A GENDER PERSPECTIVE IN CSDP

TRAINING MANUAL

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FOLKE BERNADOTTE ACADEMY

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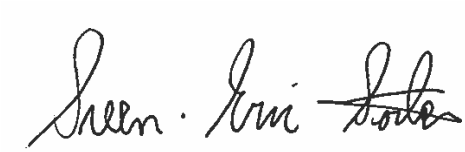
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FOREWORD

15 YEARS HAVE PASSED SINCE THE UN SECURITY COUNCIL ADOPTED its first resolution on women, peace and security, referred to as UNSCR 1325. Since then, the Women, Peace and Security agenda has continuously progressed and the EU has developed a comprehensive policy framework which recognizes the need to integrate a gender perspective and promote women's equal participation and protection within the context of the Common Security and Defence Policy (CSDP).

WORKING WITH A GENDER PERSPECTIVE is a win-win. We do it because it is right, but also because it is useful and good for our work. In its essence, a gender perspective means that we consciously account for the different needs, interests and opportunities of girls, women, boys and men when we plan and implement our tasks and duties. As such, a gender perspective broadens our perspective, helps us to establish more inclusive processes and achieve more sustainable results. It is therefore essential to all peacebuilding efforts.

THIS TRAINING MANUAL HAS BEEN DEVELOPED in order to contribute to the implementation of a gender perspective in CSDP-missions. It offers a comprehensive outline of training activities that aim to enable CSDP personnel to integrate a gender perspective when they implement the mandates of CSDP-missions. I hope it will be of great use to many gender trainers and their participants!



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TRAINING IS A CREATIVE PROCESS where established practices and experiences meet new ideas and insights. As such, this training manual is by no means my own creation. To begin with, it builds on other gender training manuals, the most prominent being the Oxfam gender training manual from 1994 [1]. This excellent training resource has played a key role in my own development as a gender trainer and always been an important source of inspiration. Moreover, this training manual has benefitted from many people's contributions. It is impossible to name everyone, but I do want to mention a select number of persons who have been particularly instrumental. First of all, this training manual is the result of a close collaboration with the EU's European External Action Service (EEAS). Its inception was fully dependent on the initiative and motivation of EEAS staff like Catharina Wale-Grunditz, Katarina Leinonen and Aymeric Dupont just as the insightful comments of EEAS current policy officer on human rights and gender Sari Kouvo have been crucial in the final stages. However, contributions go beyond the EEAS. Anne Bourlond at the Belgian Foreign Ministry, Sofie Rafrafi from the Egmont Institute, Silvia Angerbauer from the Austrian Armed Forces, Wanda Troszczynska-van Genderen from Human Rights Watch and freelancer Sini Castrén were all part of the early working group that established the framework and gave the initial impetus. Later on, former EULEX Gender Adviser Brigitte Holzner provided both important examples and invaluable comments and Fabrice Ramadan, former Gender Adviser for EUSEC/EUPOL RD Congo, ensured a significant quality leap by taking on the first round of editing. Some of the material in this manual was initially developed for mission specific gender trainings for EUMM Georgia (2010) and EULEX Kosovo (2015) and a one-day test round with the Irish Armed Forces (2013). In relation to these trainings, I need to specifically thank then Gender Adviser in EUMM Georgia Elca Stigter and then gender focal point Marcus Hägglund as well as current Gender Advisers in EULEX Kosovo, Lina Andéer and Violeta Rexha, for all-important context specific material and inputs. I also want to thank my FBA colleague Olivia Setkic for her sharp and innovative pedagogical thinking, concrete contributions and good company. Christina Wagner, David Hammond and Lotta Sjöström Becker have all shared important examples of gender-related work in EUCAP Sahel Niger, EUTM Mali and EUPOL Afghanistan for which I am very grateful. Moreover, without the brilliant support, sharp eyes and special skills of my FBA colleagues Janna Nyhaga and Agata Szymanska this manual would never have been finalized. Last but not least I am indebted to all who have participated in my trainings throughout the years. It is no exaggeration to say that many of the conclusions in this training manual come from you.

Thank you!



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[1] Williams, Suzanne, Janet Seed and Adelina Mwau (1994) "The Oxfam Gender Training Manual", Oxfam UK and Irland: London.

LIST OF CONTENTS

INTRODUCTION

Background 9
Purpose of this training manual 9
Learning objectives 10
Components of the training manual 11
Training methodology 11
How to use the training manual 11
General tips for trainers 12

UNITS

Unit I 13
Introduction
Unit II 17
Different security needs
Unit III 23
The policy framework on women, peace and security
Unit IV 37
Key gender concepts
Unit V 51
Integrating a gender perspective
Unit VI 69
Case studies

ANNEXES

Training evaluation form 99
Key gender terms 101
Selected bibliography 102

INTRODUCTION

BACKGROUND

On July 9, 2009 the Swedish Presidency of the European Union (EU) organized the seminar *'Strengthening European Security and Defence Policy (ESDP) missions and operations through training on UNSCR 1325 and 1820'*. The seminar aimed to promote a dialogue on how to further consolidate training practices on gender and United Nations Security Council Resolution 1325 and 1820 on women, peace and security (hereinafter UNSCR 1325 and 1820) in the context of ESDP (now Common Security and Defence Policy - CSDP) and thereby support the implementation of EU's policy commitments.

Drawing on the outcomes from the seminar, the EU adopted the document *'Implementation of UNSCR 1325 and 1820 in the context of training for the ESDP missions and operations – recommendations on the way forward'*. This document aims to improve the coherence and quality of pre-deployment and training for staff deployed in CSDP missions and operations. It also states the importance of increasing the availability of gender training, inter alia, through the development of standard elements for a training curriculum on the implementation of UNSCR 1325 and 1820 in the context of CSDP (then ESDP).

In November 2010, the Belgian Presidency of the EU supported the expert seminar *"Developing Standard Training Elements on Gender and Human Rights in the context of CSDP Missions and Operations"*. The seminar resulted in three draft training concepts, outlining minimum standard training elements on Human Rights, Gender and Child Protection in the context of CSDP. The training concepts were drafted as two-hour generic training sessions, equally applicable to a civilian or military audience. The draft training concepts were approved on 1 December 2010, while the work to further develop the three two-hour training modules was taken forward to Delegations (Note 17209/10). Through the Folke Bernadotte Academy (FBA), Sweden volunteered to lead the further development of the gender training module together with a working group consisting of members from the EEAS and some other Member States.

PURPOSE OF THIS TRAINING MANUAL

In order for EU policy commitments to translate into action CSDP staff need to have an understanding of the implications that UNSCR 1325 and its follow-up resolutions have on the implementation of their tasks. In line herewith, *'Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP'* calls for adequate gender training of all categories of staff and urges EU Member States to develop and implement relevant training on UNSCR 1325 and 1820. The document also states that pre-deployment training ought to be complemented with in-mission training. Such in-mission training should further the capacity of CDSP staff to integrate the objectives of UNSCR 1325 and 1820 into the mandate implementation of CSDP missions and operations, contextualize the understanding of sexualized and gender based violence as well as secure the commitment to the Code of Conduct.

Despite being a relatively new training requirement in international crisis management, gender training has found its way onto many training agendas, both civilian and military. The review of training practices conducted ahead of the Swedish Presidency shows that gender awareness and knowledge on UNSCR 1325 and 1820 is a stated objective in many pre-deployment and in-mission training curricula[2]. However, differing priorities and disparities in institutional, human and financial training capacities mean that the actual content of the gender training varies significantly between Member States.

This training module has been developed to support Member States conducting pre-deployment

[2] Olsson, Louise and Martin Åhlin, Strengthening ESPD Missions and Operations through training on UNSCR 1325 and 1820 – Inventory of ongoing training, Report prepared for the Seminar "Strengthening ESPD Missions and Operations through training on UNSCR 1325 and 1820", organized for the Swedish EU Presidency, 2009.

trainings and also for CSDP missions and operations that strive to enhance the capacity of staff to integrate a gender perspective into their daily activities. As such it represents one of many efforts undertaken by the EU to translate its policy commitments on gender equality and non-discrimination into concrete results.

The presentations and exercises in this training manual have been used and tested in different settings, for both civilian and military audiences. The manual provides concrete examples of commonly agreed upon learning objectives and suggested agendas but is also meant to serve as a source of inspiration. The manual provides many concrete examples from different CSDP-contexts. Whenever drawn from official documents, the source is referenced. Non-referenced examples have been contributed by current or former CSDP staff.

LEARNING OBJECTIVES

This training manual has been developed to provide an introduction to the policy framework on UNSCR 1325 and its follow-up resolutions, the concept of gender and its practical application in the context of CSDP for both civilian and military personnel. After the training, the participants should be able to:

1. Name the key components of the UN and EU policy framework on UNSCR 1325 and its follow up resolutions on women, peace and security.

2. Give examples that show why gender is an important perspective in the work/context of a CSDP mission.

3. Apply a gender perspective through a simple gender analysis.

To support these learning objectives, the training manual is composed of six training units, each with a specific purpose.

TRAINING UNIT	PURPOSE
Introduction	To set the framework for the rest of the training. This component encourages the participants to reflect on their individual knowledge and perception of gender related issues.
Different security needs	To look at the different ways in which conflict affects women and men, girls and boys and how this generates different security needs.
The policy framework on women, peace and security	To review both the UN and EU policy frameworks for women, peace and security with the purpose of identifying the key components.
Key gender concepts	To introduce some of the key concepts that underpin a gender perspective.
Integrating a gender perspective	To look at the definition of gender mainstreaming and how we practically apply a gender perspective into the work of the mission/ operation.
Case studies	To practice the thinking from the previous units in order to start taking practical steps towards integrating a gender perspective.

COMPONENTS OF THE TRAINING MANUAL

This manual is composed of the following components:

Introduction	The introduction provides background, purpose and overview of the training manual.
Training units	The manual presents six training units. Each training unit outlines its specific purpose, key messages, preparations, notes to the facilitator, step-by-step description of suggested presentations and exercises, additional/alternative presentations and exercises as well as the different handouts.
Power-point	The manual comes with a power-point presentation. The manual clearly indicates whenever there is a power point slide to support a presentation or exercise.
Handouts	Each training unit has supporting handouts.
Annexes	The training manual provides an evaluation form, a summary of key gender terms and a selected bibliography list.

TRAINING METHODOLOGY

This training manual is based on a training methodology that encourages the participants to be active. It is practical and keeps a select number of clearly articulated learning objectives in focus. Presentations are meant to be brief and trainers are always encouraged to keep the learner at the centre by keeping the dialogue open and allowing space for self-reflection.

