned Unit of UN DPKO in coordination with the UN Office of the Special Adviser on Gender and Advancement of Women, organized a seminar on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations. The seminar which was hosted by the government of Namibia in Windhoek led to the “Windhoek Declaration”. It stated that UN peacekeeping had evolved from peacekeeping towards multidimensional peace support operations, however women had been denied their full role, while the gender dimension in peace processes had also not been properly addressed. The declaration said for peace support operations to be effective, the principle of gender equity and equality must permeate peace missions at all levels. It urged participation of men and women as equal partners and beneficiaries of the peace process.

The Windhoek Declaration led to the adoption by the UN Security Council of resolution 1325 on “Women, Peace and Security” on 31st October, 2000. The resolution stressed the importance of women’s equal participation and full involvement in all efforts for the maintenance and
promotion of peace and security. The resolution called for an expansion of the role and contribution of women in United Nations peacekeeping operations, including in military, police and civilian roles as well as in positions of leadership.

UN DPKO followed up by issuing guidelines to be complied with by Police and Troop contributing countries as well as peacekeeping missions in furtherance of the objectives of Security Council resolution 1325. The Ghana Police Service has drawn and implemented various policies and programs aimed at achieving the laudable goals of giving women greater roles in peacekeeping operations. For example UN DPKO requires all police officers being deployed on any peace operation to have had at least 8 years prior experience in the national police. The Ghana Police has reviewed this requirement to 7 years in favor of female candidates. Also for an officer to embark on a subsequent UN mission after a first one, that officer must have served for at least 4 years after the last mission. This has been varied to 3 years in favor of women. Also the pass mark for women candidates is lowered from 60% to 50% in English tests. The Police Administration also ensures that women comprise at least 30% of any UN selection exercise that is carried out. In addition to the opportunities created by the Ghana Police service to aid female candidates, the UN SAT team leader at times uses his/her discretion in reducing the pass mark for the English tests for female candidates from 60% to 55%. Despite all these measures, the qualification and deployment of women to the UNAMID operation is still very low as illustrated by the statistics from the Police Headquarters IRD. Even though in 2011 female deployment rose to 20% of deployments for that year, this achievement is considered inadequate in view of the enormous opportunities created by both Ghana Police and UN with a view to increasing the numbers of women who qualify for the Darfur mission. Also total female deployments for the
period under review from 2008 to 2011 still stands at 13.4%. This falls far below the target set by DPKO which says the male/female ratio of Police sent on mission should equal the male/female ratio of the national police. Female officers comprise 20% of the total personnel strength of the Ghana Police Service.

It has also been established that even on the peacekeeping field in Darfur, the mission continues to do a lot to promote gender equality, however most female officers from the Ghana Police are not able to take up the full range of Command positions even though the mission has ensured that both male and female officers have equal rights and opportunities in the mission. The question one needs to ask is, how come the participation of female Ghanaian officers is still on the low side as well as not being able to take up Command positions despite the measures put in place by both the Ghana Police Service and UNAMID?

4.2 Conclusion

Based on the findings above, it can safely be concluded that the Ghana Police Service as well as the KAIPTC has adequate measures in place to ensure a higher percentage of female participation and the promotion of gender balance and equality is achieved in Darfur. However, achieving these objectives appears to be difficult. The study shows that female officers represent only 13.4% of total deployments to Darfur over the 4 years under review. This falls far short of the 20% total female strength level of the Ghana Police Service as prescribed by DPKO.

The hypothesis of the study is that, the Ghana police service has to a very large extent complied with the provisions of United Nations Security Council resolution 1325 but with minimum
results. The study has upheld the hypothesis. This is based on the findings that the IRD of the Ghana police has put in place policies and programs such as, special previous service qualification requirement in favor of female candidates, organizing “pre-sat selection training” and inclusion of a 30% female component in all UN mission selection exercises. Pass marks are also lowered from 60% to 50% for women in the UN SAT Pre-selection training organized by IRD. UN SAT team leaders also have the discretion to lower the pass mark in the English test for women from 60% to 55% to aid more women candidates to pass. Despite these arrangements, the numbers of female officers who are successful at the selection exercises are still limited. Also successful officers are sent to KAIPTC where they receive pre-deployment training, to prepare them to be able to avail themselves of equal opportunities in Darfur. However, most of the limited numbers of female officers who embark on the mission to Darfur are unable to equally compete with their male counterparts for Command positions.

The study has revealed that the total population of female officers of the police service among from whom female candidates have to be selected is quite low. This is the first challenge to the selection process. It has been established that the low female police population among from whom the selection is carried out is the result of factors such as economic, structural, cultural and political. It has been established that female officers encounter some challenges especially with driving and handling of firearms hence only a small percentage are able to pass the SAT test. This could be attributed to the fact that driving a vehicle in the Ghana Police service has for a very long time been a male gendered role. From the researcher’s point of view, this has resulted from the fact that driving as a profession in Ghana as a whole is perceived as a male gendered role. It is very uncommon to see a female commercial vehicle driver in Ghana. This Ghanaian
culture has affected the Police service, leading to driving being regarded a male gendered role. Also some policewomen fail the selection test because they do not have self confidence and feel they cannot compete with their male counterparts on an even keel to pass the tests.

It was also established that firearm handling and shooting test is another area where women candidates are challenged. It has been established that this challenge is the result of women not being deployed on duties or in units that entail the carrying of firearms. Since women seldom carry and use firearms, they are less experienced in its use than their male counterparts if both sexes have to be equally tested.

The study also established that very few of the female officers who are selected and deployed are able to take up key Command positions alongside their male counterparts. Again women are unable to take up the positions because they are challenged in driving. Most of the women are said to have learnt how to drive just for the purpose of passing the UN SAT test and never drive thereafter hence most of them arrive in Darfur still very inexperienced in driving and therefore are disqualified from taking up Command positions for lack of good driving skills. Again the issue of lack of self confidence is responsible for some women officers shying away from taking up Command positions on the mission ground in Darfur. As indicated by Corporal Catherine Adjei, most of the women feel they are looked down upon by their male counterparts hence the women always feel intimidated and would not like to be Commanders of any Units with male officers serving under them.
Some of the female officers also shy away from Command positions because they just do not want to be bothered with additional responsibility of going in for key Command positions. Some of them have argued that command positions do not come with additional financial benefits so they do not see why they should bother themselves.

It has also been established that one requires effective communication skills, good computer skills as well as good driving skills in addition to leadership and managerial skills, to be able to take up a Command position. A lot of the female officers have all these skills except driving and therefore being aware of their own deficiency, they will not attempt to apply for any of the positions. Some officers have also given hints about the lack of computer skill by most officers resulting in their inability to take up Command positions. The challenge of lack of computer skill however is said to apply to both male and female officers.

Another school of thought also thinks that, the inability of female officers to equally compete with their male counterparts for Command positions in UNAMID is as a result of the attitude the women have back in Ghana in thinking that the very challenging aspects of police work should be reserved for the men.

### 4.3 Recommendations

The following recommendations will go a long way in ensuring achievement of the set goal of gender balance and equality in UNAMID and all other future UN operations.
a) **Increasing Female strength in the Ghana Police Service**

It is recommended that the total female officer population of the Ghana Police service be increased in order to be able to send more female officers on peacekeeping missions. Women currently constitute 20% of the total population of police officers in Ghana. If the percentage of women in the service is increased from the current low level to a higher level, the possibility of more women qualifying for peacekeeping missions will also be enhanced since there will be a larger number of women to select from.

b) **Integration of Gender Mainstreaming in Basic Training**

In order to make women officers better prepared to embark on peacekeeping and be able to equally compete for positions alongside their male counterparts, gender issues should be made an integral part of the basic training of the Ghana Police Service so that all officers will have a new orientation that, both male and female officers have same rights, opportunities and responsibilities without any discrimination. The situation where policewomen have for so long been excluded from driving police vehicles and also being excluded from deployment on operational tasks that entail carrying of firearms should be reviewed to give women same opportunities as the men.