HOW TO USE THIS TRAINING MANUAL

This training manual proposes an outline for a comprehensive gender session. It includes concrete presentations and exercises that have been developed and used by training institutes in Member States and gender advisers in CSDP missions. The logic of the outline has been tested in several trainings and is known to work. However, to conduct training is a dynamic and context specific process and the training manual should be used with flexibility and creativity. To support this, each training unit presents alternative/additional presentations and exercises. It should also be noted that units, presentations and exercises can be presented in a different chronological order and examples can be removed, replaced or added. In this spirit, trainers are encouraged to review the outline critically and adapt it both to themselves as trainers and the training audience at hand. The manual comes with elaborate notes and concluding points. They are meant to support and inspire the trainer, not necessarily to be quoted.

The manual has been developed for a training session of minimum two hours. This is considered to be an absolute minimum time frame to promote some sort of basic understanding of the women, peace and security agenda in general and gender mainstreaming in particular. With some shortcuts, the suggested training outline can be implemented within two hours, but it can also be a full day training, depending on how deeply the trainer chooses to go into the different presentations and exercises. In order to promote flexibility, the module includes no time estimates for the different presentations and exercises. The time spent on each training unit should depend on the timeframe for the specific training and the needs of the training audience.

GENERAL TIPS FOR TRAINERS

- Know the backgrounds of the participants – age, sex, country of origin, professional experience, previous gender trainings – and adapt the training accordingly.
- Practical experiences from the field are useful for the participants. The training manual provides many practical examples, but do bring in your own experiences/examples as well as those of the participants.
- Encourage mutual listening and exchange of experience. Make the presentations as interactive as possible.
- Encourage debate and differing opinions. Gender concepts and skills need to be discussed and debated.
- Give regular breaks (every 40 minutes), particularly in the afternoon!
- Make sure that you understand the purpose of each step of the training and that you are clear about what you want to achieve from each exercise. This will also make improvisation easier whenever necessary!
- Do not use irony or sarcasm or be judgmental about opinions expressed! Stay calm when you meet scepticism and be clear with what you have to say.

UNIT I

INTRODUCTION

1.1 PURPOSE

The purpose of this unit is to set the framework for the rest of the training. It encourages the participants to reflect on their individual knowledge and perception of gender related issues.

1.2 KEY MESSAGES

- Gender norms and perceptions exist everywhere and they affect how we interpret and understand our surroundings.
- Gender awareness is a competence that must be learned. This is why we do gender trainings.

1.3. NOTES TO THE TRAINER

- A socio-meter is a tool that allows the participants to express their thoughts on a given statement. As every participant considers each statement s/he is actively reflecting upon his/her opinions, knowledge and experience. It can be a useful tool for highlighting different dilemmas. Here, the socio-meter is used to highlight different gender norms/ perceptions and to have the participants reflect on their own gender awareness. As such it also gives the trainer a good indication of the level of knowledge in the group.
- The socio-meter is also a good way to energize the group and, when used in the very beginning of the training, to quickly create a more open atmosphere.
- Some statements tend to generate a lot of discussion. This is particularly true for those that deal with gender perceptions. You need to adjust the number of slides and the follow-up discussions around each statement to the allocated time.
- In preparation for the socio-meter exercise, read through the list of suggested statements/questions and their follow-up questions and select which ones to use. You can also choose other statements/questions that may be more suitable to the training audience.
- The socio-meter can be done in two ways: either people move along a line in the room or, if there is no space, you can have them either stand up or raise their hands. Change the arrows on the power point slide depending on which model you chose (right-left, or up-down).

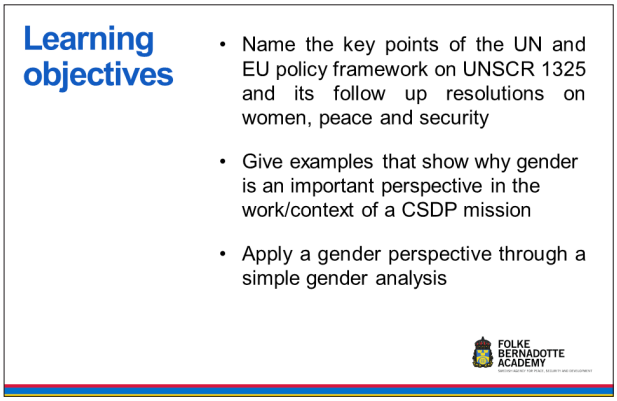
1.4. PRESENTATIONS AND EXERCISES

PRESENTATION: INTRODUCTION

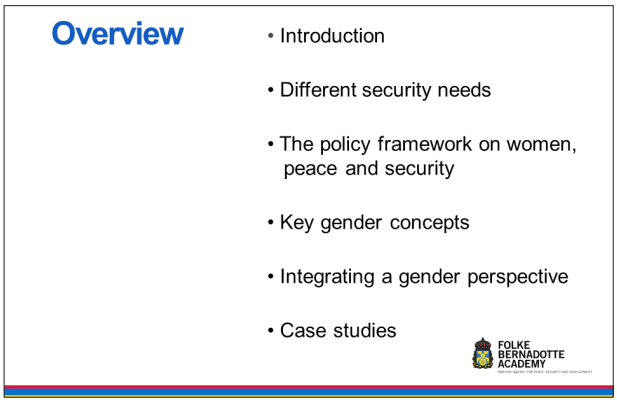
Step 1: Introduce yourself with name and short professional background.

Step 2: Ask the participants to briefly introduce themselves.

Step 3: Show the slide **Learning objectives** and go through the learning objectives for the training.



Step 4: Show the slide **Overview** and go through the programme of the day.



EXERCISE: SOCIO-METER ON GENDER STATEMENTS

Step 1: Explain to the participants that you will show a number of slides, each with a statement. They should individually reflect on the statement and demonstrate their position by placing themselves along a yes-no scale (at two ends of the room). They are allowed to place themselves anywhere between the two ends of the scale. They should be prepared to explain their position. If there is not enough space to move around, you can ask the participants to stand/sit or raise their hands.

Emphasize that this is not a test. There is no right or wrong answer.

Step 2: Proceed with the socio-meter. After each slide, ask a couple of participants to explain their positions. Facilitate the discussion.

End with the slide that asks the participants to reflect on their level of gender awareness. Sum up the session with the concluding points below.

CONCLUDING POINTS

- One purpose of this exercise is to highlight the existence of gender norms and perceptions, in both our private and professional lives.
- The initial pictures/statements relate to gender norms and perceptions. The other statements also allude to gendered assumptions. We find these kinds of gender norms and perceptions in all societies. We are not slaves to these norms, but we learn to relate to them from an early age. Having a gender perspective helps us to be aware of these norms and how they affect our work.

SOCIO-METER STATEMENTS

Below is a list of the questions/statements that you will find on the slides. You can also make up your own questions/statements and add other pictures.

1. **When I see this toy, I first think of a….. (girl/boy)**

2. **When I see this toy, I first think of a…. (girl/boy)**

   These toys are typically associated with either boys or girls. They are examples of how we send messages about femininity and masculinity through e.g. colours and shapes. Can they think of other examples?

3. **Women are more adversely affected by conflict than men (yes/no)**

   Women are often said to be more adversely affected by conflict than men. But rather than comparing who is the most affected by conflict, it is more constructive to speak of the different ways that conflict affects women and men.

4. **Women are more peaceful than men (yes/no)**

   Many people believe that women are inherently more peaceful than men. Others think that women are socialized into being more peaceful (supported by their prime responsibility as care givers). Regardless, women's responsibilities and place in society often place them in a good position to bridge conflicts.

5. **Gender is only about women….. (yes/no)**

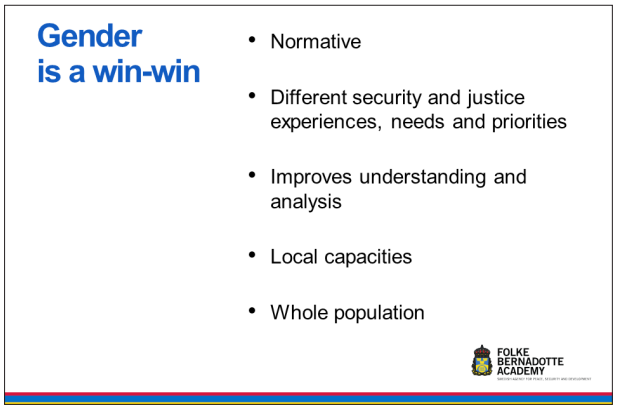
   Gender is commonly perceived to be only about women. But gender is about the expectations, roles and responsibilities of both men and women and what this leads to. We will get back to this during the training.

6. **I can explain what it means to integrate a gender perspective (yes/no)**

   The purpose of this slide is not to find out whether people have a high level of gender awareness or not, but to emphasize that gender is an area of expertise. As such the level of knowledge will vary within the group. The most important point is that no one is expected to know before they have had training. The less we know, the more we can learn!

PRESENTATION: WHY INTEGRATE A GENDER PERSPECTIVE?

Step 1: Show the slide **Gender is a win-win**, giving some points as to why it is important to integrate a gender perspective.



NOTES TO SLIDE

- **Gender is a win-win.** We integrate a gender perspective because it is right – it helps us identify gender inequalities and specific gender needs, but also because it is good. It broadens our perspective, deepens our understanding and extends our networks.
- **Normative.** International normative human rights frameworks call for measures to ensure equal rights between women and men and to fight discrimination. Equality and non-discrimination are fundamental principles of the EU (Treaty of Lisbon, EU Charter of Fundamental Rights) and of international law (e.g. CEDAW UNSCR 1325, UNSCR 1820).
- **Differentiates our view on security.** Women, men, boys and girls are likely to have different security and justice experiences, needs and priorities.
- **It improves our understanding and analysis.** As we will see, gender is very much about understanding the expectations on women and men in a certain society, their roles and responsibilities and the social status and opportunities that these provide. Being aware of this significantly improves the analysis of the local context that we work in.
- **Better use of local capacities.** If we see and understand the role that local women frequently play in peace and confidence building, we extend the resources that the mission/operation can tap into.
- **Reaching the whole population.** Due to the gendered division of labour, women are not as present in the public sphere as men. Consequently, their needs and interests are more easily overlooked. With a gender perspective, we broaden our perspective to see the needs and interests of women/girls and of men/boys. This is a lot more effective.

UNIT II

DIFFERENT SECURITY NEEDS

2.1 PURPOSE

The purpose of this unit is to look at the ways in which conflict affects women and men, girls and boys and how this generates different security needs. Starting with a discussion about different security needs provides the participants with a concrete entry point to gender within the overarching context of security and therefore core business of CSDP.

2.2 KEY MESSAGES

- Conflict affects women, men, girls and boys in different ways and lead to different security needs and interests.
- To look at the different security needs and interests of women/men/boys/girls respectively is a very concrete and direct way of applying a gender perspective to a security situation. To ask for different groups different security needs should be one of the first questions to ask from a CSDP mission/operation whose mandate it is to improve security for the population of a country/area.
- All women don't have the same security needs (just because they are women) and all men don't have the same security needs (just because they are men). Aspects like ethnicity, economy, religion, where a person lives (rural/urban) and culture also determine people's security needs.
- Men/women/girls/boys also have shared security needs/concerns. However, identifying differences ensures that no security needs/concerns are ignored.

2.3 NOTES TO THE TRAINER

- This session focuses on the different security needs of men and women, boys and girls, with the purpose of highlighting gender differences. But it is important to keep in mind that these differences are gradual. Men and women also share security needs/concerns. It can also be that they experience the same security needs in different ways.
- The handout *A family affected by conflict* is meant to provide context and direction to the participants. If the training audience is well familiar with a specific conflict you may use that context instead. If you are doing a pre-deployment training for a specific mission, re-write the story based on facts from that particular country/conflict. It is possible to use both conflict and post conflict situations.
- Sometimes the participants give very broad and generic examples of security needs that are not specific to men or women (such as shortage of food, need for shelter, physical security etc.). If this happens, encourage the participants to go into more detail by asking them to look at sex/age specific concerns within these categories.

2.4. PRESENTATIONS AND EXERCISES

EXERCISE: IDENTIFYING DIFFERENT SECURITY NEEDS

Step 1: Tell the participants that this session will look at how conflict affects women and men (boys and girls) differently and therefore generates different security needs.

Step 2: Draw the below table on a flipchart.

SECURITY ISSUES	
Women	Men
Girls	Boys

Step 3: Divide the participants into smaller groups and distribute the handout *A family affected by conflict* and a flip-chart paper. Ask the participants to 1) draw the above table on the flip chart and 2) read the story in the handout and identify the different security issues facing the men, women, boys and girls in the story. If they have time, encourage them to go beyond the story and draw on examples from their own experiences.

Step 4: Bring the discussion to plenary and write the identified security needs in the different squares. Ask each group to give 3- 5 examples (that way all groups can contribute). Below are some examples. These examples go beyond the story in the handout.

SECURITY ISSUES	
Women: • Domestic violence • Rape and sexual assault • Trafficking • Social marginalization • Kidnapping/'Bridenapping' • Lack of legal protection • Honour-related threats • Lack of reproductive health services	**Men:** • Torture • Abductions • Forced recruitment • Gang violence • Organized crime • Stress due to inability to protect family • Alcohol abuse • Sexual violence
Girls: • Rape/sexual assault • Forced marriage • Early pregnancies • Lack of access to education • Forced recruitment	**Boys:** • Abductions • Forced recruitment • Lack of access to education • Rape/sexual harassment • Drugs

When the table is filled, ask for reflections.

- What conclusions can we draw from this?
- What do we gain from looking at security needs in this way?
- What does this mean for a CSDP mission/operation? What does it mean if you are a police officer? A rule of law officer? A security officer?

Step 5: Show the slide **Different security needs** and bring the exercise to an end with the below concluding points.



CONCLUDING POINTS

- **Different needs, different strategies.** This way of looking at security highlights the fact that men and women, girls and boys sometimes have security needs that are specific to their sex/age. Even when the security needs are similar, e.g. regarding boys' and girls' access to education or as victims of forced recruitment, the causes and consequences may be different. E.g. there may be different reasons why girls and boys don't go to school. Or, both boys and girls may be forcibly recruited into armed groups, but often end up in different roles (even though we should not think that girls always stay in support functions). Addressing these different needs requires different strategies.
- **Direct and indirect insecurities.** Women's security needs are not necessarily more serious than those of men. In the immediate sense, boys and men (particularly young men) are more at risk of being killed (not the least through direct participation in conflict) but also more likely to face unlawful detentions, torture and outright killings as civilians. Girls and women's security needs are often more indirect and long-term, caused by the long-term consequences of conflict. They therefore receive less attention. Women tend to be heavily affected by the breakdown of social welfare structures and support systems. Lack of access to resources in peacetime tends to aggravate the situation during wartime, especially for those women who lose their husbands or for other reasons become sole breadwinners. In addition to the financial hardships of finding means to provide for the family, many widows face social stigma and discrimination.

VULNERABILITIES OF WOMEN IN KOSOVO

In Kosovo, many women experience difficulties in accessing property. Despite a strong gender equality law, customary inheritance practice denies women access to property. This makes many women completely financially dependent on their male family members (fathers, brothers, husbands and sons). This financial dependency compounds women's vulnerability to domestic violence and as a result battered women often end up returning to their abusive husband/family member.

- **Both biological and social explanations.** The different insecurities of men and women are in part derived from biological differences (e.g. reproductive differences) and are in part caused by different social/economic roles, responsibilities and expectations.
- **All women do not have the same security needs** just because they are women and men do not all have the same security needs just because they are men. Other aspects like ethnicity; economy, religion, where a person lives (rural/urban) and culture are additional factors that determine people's security needs. Also, men and women do share security needs, even if they may experience them differently.
- **Different needs, different perspectives.** Different security needs mean different perspectives. Because of these different security perspectives/needs it is important to have different sources of information including different groups of people.
- **Better situational awareness.** Sex-disaggregated data helps us to get a more accurate picture of a situation and a more comprehensive situational awareness. Tools to collect sex-age-ethnic-disaggregated data are good to use in the field. In EUFOR Althea (BiH) the Liasion Observation Teams (LOT) have been tasked to collect sex-disaggregated data (see alternative exercise Gender Situational Awareness Matrix). This helps the military commander to gain a more accurate situational awareness and to respond more adequately, which promotes a safe and secure environment for the whole population.
- **The security needs of women and girls are often considered to be private.** Therefore they have not always been seen as relevant to international security missions and operations. As a consequence, they are not always well understood and tend to be less attended to.

SEXUAL VIOLENCE IN BOSNIA AND HERZEGOVINA

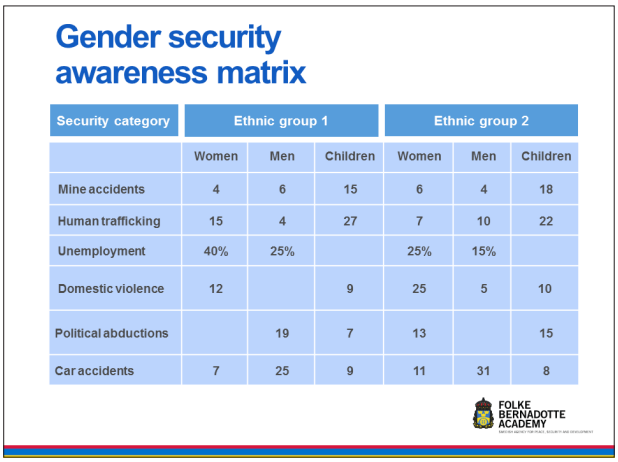
In Bosnia and Herzegovina, an estimated 20,000–50,000 women were raped between 1992–1995. Impunity is widespread and only a handful have been prosecuted in national courts. Moreover, prosecution processes are painfully slow and many women describe the experience from the courtrooms as extremely humiliating. In 2001 in the case of Dragoljub Kunarac, the International Criminal Tribunal for the former Yugoslavia (ICTY), for the first time, found a person guilty of 'systematic rape' and 'sexual enslavement' in time of war as a crime against humanity.[3]

[3] See http://www.haguejusticeportal.net/index.php?id=6082 accessed on December 20, 2015.

2.4.1 ALTERNATIVE/ADDITIONAL PRESENTATIONS AND EXERCISES

EXERCISE: GENDER SITUATIONAL AWARENESS MATRIX

Step 1: Show the slide **Gender security awareness matrix**. Preferably, fill the matrix with accurate data from a context relevant to your training audience. You can of course change the types of security categories to make it more suitable to your training context.



Note: The numbers in this matrix are fictitious

Step 2: Divide the participants into groups and ask them to reflect on the information in the matrix and what we learn from this kind of data.

Step 3: Bring the discussion to plenary.

Step 4: Sum up with the concluding points above. Remind participants that this matrix is a good working tool to bring to the field.

Step 5: Ask if they have any comments regarding the matrix. Point out that the category children could/should of course also be disaggregated into girls and boys for a better understanding.

2.5 HANDOUTS FOR UNIT II

HANDOUT:

A FAMILY AFFECTED BY CONFLICT

Julius lives in Inland, a country that has been ravaged by internal conflict for 12 years. Julius comes from a poor family of five children. He belongs to the minority ethnic group which through a non-state armed group, is fighting against the government forces. During the third year of the conflict, when he was 14 years old, the government forces killed his father. The father was the main breadwinner in the family. Following the father's death, Julius' widowed mother had to assume the responsibility to provide for the family. Having difficulties finding a job that could provide for her five children, she decided to go abroad as a housemaid in X-land.
Being the eldest son, this meant that Julius was left to take care of his siblings. In order to do so Julius and his sister Lisa (13 at the time) dropped out of school. Julius found a job as a security officer at one of the international agencies while Lisa stayed home taking care of the household and the younger siblings.

Julius had a black belt in Karate and had won several competitions. This attracted the attention of both the government forces and the non-state group fighting against the government. While the non-state group tried to recruit him into their ranks, the government forces frequently harassed and threatened him for being a terrorist. He was arrested a couple of times and severely beaten.

Julius' elder sister Jenny was married with two children. One day her husband stepped on a land mine when working the fields. He survived, but was seriously injured. Being unable to work, he started drinking and was increasingly violent towards both her and the children.
Jenny started working in order to support the family. She grew vegetables that she sold at the market. One day, Jenny was robbed of all her money just before leaving the market. She decided to go to the Police to report the theft. However, the Police officers at the station were from the majority ethnic group and instead of recording the complaint they intimidated her and threatened to rape her. Jenny managed to escape and ran home.

Even though conflict brings insecurity to all, conflict affects girls/boys, women/men in different ways.