Also the male officers should be sensitized about gender issues so that they will see female officers as equals and lend support to them while on duty both at home and on UN missions instead of looking down on them and by so doing end up intimidating them into shying away from taking up equal opportunities in the mission.
c) Bridging the Gap Between Men and Women

Even though the Ghana Police already has in place policies and programs aimed at enhancing women participation in UN peacekeeping, there is the need to do more in order to bridge the gap between policewomen and their male counterparts. Gender discrimination in terms of performance of certain duties has existed for a very long time therefore creating a huge gap between men and women in terms of skills. Introducing policies such as drastic increase in the number of female police drivers and also deployment of more women on duties that entail carrying of firearms and all other very challenging operational duties alongside their male counterparts will go a long way to equip policewomen with more of the required skills and therefore contribute in bridging the existing gap between policemen and women.

d) Driving Skill Enhancement

More attention should also be paid to training female officers in driving. Since driving as a profession in the Ghana Police service has for so long been a male gendered role, some extra effort in the area of training in driving is required to bring the women to the same level as their male counterparts. In this light the Ghana Police Service is encouraged to set up a driving school for training prospective peacekeepers especially female officers for future operations.

e) Restructure Pre-SAT Selection Training

Information obtained from Supt. Otoo of the IRD indicates that the duration of the current Pre-SAT training program organized by the IRD to prepare prospective peacekeepers to face the DPKO Selection team, is only two to three days. Considering the elaborate nature of the Pre-
SAT training program as well as the large numbers of candidates involved, it is obvious it is impossible to effectively run the program within the current short duration. Since women officers face a lot more challenges in especially driving and firearm handling skills because these have for so long been male gendered roles, it is recommended that the training program be restructured so that a more intensive training schedule will be put in place to be able to achieve the training goal of equipping participants with all the requisite skills so they can successfully go through the DPKO selection test.
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C. Internet Sources


APPENDICES

APPENDIX 1

INTERVIEW GUIDE FOR SUPERINTENDENT OF POLICE HENRY OTOO OF GHANA POLICE INTERNATIONAL RELATIONS DIRECTORATE

I am conducting a study into the level of compliance of the Ghana police service with UNSC resolution 1325. I am using Ghana’s police deployment to Darfur for the study. The objective is to ascertain the extent to which the principles of gender balance and equality as set by UN DPKO have been incorporated into peace support activities of Ghana Police deployments to Darfur. Your response will be treated as strictly confidential.

1. Has the International Relations Directorate (IRD) any special policies and programs which aim at promoting more female participation in the Darfur operation?
2. Has IRD in place any gender training package for prospective peacekeepers to Darfur?
3. Are there instances where UN DPKO makes specific request for only female peacekeepers to Darfur?
4. Does the IRD maintain a database of qualified female prospective peacekeepers?
5. Are there instances where the IRD reviews eligibility requirements to create room for more females to qualify for missions?
6. Does DPKO notify the Ghana police about the zero tolerance policy of the UN regarding sexual harassment and by peacekeepers and do you notify prospective peacekeepers?
7. What happens to a peacekeeper against whom a complaint of a sexual offence has been lodged and who is repatriated to Ghana?
8. Does DPKO ask IRD for the nomination of women for any position that a man is nominated?
9. What in your opinion accounts for the low level of numbers of women embarking on the Darfur mission despite all the measures put in place by IRD to raise levels of women participation?

10. What is the structure of the “Pre-SAT Selection” training program?
APPENDIX 2

INTERVIEW GUIDE FOR DEPUTY SUPERINTENDENT OF POLICE
FANNY ABOAGYE OF KOFI ANNAN INTERNATIONAL
PEACEKEEPING TRAINING CENTRE

I am conducting a study into the level of compliance of the Ghana police service with UNSC resolution 1325. I am using Ghana’s police deployment to Darfur for the study. The objective is to ascertain the extent to which the principles of gender balance and equality as set by UN DPKO have been incorporated into peace support activities of Ghana Police deployments to Darfur. Your response will be treated as strictly confidential.

1. Does KAIPTC run pre-mission deployment training programs for prospective peacekeepers from the Ghana Police Service?

2. Does KAIPTC train peacekeepers from other countries apart from Ghana?

3. Are KAIPTC courses sponsored by the DPKO training Unit?

4. What are the subject areas covered during the pre-mission deployment training programs.

5. Are issues in Gender Mainstreaming covered during briefings on culture, history and traditions of Darfur?

6. Do you emphasize the responsibility of peacekeepers to show respect to women of the host country?

7. Do some of the training modules make reference to the UN Convention on the Elimination of All Forms of Discrimination against Women?