- **Identify the different security needs in the above story.**
- **Do you have other examples, from your own experience, of different security needs for women/girls, men/boys?**

UNIT III

THE POLICY FRAMEWORK ON WOMEN, PEACE AND SECURITY

3.1 PURPOSE

The purpose of this unit is to introduce the key components of the international policy framework on women, peace and security. The United Nations Security Council Resolutions (UNSCR) on women, peace and security make up the foundation for all efforts to promote the integration of a gender perspective in CSDP missions and operations.

3.2 KEY MESSAGES

- The eight UNSCRs on women, peace and security are founded on international human rights law and its principles of non-discrimination and gender equality.
- UNSCR 1325 on women, peace and security was adopted in 2000. This was the first time the Security Council debated the particular impact of armed conflict on women and girls and recognized their role as actors and contributors to peace and security. As such it was a groundbreaking resolution.
- The women, peace and security agenda follows three major tracks: participation, protection, and the integration of a gender perspective in all international peace and security missions and operations. The first two tracks, participation and protection, are sometimes seen as separate and even competing (for political attention and resources). However, it is important to see them as mutually reinforcing. Women's empowerment and right to participate in matters of peace and security is ultimately a way to enhance their protection. At the same time, sexual violence is a major threat and an obstacle for women's equal participation.

3.3 NOTES TO THE TRAINER

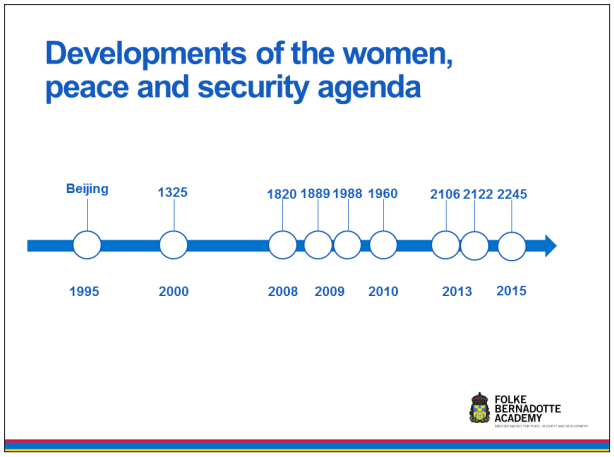
- You will need to adjust this session and make it as detailed as you have time for and you deem relevant for the given target audience. For most CSDP mission staff it would be sufficient to know the overall framework and the three main tracks, the key EU policy documents and some of the EU commitments.
- If you are doing a pre-deployment or in-mission training it may be relevant to make concrete reference to the national legislation. Is there a National Action Plan and if so, what does it say? What does the national legal framework look like?
- The handout *Brief summaries of the resolutions* can be used as background reading.

3.4 PRESENTATIONS AND EXERCISES

PRESENTATION: THE DEVELOPMENT OF THE WOMEN, PEACE AND SECURITY AGENDA

Step 1: Introduce the purpose of the unit.

Step 2: Show the slide **Developments of the women, peace and security agenda** and give the participants an overview of how the women, peace and security agenda has developed.

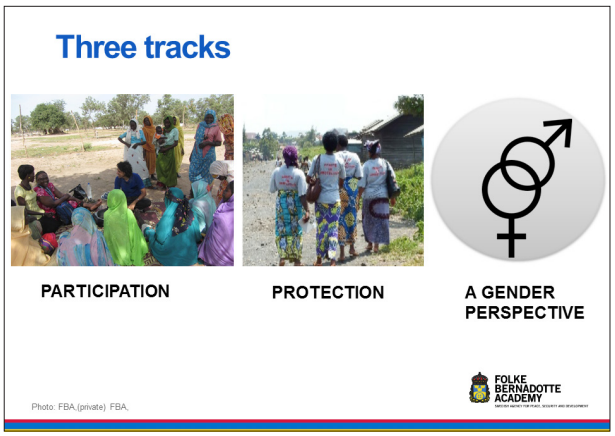


NOTES TO SLIDE

- **Integral part of the human rights agenda.** The women, peace and security agenda is a continuation of the women's human rights agenda. Women's rights have been part of the UN's agenda since its establishment. Important milestones include the formation of the Commission on the Status of Women (established in 1946), the UN Decade for women (1975 – 1985), the adoption of the Convention on the Elimination of All forms of Discrimination against Women (CEDAW) in 1979. It is important to note that all UN human rights conventions include equal rights between men and women and non-discrimination based on sex as fundamental principles.
- **The Beijing Declaration.** The 1995 fourth world conference on women was organized in Beijing to follow up on earlier commitments. The conference ended with a Declaration, which outlined 12 areas of concern for women. Women and armed conflict was one of these areas.
- **The first open debate in the Security Council.** The Beijing conference on women was followed by growing activity in the UN and pressure from women's organizations around the world. This pressure resulted in Namibia, who held the chair in the Security Council, organizing for a number of women's activists to speak about their experiences in front of the Security Council. This was followed by the first open debate on women, peace and security and a few days later the adoption of UNSCR 1325.
- **UNSCR 1325 recognized women's experience of conflict.** The adoption of UNSCR 1325 was groundbreaking because it represented a long sought recognition that women's experiences from conflict, their right to participate and be recognized as equal partners in peace processes (both formal and informal) and their specific security needs are matters of concern for international peace and security.

- **UNSCR 1820 zoomed in on sexual violence in conflict.** In 2008 the Security Council adopted resolution 1820. This resolution took a stronger focus on sexual violence in conflict. Since then, the council has adopted 6 additional follow-up resolutions to UNSCR 1325. Together, they make up the women, peace and security agenda.
- **The national responsibility.** The UNSCRs on women, peace and security establish international commitments, but the responsibility to uphold these commitments lies primarily with the nation state. This responsibility is realised either through the development and implementation of National Action Plans (NAP) for UNSCR 1325 and/or through the translation of key commitments into national legislation.

Step 4: Show the slide **Three tracks**.



NOTES TO SLIDE

There are many ways to categorize the women, peace and security agenda. The resolutions are comprehensive and cover a wide range of areas and issues, but in brief we can identify three parallel but interlinked tracks:

1. **Women's right to equal participation (internally/externally)**

- Women's equal participation is both about the inclusion of local women and women's organizations in activities and processes that concern peace and security (from prevention to peace-building) and about women's equal participation in peace missions and operations. We must also consider where women and men are found in an organization and the decision-making power they have.
- Women's equal participation is first and foremost about the *right* to participate. But given that women constitute a large part of any society, ignoring their experiences and perspectives is neither effective nor sustainable. Because of women's social roles, they are often in a good position to engage in cross-ethnic dialogue. There are many examples of women engaging cross-ethnically for peace. Some of the more well-known are the Women in Black movements in the Balkans and in the Middle East as well as the Mano River Union Women's Peace Network (MARWOPNET) in Liberia, Sierra Leone and Guinea. Women peace builders exist everywhere, we just have to make an extra effort to see them, meet with them, and listen to what they have to say.
- Women's interests can be brought onto the agenda of a peace process by both men and women. However, so far, the inclusion of women in peace negotiations – even if only as observers – is known to increase a peace deal that acknowledges women's experiences of conflict and matters of importance to them.

- We should not think that only women are able to engage with women about their needs and interests. In many situations men can talk to women and it is important that they do so. Mainstreaming requires that both men and women talk about women's specific needs and interests whenever relevant as an integral part of the overall discussion.

2. Women's special needs and right to protection (particularly from sexual violence)

- Since 2008 the Security Council has strengthened its stance on protection from sexual violence in conflict with the adoption of UNSCR 1820 (2008), UNSCR 1888 (2009), UNSCR 1960 and UNSCR 2106 (2013). These resolutions clearly state that sexual violence against civilians can constitute a war crime, a crime against humanity or a constitutive act with respect to genocide. They also call for an end to impunity of perpetrators.
- Sexual violence may be used with the purpose of 'disgracing' and demoralizing the enemy. Threats of sexual violence can lead to mass displacement and ethnic cleansing.
- Wartime rape is a much more complicated issue than the discussion sometimes suggests. It does not happen in all conflicts and it is far from always ordered from above. Women are sometimes perpetrators and men are also victims.

3. The integration of a gender perspective in peace and security missions and operations throughout the conflict cycle

- In addition to women's equal participation and special protection needs, the UNSCRs on women, peace and security call for the integration of a gender perspective in all peacekeeping operations and related processes.
- The strategy of integrating a gender perspective is referred to as gender mainstreaming. Concretely this means that we analyse how men and women (girls and boys) are affected by a specific situation (their different needs and interests) as well as how policies and actions of the mission/operation affect and benefit women and men (boys and girls).

EXERCISE: THE KEY COMPONENTS OF UNSCR 1325 AND ITS FOLLOW-UP RESOLUTIONS

Step 1: Divide the participants into small groups and distribute UNSCR 1325 and 1820 to all the groups together with three markers of different colours. Ask them to identify the three tracks: 1) women's equal participation; 2) women's special needs and right to protection; 3) the integration of a gender perspective in the resolutions by marking the paragraphs that deal with each track with a different colour. Ask them to reflect on the main differences between the resolutions.

Step 2: Hold a common discussion in plenary. What do the resolutions say about the three tracks? What are the main differences between the resolutions?

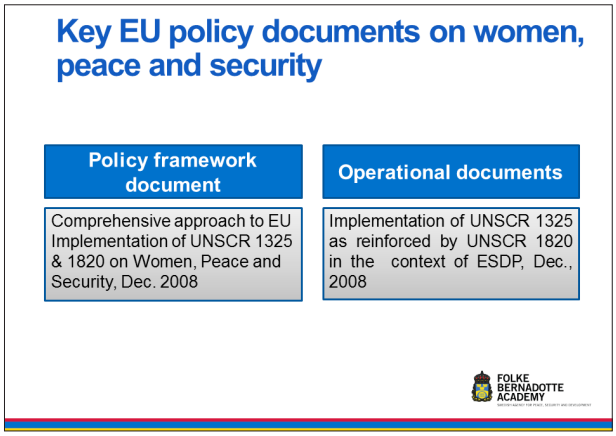
Step 3: Distribute the handout *One pager on the UNSCRs on women, peace and security*. This document shows the key points from each resolution. On this paper, the resolutions are divided into the first two tracks: participation and protection. Conclude with below concluding point.

CONCLUDING POINTS

The interdependence between participation and protection. Even though most of the resolutions (except for UNSCR 1960, which has a virtually exclusive focus on sexual violence) emphasize both participation and protection, there has been fear among women's rights activists that the growing focus on sexual violence reduces women to being seen as victims rather than actors and contributors to peace and security. There has also been criticism that the agenda against sexual violence has a too strong focus on technical solutions rather than addressing root causes (such as unequal gender power relations). The three latest resolutions, UNSCR 2106, 2122 and 2242, have dispersed some of these fears, as they clearly recognize women's equal participation and their need of protection from sexual violence as interdependent and mutually reinforcing.

PRESENTATION: THE EU POLICY FRAMEWORK

Step 1: Show the slide **Key EU policy documents on women, peace and security**.



NOTES TO SLIDE

- These are the two key EU policy documents on women, peace and security. They are the result of a gradual policy development process and were preceded by other documents. We can note that they were adopted in late 2008, shortly after the Security Council's adoption of UNSCR 1820.
- The EU makes a distinction between the framework document and a more operational document focusing on CSDP.
- The EU policy framework naturally builds on the UNSCR resolutions on women, peace and security.

Participation in the EU policy framework

- EU policy calls for different actions in order to increase the number of women in CSDP missions.
- EU policy explicitly calls for the promotion of local women's participation in peace processes, negotiations, transitional governments and reconciliation structures and it clearly states that officials in EU missions should meet and consult with local women's representatives and organizations.

SUPPORTING WOMEN'S PARTICIPATION IN CSDP MISSIONS

The report and in-depth field assessments by the Folke Bernadotte Academy on gender, peace and security in the European Union's field missions found that there is a need for a more systematic and strategic approach to how CSDP missions and operations engage with local women and women's organizations. But the findings also highlight good examples of how CSDP staff engage with local women in support of the mission mandate. For instance, in EUMM Georgia, contacts with women's organizations helped the mission when the mission was dealing with issues of property rights of internally displaced people (IDPs). Other examples show the important role of the CSDP leadership in supporting women's participation. In EUPOL COPPS one of the Heads of Section proactively marked against a negative statement on working with Palestinian women from one of the mission's Palestinian counterparts. In another example, the Head of Mission pro-actively endorsed the invitation of a Palestinian female prosecutor to participate in and make a presentation at a meeting in Brussels. Upon her return, he made a point of commending her in front of her superiors (Olsson, Louise et al. (2014) "Gender, Peace and Security in the European Union's Field Missions", Folke Bernadotte Academy: Stockholm).

Protection in the EU policy framework

- EU policy calls for increased representation of women at all decision-making levels and field functions within the missions and operations. As of October 2014, about 28% of CSDP civilian staff were female. For the internationally seconded staff, the proportion of women was 20%.
- The EU policy documents speak clearly about identification and reporting of sexual violence in conflict and about taking special measures with regards to sexual violence against civilians. Although women are more vulnerable to sexual violence it is important to remember that sexual violence against boys and men does occur.

Gender mainstreaming in the EU policy framework

- EU policy frequently refers to the need for a gender perspective.

3.4.1 ALTERNATIVE/ADDITIONAL PRESENTATIONS AND EXERCISES

EXERCISE: IDENTIFY STRATEGIES FOR EU POLICY COMMITMENTS ON WOMEN, PEACE AND SECURITY

This exercise enables the participants to look closer at the EU policy commitments and how they can be implemented in a CSDP mission/operation.

Step 1: Divide the participants into groups and provide them with the handout *Key EU commitments on women, peace and security.* Give them time to read through the commitments.

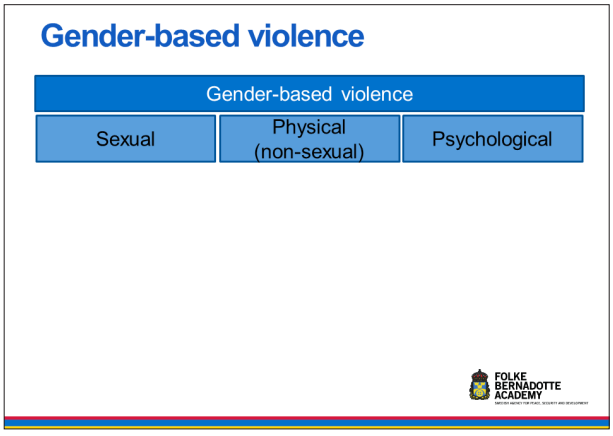
Step 2: Assign each group one (or more) commitment (s) and ask them to discuss what these commitments mean in practice and how they can be translated into concrete strategies of a CSDP mission/operation.

Step 3: Summarize the group discussions in plenary and write down the suggested strategies for each commitment.

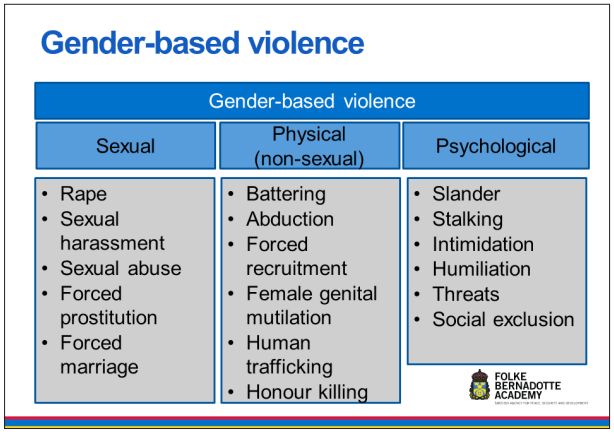
PRESENTATION: GENDER-BASED VIOLENCE

This presentation can be added for any training audience who needs to know more about gender-based violence, such as police or other rule of law personnel.

Step 1: Show the slide **Gender-based violence I** and explain that gender-based violence is defined as violence directed against individuals or groups on the basis of their sex. Such violence may be sexual, physical (but non-sexual) and/or psychological.



Step 2: Ask the participants for examples of gender-based violence (for each category). Write their suggestions on a flip-chart paper. Below are some examples (slide **Gender-based violence II**). Also consider how women, men, girls and boys are affected by these different forms of gender-based violence.



Step 3: Divide the participants into smaller groups and ask each group to think about possible strategies to prevent gender-based violence within all three categories.

Step 4: Gather in plenary, hold a common discussion and write down their suggested strategies. Below are some suggested strategies.

- Patrol certain areas at times where the risk of assault is high.
- Ensure separate washing and sanitary facilities for men and women in public buildings or IDP/refugee settings.
- Ensure streetlights at night where both women and men are moving.
- Establish special police desks for domestic violence with trained staff.
- Train police on how to identify and handle cases of domestic violence.
- Coordination mechanisms between health staff, police and lawyers for better case-management and follow-up.
- Train judges, lawyers and prosecutors on attitudes related to sexual violence.
- Military reform to strengthen the chain of command – sexual violence is more common in armed groups/forces with weak chain of command.
- Discuss different aspects of masculinity – both positive and negative – with men, not least men in uniform.

PROTECTION FROM GENDER-BASED VIOLENCE: THE CASE OF EUPOL RD CONGO

The EU used to support the government of the Democratic Republic of Congo to reform its police. To strengthen the role of the police forces as agents of protection, EUPOL RD CONGO and partners helped the national police forces to establish Special Units on child protection and gender-based violence. EUPOL RD CONGO also helped design and validate a national training manual on how to investigate sexual and gender-based violence. The purpose was to enable, through training and equipment, those Special Units to conduct professional investigations while protecting the victims and witnesses and thereby restoring trust with the rest of the population.

EXERCISE: POLICE HELP-LINE IN AFGHANISTAN

Step 1: Divide the participants into small groups and distribute the handout *Women Police Officers Helpline*. Ask them to read through and discuss what we can learn from this experience. What was good about this initiative? What were the possible mistakes?

Step 2: Gather back in plenary and hold a concluding discussion.

CONCLUDING POINTS

- The underlying idea of establishing a helpline was good. By establishing the helpline, harassment of female police officers was recognized to be a problem, the helpline was made accessible for all and it greatly improved confidentiality.
- The example reflects some common challenges. The helpline seems to have been implemented without ensuring ownership and real understanding within the MOI of how to handle complaints of a sensitive nature. The principle of free calls is good, but then resources need to be ensured. Moreover, the example shows that ensuring technical access may not be sufficient. The female police officers are also part of the Afghan society and as such they are both affected by and carriers of social values and attitudes that make it difficult for them to report on an individual basis.
- The example shows the importance of networks and group support. Due to social stigma, women are often prevented from talking about experiences of harassment. As a result, these experiences are marginalized and many women even think they are to blame. Networks where women can share experiences and support each other are therefore very empowering and often generate further action.
- Last but not least, the example points to the importance of working with the environment within the institutions that the women are being recruited into. This includes working with male police officers in order to change their perceptions of female police officers and what women who join the police can or cannot do.

HANDOUTS FOR SESSION III

HANDOUT:

ONE PAGER ON THE UNSCRS ON WOMEN, PEACE AND SECURITY

UNSCR 1325 (2000)
- First time that the Security Council debates women, peace and security
- Strong focus on the importance of women's equal and full participation in matters of peace and security including conflict resolution and prevention
- Gender perspective in peacekeeping missions and operations (gender mainstreaming)
- Ensuring that girls and women's specific needs are accounted for
- Protection from sexual violence and abuse in conflict

Participation	Protection
1889 (2009) • Reiterates women's equal and full participation at all stages of peace-processes • Strong focus on post-conflict and recovery processes • Indicators to be developed to implementation • Women's empowerment, particularly in view of their contribution to peace-building and reconciliation • End impunity for sexual violence in conflict	**1820 (2008)** • Keeps emphasis on women's equal and full participation • UN Security Council has a mandate on conflict-related sexual violence • Sexual violence in conflict as a tactic of war • End impunity for sexual violence in conflict • Reiterates no amnesty for sexual violence crimes • Opens up for sanctions
2122 (2013) • Explicitly links women's empowerment and gender equality to the maintenance of peace and security • Emphasizes timely information and analysis from different UNSC channels about the impact of war on girls and women • Women's equal participation in other areas of the Council's work • Increasing the number of women as well as gender expertise in all mediation teams • Interaction and involvement of women's civil society organizations • High-level review in 2015	**1888 (2009)** • Appointment of a Special Representative on sexual violence in conflict • Women protection officers and rapid response teams • Sexual violence in peace processes and mediation efforts • More systematic monitoring and reporting
	1960 (2010) • Exclusive focus on sexual violence • The 'naming and shaming list • End impunity and increase prosecution • Monitoring mechanism and reporting mechanism to be established • More female peacekeepers
2242 (2015) • Continued focus on women's participation, particularly in conflict prevention and mediation. • Strengthened gender perspective and need for gender expertise • Gender perspective on violent extremism/terrorism and women's role in preventing radicalization • Increased funding of the WPS-agenda • Requests strategy to ensure 50% women in military and police contingents • Gender targets as indicators for individual performance of senior managers • Boys and men as important partners	**2106 (2013)** • Operationalizes previous resolutions on sexual violence further and reiterates the importance of women protection officers and gender advisers • Strong link between gender equality/ empowerment and prevention and protection of sexual violence in conflict • Boys and men in the context of sexual violence in armed conflict