8. Does the training in international human rights/humanitarian law for UN police and military also factor in gender issues especially violence against women?
9. Do you brief trainees about the UN DPKO policy of zero tolerance on sexual relations between peacekeepers and persons under 18 years and also trafficking in women?
APPENDIX 3

INTERVIEW GUIDE FOR DEPUTY SUPERINTENDENT OF POLICE EVELYN AGBITOR OF NATIONAL POLICE TRAINING SCHOOL

I am conducting a study into the level of compliance of the Ghana police service with UNSC resolution 1325. I am using Ghana’s police deployment to Darfur for the study. The objective is to ascertain the extent to which the principles of gender balance and equality as set by UN DPKO have been incorporated into peace support activities of Ghana Police deployments to Darfur. Your response will be treated as strictly confidential.

1. Have you been in the Darfur peacekeeping mission, if yes during which period?
2. Did you occupy any Command position in Darfur?
3. What were the functions of the UN police Gender Unit in Darfur?
4. Was there any other Gender Unit apart from the Police Unit?
5. Does one receive specialized gender training before joining the unit?
6. Did your training include information about sexual harassment, assault and other gender based violence?
7. How are all UNPOL made aware of information about sexual abuse and harassment?
8. Were there both male and female police officers in the gender unit?
9. Is there a complaint procedure in Darfur for lodging complaints of sexual harassment and exploitation against peacekeepers?
10. Are equal opportunities made available to both male and female Ghanaian officers?
11. Do women perform the full range of duties including operational and administrative?
12. Are both male and female officers treated in the same manner when they commit sexual exploitation and abuse offences?
13. Do both male and female officers from Ghana equally occupy the full range of key Command positions in Darfur?

14. What in your opinion accounts for the low level of numbers of women embarking on the Darfur mission despite all the measures put in place by IRD to raise levels of women participation?

15. Why do less Ghanaian female officers occupy less number of Command positions than their male counterparts?

16. What was your attitude towards your male colleague peacekeepers?

17. Do female officers in Darfur see any barriers to their full participation in the mission?
APPENDIX 4

INTERVIEW GUIDE FOR CHIEF SUPERINTENDENT OF POLICE GEORGE YANKSON CURRENTLY ON MISSION IN DARFUR

1. When did you commence your mission in Darfur?

2. What position do you occupy in Darfur?

3. Are there equal opportunities for both male and female officers in Darfur?

4. Do female officers see some barriers to their full participation in the Darfur mission?

5. What is the cause of female Ghanaian officers not holding many Command level positions in Darfur?
APPENDIX 5

INTERVIEW GUIDE FOR ALL OFFICERS WHO HAVE PREVIOUSLY SERVED AND CURRENTLY SERVING IN DARFUR

1. Did you experience any challenges during your selection process to go to Darfur?

2. When did you commence your mission in Darfur?

3. What position do you occupy in Darfur?

4. Did you have any ambition to occupy any Command position in while on mission in Darfur.

5. What are the qualifications for occupying command positions in Darfur?

6. Was there any barrier to the realization of your ambitions to occupy command positions while on mission in Darfur?

7. Do you feel there exists any discrimination on the basis of sex against female Police in Darfur.

8. What in your opinion is the cause of female officers from Ghana not holding many Command positions in Darfur?

9. Are there equal opportunities for both male and female officers in Darfur?

10. Do female officers encounter any barriers to their full participation in the Darfur mission?

11. Do female police officers see themselves as equal to their male counterparts in terms of deployment on duties?
Resolution 1325 (2000)
Adopted by the Security Council at its 4213th meeting, on
31 October 2000

The Security Council,
1296 (2000) of 19 April 2000 and 1314 (2000) of 11 August 2000, as well as relevant statements of its
President, and recalling also the statement of its President to the press on the occasion of the United
Nations Day for Women’s Rights and International Peace (International Women’s Day) of 8 March 2000 (SC/6816),

Recalling also the commitments of the Beijing Declaration and Platform for Action (A/52/231) as
well as those contained in the outcome document of the twenty-third Special Session of the United
Nations General Assembly entitled “Women 2000: Gender Equality, Development and Peace for the
Twenty-First Century” (A/52/231/Rev.1), in particular those concerning women and armed conflict,

Bearing in mind the purposes and principles of the Charter of the United Nations and the primary
responsibility of the Security Council under the Charter for the maintenance of international peace and
security,

Expressing concern that civilians, particularly women and children, account for the vast majority
of those adversely affected by armed conflict, including as refugees and internally displaced persons, and
increasingly are targeted by combatants and armed elements, and recognizing the consequent impact this
has on durable peace and reconciliation,

Reaffirming the important role of women in the prevention and resolution of conflicts and in
peace building, and stressing the importance of their equal participation and full involvement in all efforts
for the maintenance and promotion of peace and security, and the need to increase their role in decision-
making with regard to conflict prevention and resolution,

Reaffirming also the need to implement fully international humanitarian and human rights law
that protects the rights of women and girls during and after conflicts,
Emphasizing the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls,

Recognizing the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard noting the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693),

Recognizing also the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peacekeeping personnel on the protection, special needs and human rights of women and children in conflict situations,

Recognizing that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security,

Noting the need to consolidate data on the impact of armed conflict on women and girls,

1. Urges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;

2. Encourages the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision making levels in conflict resolution and peace processes;

3. Urges the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;

4. Further urges the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;

5. Expresses its willingness to incorporate a gender perspective into peacekeeping operations, and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;

6. Requests the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peacebuilding measures, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment, and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;

7. Urges Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children’s Fund, and by the Office of the United Nations High Commissioner for Refugees and other relevant bodies;

8. Calls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia:

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(a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction;

(b) Measures that support local women’s peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements;

(c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;


10. **Calls on** all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;

11. **Emphasizes** the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, and war crimes including those relating to sexual and other violence against women and girls, and in this regard **stresses** the need to exclude these crimes, where feasible from amnesty provisions;

12. **Calls upon** all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolutions 1208 (1998) of 19 November 1998 and 1296 (2000) of 19 April 2000;

13. **Encourages** all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants;

14. **Reaffirms** its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;

15. **Expresses** its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women’s groups;

16. **Invites** the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and **further invites** him to submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;
17. Requests the Secretary-General, where appropriate, to include in his reporting to the Security Council progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;

18. Decides to remain actively seized of the matter.
Resolution 1769 (2007)
Adopted by the Security Council at its 5727th meeting, on
31 July 2007

The Security Council,

Recalling all its previous resolutions and presidential statements concerning
the situation in Sudan,

Reaffirming its strong commitment to the sovereignty, unity, independence and territorial
integrity of Sudan, and to the cause of peace, and expressing its determination to work with the
Government of Sudan, in full respect of its sovereignty, to assist in tackling the various problems in
Darfur, Sudan,

Recalling the conclusions of the Addis Ababa high-level consultation on the situation in Darfur of
16 November 2006 as endorsed in the communiqué of the 66th meeting of the Peace and Security Council
of the African Union held in Abuja on 30 November 2006 as well as the communiqué of 79th meeting of
the Peace and Security Council of the African Union on 22 June 2007, recalling the statement of its
President of 19 December 2006 endorsing the Addis Ababa and Abuja agreements, welcoming the
progress made so far and calling for them to be fully implemented by all parties without delay and for all
parties to facilitate the immediate deployment of the United Nations Light and Heavy Support packages
to the African Union Mission in the Sudan (AMIS) and a Hybrid operation in Darfur, for which back-
stopping and command and control structures will be provided by the United Nations, and recalling that
co-operation between the UN and the regional arrangements in matters relating to the maintenance of
peace and security is an integral part of collective security as provided for in the Charter of the
United Nations,

Re-affirming also its previous resolutions 1325 (2000) on women, peace and security, 1502
armed conflict and the subsequent conclusions of the Security Council Working Group on Children in
Armed Conflict pertaining to parties to the armed conflict in Sudan (S/2006/971), and 1674 (2006) on the
protection of civilians in armed conflict, as well as recalling the report of its Mission to Addis Ababa and
Khartoum from 16 to 17 June 2007,
Welcoming the report of the Secretary-General and the Chairperson of the African Union Commission of
5 June 2007,
Commending in this regard the agreement of Sudan that the Hybrid operation shall be deployed in Darfur, as detailed in the conclusions of the high-level AU/UN consultations with the Government of Sudan in Addis Ababa on 12 June 2007 and confirmed in full during the Council’s meeting with the President of Sudan on 17 June in Khartoum,