HANDOUT:

BRIEF SUMMARIES OF EACH RESOLUTION

- **UNSCR 1325** was adopted in October 2000. It is the first UNSCR on women, peace and security and as such it was groundbreaking. The resolution places a strong emphasis on the importance of women's full and equal participation in peace building and stresses their contributions to conflict resolution. It calls for an increase in the number of women in peace-keeping missions and the provision of specialized training for peacekeeping personnel. It states that all peacekeeping operations and peace building efforts should be implemented with a gender perspective in order to ensure that women's specific needs have been considered. The resolution further calls on all parties to a conflict to uphold international law, respect human rights and protect women and children from all forms of sexual violence in conflict and calls on proper prosecution of those responsible for such acts. In this context, it also stresses the need to exclude such crimes from amnesty provisions.
- **UNSCR 1820** was adopted in June 2008. While continuing to stress the importance of women's full and equal participation in matters of peace and security (not the least in developing protection measures), it zooms in on the need to stop systematic and widespread sexual violence in conflict and ensure adequate support for survivors. The resolution calls sexual violence a tactic of war and recognizes its relevance for international peace and security. It calls on all parties to a conflict to protect civilians and to end impunity for those responsible for such acts, while stating the intentions of the Security Councils to take appropriate action against widespread or systematic sexual violence in situations on their agenda. The resolution further speaks of the possibility of considering targeted and graduated sanctions against parties to situations of conflict who commit systematic sexual violence. It also calls on the UN to develop training programmes for peacekeepers, to implement the policy of zero tolerance of sexual exploitation and abuse and to develop effective guidelines. Last, but not least, the Secretary General is requested to submit a report regarding the implementation of this resolution.
- **UNSCR 1888** was adopted in September 2009. This resolution reiterates and follows up on UNSCR 1820 by introducing a number of institutional measures. Most significantly, this resolution requests the Secretary-General to appoint a Special Representative on sexual violence during armed conflict. It further calls for arrangements of teams of experts to be rapidly deployed to areas of particular concern in order to support national governments in prevention and protection efforts and requests the identification of "women protection advisors" within peacekeeping missions. It calls for states to end impunity through legal reform and proper procedures and requests a systematic monitoring and reporting of conflict-related sexual violence.
- **UNSCR 1889** was adopted in October 2009. This resolution reinforces the call to strengthen women's equal and full participation in all stages of peace processes, but with a specific focus on the post-conflict and early recovery phase. The resolution introduces language about women's empowerment, particularly in relation to peace-building efforts and calls on member states to stop impunity for perpetrators of sexual violence. Moreover, it states the Council's intention to ensure that the promotion of gender equality and the empowerment of women in post conflict situations is included in new mandates of United Nations missions. Last, but not least, this is the resolution that calls for the development of indicators to track the implementation of UNSCR 1325.

- **UNSCR 1960** was adopted in December 2010 under the US presidency of the Security Council (as was UNSCR 1820 and 1888). It focuses exclusively on sexual violence in armed conflict and makes the link between such crimes and the lack of international peace and security. It requests the Secretary General to establish a monitoring and reporting mechanism and stresses the need for clear guidelines for peacekeepers. It emphasizes the urgency of ending impunity and encourages the Secretary-General to include in his annual report a so-called naming and shaming list with details of parties to an armed conflict (on the Council's agenda) that are credibly suspected of being responsible for acts of sexual violence. It furthermore encourages the Member States to send more female military and police to peacekeeping operations.
- **UNSCR 2106** was adopted in June 2013. This is the fourth resolution with a specific focus on sexual violence in conflict. This resolution reinforces previous resolutions but develops the operational specifications further, calls for the Secretary General to accelerate the monitoring, reporting and analysis arrangements on sexual violence and reiterates the importance of women protection officers and the gender advisers. It recognizes the fact that sexual violence in conflict affects boys and men and explicitly states the important link between women's empowerment and efforts of prevention and protection. As such, it is considered to take a more integrated approach to protection, thereby bridging the two tracks of participation and protection.
- **UNSCR 2122** was adopted in October 2013. This resolution is by many considered to be the most far-reaching WPS resolution. It takes a holistic approach and talks explicitly about the links between gender equality and sustainable peace and security. It strongly reinforces the importance of women's full and equal participation in all discussions of relevance to the prevention and resolution of armed conflict and puts forward a number of ways for the UN to ensure that women, peace and security issues are incorporated in discussions and updates pertaining to the Council's agenda. It also emphasizes the importance of consulting and supporting women's civil society organizations and establishes the intention to hold a high-level review meeting in 2015 to follow up on the implementation of the commitments of UNSCR 1325 and its follow-up resolutions.
- **UNSCR 2242** was adopted in in October 2015. This resolution builds on the findings of the global study of 2015 (and the other reviews of peacekeeping operations) and calls for the Secretary General to follow-up on the implementation of its recommendations. It reiterates the call for women's meaningful participation in all efforts related to peace and security, with a particular focus on conflict prevention and mediation efforts and requests the Secretary-General to present a strategy aimed at doubling the numbers of women in military and police contingents of UN peacekeeping operations. It recognizes the need to strengthen a gender perspective in the work of the Council and states the intention to convene meetings with an informal expert group on women, peace and security and to invite women's civil society organizations for briefings. Furthermore, the resolution highlights the need of a gender perspective on violent extremism and terrorism as well as women's important role in preventing radicalization. It also emphasizes the need of gender expertise in the different UN structures, including in sanction committees, and urges the Secretary General to include gender targets as indicators of individual performance when appointing senior managers within the UN. The resolution calls for increased funding of the women, peace and security agenda and specifically mentions boys and men as important partners.

HANDOUT:

KEY EU COMMITMENTS ON WOMEN, PEACE AND SECURITY

The below commitments are drawn from the EU policy documets.

1. Ensure gender mainstreaming and implementation of UNSCR 1325 and UNSCR 1820 from the early planning to the conduct of CSDP missions and operations.
2. Improve women and men's equal representation in all bodies involved in preparing CSDP missions/operations.
3. Promote the role of women as actors in peace building.
4. Integrate a gender perspective into policies, programmes and projects, the information strategy of the mission/operation and when conducting different out-reach projects to the local community, monitoring and data collections.
5. Include gender aspects, including information on gender based violence as well as the role of local women as actors in the regular and frequent reports by the EU Special Representatives, Heads of Missions or Commanders, as well as in the reports provided by each component of the mission/operation, to their Chain of Command.
6. Include information from local and international organizations working on human rights and gender equality in reports.
7. Request Member States to include training on UNSCR 1325 and 1820 in their pre-deployment training.
8. Include incidents of gender-based violence in early warning and situation analysis.
9. Set-up clear and appropriate provisions for the handling of gender-related complaints, including sexual assault and sexual harassment within the CSDP missions.
10. Include a gender perspective within DDR and SSR programmes.
11. Work closely with local civil society and coordinate actions with international partners working on gender equality and human rights.

HANDOUT:

WOMEN POLICE OFFICERS' HELPLINE IN AFGHANISTAN

Harassment of female police officers in Afghanistan is widespread. Female police officers have low status and are often perceived to be prostitutes. For many women, being a police officer is a last resort and many of them are single breadwinners. The Female Police Help Line, or as it was later called, the Female Police Help Desk, was established by the Ministry of Interior (MoI) in 2011 with the support of EUOPL and UNAMA in order to offer a safe and confidential reporting mechanism of harassment cases. The line was free and open to all female police offers across the country and the cases were meant to be handled by the Human Rights and Gender Directorate centrally. Previously, the reporting system followed the chain of command and was lacking in confidentiality. Most often women were persuaded/threatened or bribed to withdraw their reports. Five staff were recruited to receive and register complaints.

A few years later, when EUPOL followed up on the project, several problems were found. Out of the five staff, only the head of the unit was a woman, while the others were men. The unit was co-located with the media department, without even a separating wall and the calls were not free. At a closer look, very few calls concerned harassment or violations but most focused on administrative issues and problems. Another challenge was that the reports about violations/ harassment that did come in got stuck in the system and were never adequately addressed. Hence, overall, the system did not work.

With time, however, a network of female police officers was created in the provinces and gradually this structure came under the wing of the Human Rights and Gender Directorate at the MoI. Through this network, the female police officers could meet and strengthen each other and a practice where complaints were forwarded collectively was developed. That way, the women did not risk their personal safety. This network has not been without problems, but it has increased their leverage.

Discussion:

- **What do you think was good about this project? What do you think were the mistakes?**
- **From the above, what can we learn from this example?**

UNIT IV

KEY GENDER CONCEPTS

4.1 PURPOSE

In order to effectively integrate a gender perspective we need to understand the underlying causes of why we need a gender perspective. The purpose of this unit is to introduce some of the key concepts that underpin a gender perspective in order to provide a common conceptual framework.

4.2 KEY MESSAGES

- Gender is about the social/cultural expectations and conditions of being a boy/girl, woman/man in a specific society at a specific point of time.
- Gender is dynamic: it is influenced by other social conditions (economic, age, ethnicity, sexual identity, religion, urban/rural etc.) and changes over time.
- Gender influences women's and men's perspectives, opportunities, interests and needs.
- All societies are more or less organized along principles that divide women and men into two social spheres: one female and one male. Together these social spheres make up the so called gender structures.
- The gender structures provide women and men with different access to and control over resources. As such they generate gender inequalities, most often to the disadvantage of women. But men are also adversely affected by gender structures.
- Both women and men participate in upholding these structures through attitudes, behaviours and interactions.
- A gender perspective means that we recognize that you cannot understand the situation of girls/women in isolation from the situation of boys/men and vice versa.

4.3 NOTES TO THE TRAINER

- This unit focuses on some of the key concepts that underpin a gender perspective and as such it lays the foundation for understanding why we need a gender perspective. It aims to do so in a practical way. It is always good to have more concrete examples, if possible contextual to the training audience, that show how gender structures affect girls/boys/men/women in specific places.
- The exercise *Gendered division of labour* is a good way to visualize the division of labour between women and men, and as such you can use it both before and after the gender structures exercise. The samples are based on interviews with families in Georgia. If your training is context specific, make sure you adapt the samples so that they are realistic to the context.
- Sometimes people don't like to talk about gender stereotypes. In such situations explain that the purpose is not to reinforce any stereotypes but rather to expose them in order to see how they affect us on different levels. If anyone questions the

existence of stereotypes, provide concrete examples of how stereotypes are used in e.g. commercials, films, and children's toys and clothes shops.

- The exercises Gendered division of labour and Gender structures are mutually reinforcing but they can also be used separately. The Gender structures exercise is more conceptual and as such it tends to take more time.

4.4 PRESENTATIONS AND EXERCISES

EXERCISE: THE GENDERED DIVISION OF LABOUR

Step 1: Divide the participants into smaller groups and distribute the handout *24 hours in the lives of three families*[4]. The handout provides examples of the different tasks undertaken by the man and the woman in three different households during 24 hours. Ask the groups to compare the examples and discuss the conclusions they draw from the three examples.

Step 2: Hold a common discussion. What are their reflections? Below are some possible reflections.

- Women and men have different tasks and responsibilities.
- Women have more responsibilities in the home. Men have more responsibilities outside of the home.
- Women tend to get up earlier and go to bed later than the men.
- Women tend to have less free time.
- Conflict affects the social roles. As is reflected in the IDP family, men might find it difficult to keep their social role and thereby identity and dignity in situations of displacement. Women seem to more easily keep their social responsibilities and thereby sense of being during times of displacement.
- There are both differences and similarities. All three households have a clear division of roles and responsibilities between the man and the woman, but the exact division differs depending on whether the household is urban, rural or displaced.
- If you use this exercise without the gender structures exercise below, you can still use some of the concluding points below.

EXERCISE: THE GENDER STRUCTURES

Step 1: Draw the below model on a flipchart.

Femininity:	Masculinity:
Women's traditional roles:	Men's traditional roles:

[4] This exercise is a variation of an exercise found in Suzanne Williams, Janet Seed and Adelina Mwau (1994) "The Oxfam Gender Training Manual", Oxfam UK and Irland: London. In its original version the participants are asked to fill out what they do during 24 hours.

Step 2: Ask the participants to come up with words that describe:

a. Femininity (stereotypes)

b. Masculinity (stereotypes)

c. Women's traditional roles and responsibilities

d. Men's traditional roles and responsibilities

- Tell them that you are looking for the stereotypes – not their personal opinions or examples from real life.
- The purpose of the exercise is to provide them with a model that will help to analyse and understand existing gender structures and how these structures generate gender inequalities.

Write down their examples in each square.

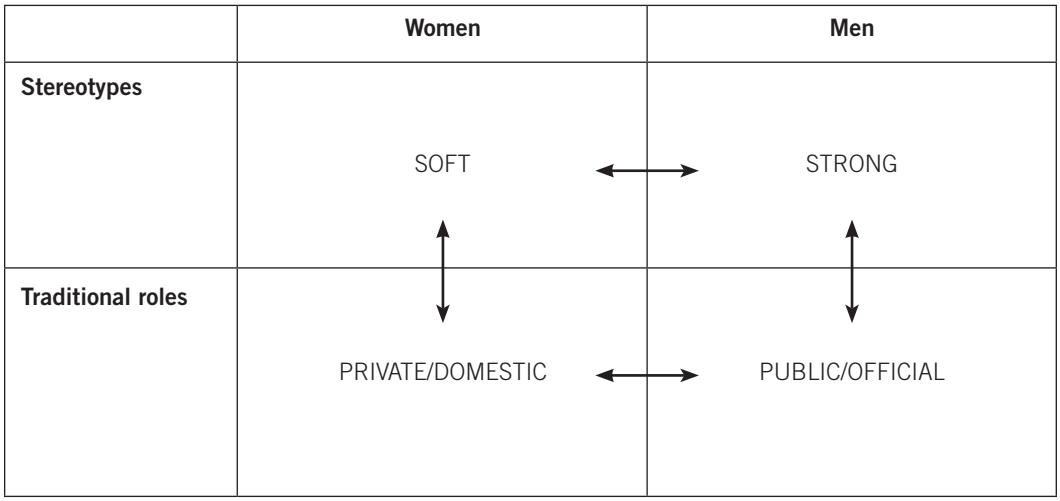
Example of filled table

Femininity: Weak Emotional Dependent Social Soft Peaceful Faithful Patient Passive	**Masculinity:** Strong Rational Independent Unsocial Hard Aggressive Unfaithful Impatient Active
Women's traditional roles: Mother Care-giver Cook Assistant Nurse Housewife Home gardening Cleans Washes clothes	**Men's traditional roles:** Chief Leader Commander Breadwinner Decision-maker Politician Construction worker Fire fighter Provide protection Works the fields

Step 3: Review the results and discuss:

- What are their immediate reflections?
- Do these stereotypes and social roles reflect reality?
- Are they relevant everywhere?

Step 4: Explain the model. Below is a simplified version. Draw it on a flip-chart and mark the different spheres and their interrelations.



Step 5: Sum up with the below points (preferably by weaving them into the discussion).

CONCLUDING POINTS

- **Gender structures.** All societies are more or less organized along principles that divide women and men into different social spheres. Taken together these social spheres make up what we refer to as gender structures. These structures consist of stereotypes or social norms that characterize male and female behaviour and traditionally defined roles and responsibilities between women and men.
- **Private and public spheres**. In most societies women are more associated with responsibilities that concern the domestic and private sphere, while men are more associated with the public sphere. This division is, as we have seen, reflected in women's and men's different security needs: women's security needs are frequently found in the private sphere or considered to be private (e.g. domestic violence, sexual assault, reproductive health issues). In contrast, men's security needs tend to be seen as public (political arrests, abductions, torture, gang fights, unemployment).
- **Gender relations**. It is important to remember that even though the male and female social spheres are marked by difference (domestic/private vs. public/official), they are still interdependent; they are two parts of the same structures and one cannot be understood in isolation from the other. This is why we speak of gender relations and the fact that we cannot understand the situation of women without understanding the situation of men (and vice versa). This is also why we say that gender is not only about women, but also about men.
- **Gender structures are neither static nor uniform**. The above is a model to identify the

underlying gender structures. However, it is clear that reality is much more diverse. Some societies are rigid and leave little space for individuals to go against the traditional division of labour. Yet others have women in public leadership positions and men increasingly engaged in domestic chores and childcare. From this we learn that the gender structures are neither static nor uniform, but constantly changing. Moreover, in reality there are many different masculinities and many different femininities.

- **Balance between structures and individuals**. This brings us to a challenging but important point. While we need to be aware of existing gender structures and how they affect groups of people (women, men, girls, boys) we need to keep in mind that they affect *individual* women and men in different ways. Hence, we need to be careful not to make assumptions about individuals based on general observations. Nor can we draw general conclusions based on a few individual cases.

PRESENTATION: DIFFERENT DIMENSIONS OF GENDER

Step 1: Show the slide **Different dimensions of gender** and explain that the gender structures affect us on different social levels: the individual, the institutional and the communal/ societal.

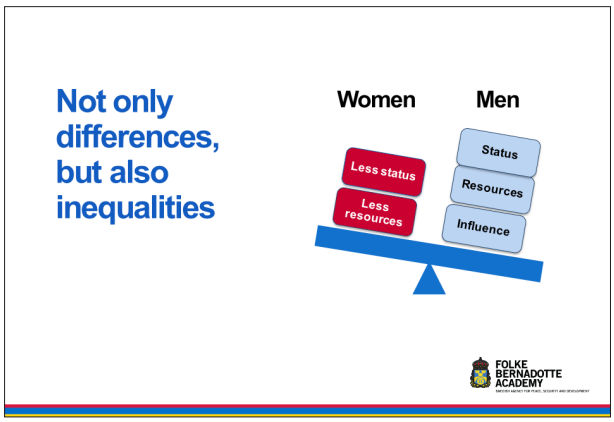


NOTES TO SLIDE

- **Individual**. As we grow up, we are socialized into the gender expectations of our society. As a result, gender becomes a fundamental dimension of our personal identities. In more 'gender flexible' societies, people may distance themselves from the traditional gender norms. Regardless, gender is an integral dimension of how we look at ourselves and is therefore related to personal and deeply held values about who we are (and who we want to be). This is why discussions about gender sometimes become very personal and sensitive.
- **Institutional**. Gender structures also affect institutions and organizations. The gendered nature of an organisation may be reflected in the representation of men and women, the division of roles between women and men at the workplace, the working culture (is it expected to work long hours and stay late?), recruitment and promotion policies, decision-making routines, sexual harassment policies etc.
- **Communal/societal**. Gender influences our communities and societies in different ways in areas like the distribution of labour, laws, access to healthcare, political participation etc. As a result boys/girls, women/men have different needs, concerns, interests, rights and opportunities.

PRESENTATION: GENDER INEQUALITIES

Step 1: Show the slide **Not only differences, but also inequalities**.



NOTES TO SLIDE

- **Not only differences, also inequalities**. The problem with the gender structures is that they do not only uphold differences, they also produce inequalities.
- **Women tend to have less status, influence and access to important resources**. Women's traditional roles provide less access and control over important resources and they tend to be less valued and have lower status. Moreover, they provide less opportunity to participate in and influence important (public) decisions. In other words, the gender structures generate gender inequalities, most often to the disadvantage of women. Gender inequalities manifest themselves in different ways. Below are some CSDP relevant examples.
  - Land is an important asset in many countries. Globally, only 10–20 of every 100 land-owners are women.[5]
  - Women are excluded from peace negotiations. From 1992 to 2011 only 9 % of negotiators at peace tables were women.[6]
  - Only 22 % of all national parliamentarians were female as of January 2015, a slow increase from 11.3 % in 1995.[7]
  - Women make up 50 % of the world's population, yet account for an average of 9 % of the world's police and 27 % of the world's judges.[8]
  - One in three women throughout the world experiences physical and/or sexual violence by a partner.[9]
  - Women often face major barriers when navigating the formal justice system, resulting in denied access to justice. Examples of barriers are:
    - Cost, distance and language barriers
    - Lack of knowledge of their rights or the formal justice system
    - The threat of social sanction or stigma if they approach the formal justice system.