Recalling the Addis Ababa Agreement that the Hybrid operation should have a predominantly African character and the troops should, as far as possible, be sourced from African countries,

Commending the efforts of the African Union for the successful deployment of AMIS, as well as the efforts of member states and regional organisations that have assisted it in its deployment, stressing the need for AMIS, as supported by the United Nations Light and Heavy Support Packages, to assist implementation of the Darfur Peace Agreement until the end of its mandate, calling upon the Government of Sudan to assist in removing all obstacles to the proper discharge by AMIS of its mandate; and recalling the communiqué of the 79th meeting of the Peace and Security Council of the African Union of 22 June to extend the mandate of AMIS for an additional period not exceeding six months until 31 December 2007,

Stressing the urgent need to mobilise the financial, logistical and other support and assistance required for AMIS, Welcoming the ongoing preparations for the Hybrid operation, including the putting in place of logistical arrangements in Darfur, at United Nations Headquarters and the African Union Commission Headquarters, force and police generation efforts and on-going joint efforts by the Secretary General and the Chairperson of the African Union to finalise essential operational policies, and further welcoming action taken so that appropriate financial and administrative mechanisms are established to ensure the effective management of the Hybrid,

Re-iterating its belief in the basis provided by the Darfur Peace Agreement for a lasting political solution and sustained security in Darfur, deploring that the Agreement has not been fully implemented by the signatories and not signed by all parties to the conflict in Darfur, calling for an immediate cease-fire, urging all parties not to act in any way that would impede the implementation of the Agreement, and recalling the communiqué of the second international meeting on the situation in Darfur convened by the African Union and United Nations Special Envoys in Tripoli from 15-16 July 2007,

Noting with strong concern on-going attacks on the civilian population and humanitarian workers and continued and widespread sexual violence, including as outlined in the Report of the Secretary-General and the Chairperson of the African Union Commission on the Hybrid Operation in Darfur and the report of the Secretary-General of 23 February 2007, emphasising the need to bring to justice the perpetrators of such crimes and urging the Government of Sudan to do so, and reiterating in this regard its condemnation of all violations of human rights and international humanitarian law in Darfur,

Reiterating its deep concern for the security of humanitarian aid workers and their access to populations in need, condemning those parties to the conflict who have failed to ensure the full, safe and unhindered access of relief personnel to all those in need in Darfur as well as the delivery of humanitarian assistance, in particular to internally displaced persons and refugees, and recognising that, with many citizens in Darfur having been displaced, humanitarian efforts remain a priority until a sustained cease-fire and inclusive political process are achieved,

Demanding that there should be no aerial bombings and the use of United Nations markings on aircraft used in such attacks,

Reaffirming its concern that the ongoing violence in Darfur might further negatively affect the rest of Sudan as well as the region, stressing that regional security aspects must be addressed to achieve
Determining that the situation in Darfur, Sudan continues to constitute a threat to international peace and security,

1. Decides, in support of the early and effective implementation of the Darfur Peace Agreement and the outcome of the negotiations foreseen in paragraph 18, to authorise and mandate the establishment, for an initial period of 12 months, of an AU/UN Hybrid operation in Darfur (UNAMID) as set out in this resolution and pursuant to the report of the Secretary-General and the Chairperson of the African Union Commission of 5 June 2007, and further decides that the mandate of UNAMID shall be as set out in paragraphs 54 and 55 of the report of the Secretary General and the Chairperson of the African Union Commission of 5 June 2007;

2. Decides that UNAMID, which shall incorporate AMIS personnel and the UN Heavy and Light Support Packages to AMIS, shall consist of up to 19,555 military personnel, including 360 military observers and liaison officers, and an appropriate civilian component including up to 3,772 police personnel and 19 formed police units comprising up to 140 personnel each;

3. Welcomes the appointment of the AU-UN Joint Special Representative for Darfur Rodolphe Adada and Force Commander Martin Agwai, and calls on the Secretary-General to immediately begin deployment of the command and control structures and systems necessary to ensure a seamless transfer of authority from AMIS to UNAMID;

4. Calls on all parties to urgently facilitate the full deployment of the UN Light and Heavy Support Packages to AMIS and preparations for UNAMID, and further calls on member states to finalise their contributions to UNAMID within 30 days of the adoption of this resolution and on the Secretary-General and the Chairperson of the African Union Commission to agree the final composition of the military component of UNAMID within the same time period;

5. Decides that:
   (a) no later than October 2007, UNAMID shall establish an initial operational capability for the headquarters, including the necessary management and command and control structures, through which operational directives will be implemented, and shall establish financial arrangements to cover troops costs for all personnel deployed to AMIS;
   
   (b) as of October 2007, UNAMID shall complete preparations to assume operational command authority over the Light Support Package, personnel currently deployed to AMIS, and such Heavy Support Package and hybrid personnel as may be deployed by that date, in order that it shall perform such tasks under its mandate as its resources and capabilities permit immediately upon transfer of authority consistent with sub-paragraph (c) below;
   
   (c) as soon as possible and no later than 31 December 2007, UNAMID having completed all remaining tasks necessary to permit it to implement all elements of its mandate, will assume authority from AMIS with a view to achieving full operational capability and force strength as soon as possible thereafter;

6. Requests the Secretary General to report to the Council within 30 days of the passage of this resolution and every 30 days thereafter, on the status of UNAMID’s implementation of the steps specified in paragraph 5, including on the status of financial, logistical, and administrative arrangements for UNAMID and on the extent of UNAMID’s progress toward achieving full operational capability;
7. *Decides* that there will be unity of command and control which, in accordance with basic principles of peacekeeping, means a single chain of command, *further decides* that command and control structures and backstopping will be provided by the United Nations, and, in this context, *recalls* the conclusions of the Addis Ababa high level consultation on the situation in Darfur of 16 November;

8. *Decides* that force and personnel generation and administration shall be conducted as set out in paragraphs 113-115 of the report of the Secretary-General and the Chairperson of the African Union Commission of 5 June 2007, and *requests* the Secretary-General to put in place without delay the practical arrangements for deploying UNAMID including submitting to the General Assembly recommendations on funding and effective financial management and oversight mechanisms;

9. *Decides* that UNAMID shall monitor whether any arms or related material are present in Darfur in violation of the Agreements and the measures imposed by paragraphs 7 and 8 of resolution 1556 (2004);

10. *Calls* on all Member States to facilitate the free, unhindered and expeditious movement to Sudan of all personnel, as well as equipment, provisions, supplies and other goods, including vehicles and spare parts, which are for the exclusive use of UNAMID in Darfur;

11. *Stresses* the urgent need to mobilise the financial, logistical and other support required for AMIS, and *calls* on member states and regional organisations to provide further assistance, in particular to permit the early deployment of two additional battalions during the transition to UNAMID;

12. *Decides* that the authorised strength of UNMIS shall revert to that specified in resolution 1590 (2005) upon the transfer of authority from AMIS to UNAMID pursuant to paragraph 5(c);

13. *Calls* on all the parties to the conflict in Darfur to immediately cease all hostilities and commit themselves to a sustained and permanent cease-fire;

14. *Demands* an immediate cessation of hostilities and attacks on AMIS, civilians and humanitarian agencies, their staff and assets and relief convoys, and *further demands* that all parties to the conflict in Darfur fully co-operate with AMIS, civilians and humanitarian agencies, their staff and assets and relief convoys, and give all necessary assistance to the deployment of the United Nations Light and Heavy Support Packages to AMIS, and to UNAMID;

15. Acting under Chapter VII of the Charter of the United Nations:

(a) *decides* that UNAMID is authorised to take the necessary action, in the areas of deployment of its forces and as it deems within its capabilities in order to:

(i) protect its personnel, facilities, installations and equipment, and to ensure the security and freedom of movement of its own personnel and humanitarian workers,

(ii) support early and effective implementation of the Darfur Peace Agreement, prevent the disruption of its implementation and armed attacks, and protect civilians, without prejudice to the responsibility of the Government of Sudan;

(b) *requests* that the Secretary-General, in consultation with the Chairperson of the African Union Commission, and the Government of Sudan conclude within 30 days a status-of-forces agreement with respect to UNAMID, taking into consideration General Assembly resolution 58/82 on the scope of legal protection under the Convention on the Safety of United Nations and Associated Personnel and
General Assembly resolution 61/133 on the Safety and Security of Humanitarian Personnel and the Protection of United Nations Personnel, and decides that pending the conclusion of such an agreement the model status-of-forces agreement dated 9 October 1990 (A/45/594) shall provisionally apply with respect to UNAMID personnel operating in that country;

16. Requests the Secretary-General to take the necessary measures to achieve actual compliance in UNAMID with the United Nations zero-tolerance policy on sexual exploitation and abuse, including the development of strategies and appropriate mechanisms to prevent, identify and respond to all forms of misconduct, including sexual exploitation and abuse, and the enhancement of training for personnel to prevent misconduct and ensure full compliance with the United Nations code of conduct, and to further take all necessary action in accordance with the Secretary-General’s Bulletin on special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13) and to keep the Council informed, and urges troop-contributing countries to take appropriate preventive action including the conduct of pre-deployment awareness training and, in the case of forces previously deployed under AU auspices, post-deployment awareness training, and to take disciplinary action and other action to ensure full accountability in cases of such conduct involving their personnel;

17. Calls on all concerned parties to ensure that the protection of children is addressed in the implementation of the Darfur Peace Agreement, and requests the Secretary-General to ensure continued monitoring and reporting of the situation of children and continued dialogue with parties to the conflict towards the preparations of time-bound action plans to end recruitment and use of child soldiers and other violations against children;

18. Emphasises there can be no military solution to the conflict in Darfur, welcomes the commitment expressed by the Government of Sudan and some other parties to the conflict to enter into talks and the political process under the mediation, and in line with the deadlines set out in the roadmap, of the United Nations Special Envoy for Darfur and the African Union Special Envoy for Darfur, who have its full support, looks forward to these parties doing so, calls on the other parties to the conflict to do likewise, and urges all the parties, in particular the non-signatory movements, to finalise their preparations for the talks;

19. Welcomes the signature of a Joint Communiqué between the Government of Sudan and the United Nations on Facilitation of Humanitarian Activities in Darfur, and calls for it to be fully implemented and on all parties to ensure, in accordance with relevant provisions of international law, the full, safe and unhindered access of relief personnel to all those in need and delivery of humanitarian assistance, in particular to internally displaced persons and refugees;

20. Emphasises the need to focus, as appropriate, on developmental initiatives that will bring peace dividends on the ground in Darfur, including in particular, finalising preparations for reconstruction and development, return of IDPs to their villages, compensation and appropriate security arrangements;

21. Requests the Secretary-General to report to the Council for its consideration no later than every 90 days after the adoption of this resolution on progress being made on, and immediately as necessary on any obstacles to:

(a) the implementation of the Light and Heavy Support Packages and UNAMID,

(b) the implementation of the Joint Communiqué between the Government of Sudan and the United Nations on Facilitation of Humanitarian Activities in Darfur,
(c) the political process,

(d) the implementation of the Darfur Peace Agreement and the parties’ compliance with their international obligations and their commitments under relevant agreements, and

(e) the cease-fire and the situation on the ground in Darfur;

22. Demands that the parties to the conflict in Darfur fulfil their international obligations and their commitments under relevant agreements, this resolution and other relevant Council resolutions;

23. Recalls the reports of the Secretary-General of 22 December 2006 (S/2006/1019) and 23 February 2007 (S/2007/97) which detail the need to improve the security of civilians in the regions of eastern Chad and north-eastern Central African Republic, expresses its readiness to support this endeavour, and looks forward to the Secretary-General reporting on his recent consultations with the Governments of Chad and CAR;

24. Emphasises its determination that the situation in Darfur shall significantly improve so that the Council can consider, in due course and as appropriate, and taking into consideration recommendations of the Secretary-General and the Chairperson of the African Union, the drawing down and eventual UNAMID;

25. Decides to remain seized of the matter.