[5] World Bank, World Development Report "Gender Equality and Development", 2012, p 366. 3,00.html/0,,contentMDK:22999750~menuPK:8154981~pagePK:64167689~piPK:64167673~theSitePK:7778063,00.html

[6] UN Women, http://beijing20.unwomen.org/en/infographic/beijing-at-20, updated February 2015, Accessed on May 28 2015

[7] http://ipu.org/pdf/publications/wmnmap14_en.pdf

[8] United States Department of State, Bureau of International Narcotics and Law Enforcement Affairs (INL) Guide to gender in the Criminal Justice System, 2013, p 11

[9] UN Women, Progress Report UN Women: page 31: http://progress.unwomen.org/en/2015/chapter1/, 2015,page 50 and http://apps.who.int/iris/bitstream/10665/85239/1/9789241564625_eng.pdf

- **Men are also negatively affected by the gender structures**. Even if the gender structures on an overall level are more disadvantageous for women, men are also affected negatively by the gender structures. Some examples include:
  - Men are seen to be more political than women. As a consequence, they are much more affected by political violence, torture, unlawful arrests and abductions.
  - Even though both boys and girls are recruited into armed forces and groups, it is still more common for boys and men. Hence, they are also more likely to be killed in active fighting.
  - Although sexual violence is more common against girls and women, boys and men are also victims. Statistics suggest that one in three victims of domestic assault are male. Sexual violence against boys and men tend to be an even more serious social taboo (than sexual violence against girls and women). As a consequence, sexual violence against boys and men is still a neglected concern.
  - Men often have a heavy responsibility to provide for their families. Failure to do so may cause severe psychological suffering and in some parts of the world this is a common cause of suicide among men.
- **Gender inequalities are structural**. Understanding gender inequalities as a structural problem helps us to go beyond discussions about 'good women' and 'bad men'. It is the structures that are the problem and need to change. The gender structures consist of both men and women. Hence, women also contribute to upholding these structures.

PRESENTATION: CONFLICT AFFECTS THE GENDER ROLES

Step 1: Show the slide **Conflict affects the gender roles**.



NOTES TO SLIDE

- **Conflict affects the gender roles**, particularly as it forces people to take on new roles. As men (more often) are drafted into armed forces, women are left to fend for their families and forced to take on new public roles as both community leaders and family breadwinners. This leaves us with a contradiction: while conflict inflicts tremendous loss and suffering on both women and men, it can also open up opportunities for empowerment and increased status of women. It is important for CSDP staff to understand such social dynamics in order to support – and capitalize on – such changes whenever appropriate.

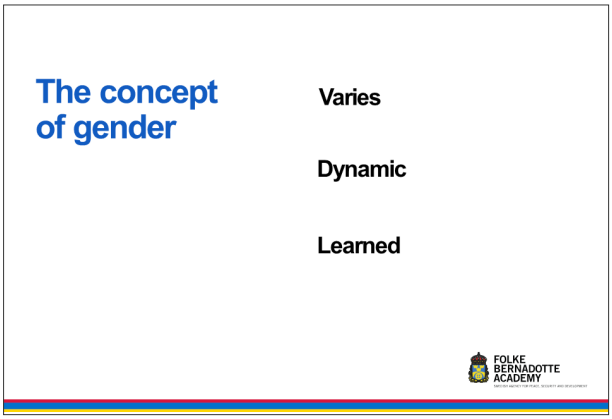
WOMEN DURING THE REVOLUTION IN LIBYA

Despite the social pressures on some women to refrain from political participation, many women played a crucial role in the protests that began in Benghazi in February 2011 and then sparked the uprising that led to Gaddafi's fall. They helped organize demonstrations, they documented human rights abuses, and they circulated information through social media. As the conflict intensified, Libyan women provided medical, logistical, and other support to opposition armed groups, including smuggling ammunition and feeding fighters. Iman and Selwa Bugaighis, sisters and respectively a human rights activist and lawyer in Benghazi, were among the key organizers of the protests from the first demonstrations in February 2011. "The revolution was an earthquake to the cultural status of women in Libya," Iman told Human Rights Watch. "We don't want to lose what we've gained as Libyan women." Selwa echoed this view: "We had never participated before in protests, these were taboo. The revolution made us proud to be there on the front line and men were forced to accept us. But now there are some who think it is time for women to go home" (The above is an excerpt from the Human Rights Watch report *A revolution for all* from 2013, page 11).

- **During conflict young men and women (boys and girls) are recruited into armed groups, but often for different purposes**. Girls/women are often recruited to take on support functions (cooks, messengers, spies, sex-slaves etc.), there are many armed groups (e.g. in Sri Lanka, Sierra Leone, Mozambique, El Salvador, Colombia, Eritrea etc.) who recruit and train women for combat functions, even if it is uncommon for women to get into more senior, commanding, positions.
- **Men and displacement**. During displacement and as refugees, men often lose access to work opportunities and thereby the ability to provide for their families (their traditional gender role). This often leads to a loss in self-esteem (lost gender identity) as well as social status and respect, which in turn may result in social problems of increased levels of suicide, alcoholism and domestic violence. From this perspective, women tend to manage displacement better. Their role to care for the children and the extended family remains and often becomes heavier. While this brings different kinds of hardships, it doesn't affect their sense of worth and identity in the same way.
- **Men are also victims and women are sometimes perpetrators**. Contrary to common assumptions, women are also found to be perpetrators of both sexual and other forms of violence during conflict, just as men are victims of sexual and other forms of violence.

PRESENTATION: THE CONCEPT OF GENDER

Step 1: Show the slide **The concept of gender**. Explain that the gendered division of labour often is perceived to be complementary and natural and as such a result of our inner nature. However, the changing nature of the gender structures suggests that it is more useful to understand the situation of girls/boys, women/men in social terms rather than biological. It is this understanding that has prompted the concept of gender. In order to distinguish between gender and sex, this definition is common.



NOTES TO SLIDE

- **Gender varies**, while sex is universal. Gender varies, while sex is universal. The way we define a man as male and a woman as female is the same everywhere, gender varies between and within societies; the expectations and conditions for girls and women (or boys and men) are not the same everywhere.

  Example: The biological definition of a boy is the same in South Africa and Denmark but the expectations, needs and opportunities of boys in Denmark and South Africa are very different.

- **Gender is dynamic**. Gender changes over time, while sex is relatively constant – it only changes with help of surgery or over long periods of time, while gender changes within shorter periods of time. Moreover, gender is influenced by other social factors (economy, culture, religion, urban/rural, age etc.).

  Example: Girls and women's opportunities have changed dramatically in many places over the past 50 years.

  Example: Gender is not the only dimension that affects a person's life. Economic situation, ethnicity, age and where one lives (urban/rural) are other aspects that heavily influence a person's life. This means that we cannot talk about women and men as homogeneous groups. A white, rich woman is likely to have more opportunities than a black, poor man.

- **Gender is learned.** Gender is the social understanding of what it means to be a man, woman, boy or girl in a specific context. As such, gender is something that we learn as we grow up. To hold hands among friends is considered to be feminine in many cultures while it's commonly seen amongst men in other cultures. This is an example of how what is perceived to be masculine or feminine is something we learn. Another example is the colour pink which often is associated with girls while it, at other times in history, was associated with manly traits. Interests and preferences of women and men aren't written in stone and societal expectations and norms is something that we learn at a young age.

PRESENTATION: WATCH OUT FOR STEREOTYPES

Step 1: Show the slide **Watch out for stereotypes** and discuss the importance of being aware of our own stereotypes.



NOTES TO SLIDE

- **Gender stereotypes are powerful**, both because they reflect deeply held social values and because they align with our immediate reality: young men are more often members of armed groups, and women are more often home taking care of the children. But stereotypical assumptions can lead to serious mistakes, not the least in conflict situations. Below are a few examples of how gender stereotypes are played out in conflict settings.
- **War and conflict has traditionally drawn on stereotypes** of men as soldiers who protect the nation, and women as sacrificing wives and mothers (whose central role is to give birth to sons who can be brought up to be new soldiers).
  In times of internal conflict, young men tend to be strongly suspected of being members of different armed groups and are therefore at higher risk of being abducted, tortured and even killed.
- **The perception of women as peaceful and innocent** has repeatedly been used by armed groups. It has also helped women escape from being caught. Some examples below:
  - The Tamil Tigers in Sri Lanka sometimes used seemingly pregnant women for suicide attacks. This enabled them to get very close to high-security installations.
  - In the Middle East women have smuggled weapons under their clothes through checkpoints without being caught.
  - In Argentina the Mothers of Plaza de Mayo gathered for weekly demonstrations in front of the presidential palace, demanding to know what had happened to their children who had disappeared during the military dictatorship. Framing their demands as mothers de-politicized their actions. But in fact they were political in a way that few people dared – or could be – at that point of time in Argentina.
  - In Palestine, a female news-photographer escaped being arrested during a curfew: the Israeli soldiers only checked the ID cards of her male Israeli colleagues.

Step 2: Remind the participants that gender perceptions sometimes affect the work of a CSDP mission/operation. See example in the box below. Ask for more examples.

ARMY REFORM AND PERCEPTION: THE CASE OF DRC

In the Democratic Republic of Congo (DRC), men and women in uniform do not have a good reputation among the civilian population. A man in uniform is often perceived to be violent, brutal and uneducated while a woman in uniform is perceived to be a mistress to the high-ranking officers and an illiterate. In order to address these negative perceptions EUSEC RD CONGO with other partners organized training for more than 40 doctors, paramedics and nurses from the army and police medical facilities on immediate medical care for survivors of sexual violence. The purpose was to ensure better access to medical care but also to improve the image of men in uniform.

4.5 HANDOUTS FOR SESSION I

HANDOUT:

24 HOURS IN THE LIVES OF THREE FAMILIES

A day for a rural family in X-land

TIME	WOMAN	MAN
05.00 AM		Wakes up, prepares himself and takes cattle out to the meadow
06.00	Wakes up, prepares herself Fetches water and looks after the animals	Eats breakfast
07.00	Prepares breakfast and wakes up children Prepares them to go to school	Goes to market to sell hazelnuts from last harvest
08.00	Easts breakfast and washes the dishes	At the market
09.00	Organizes the house Cleans, washes the clothes	At the market
10.00	Goes out in the hazelnut fields and garden to take care of greens and crops	Goes to a meeting with other farmers to discuss possibilities to raise new markets
11.00	Works in the fields	Picks up children from school
12.00	Does housework and prepares for lunchtime	Has lunch together with rest of family
01.00 PM	Serves lunch and eats together with the family Cleans up	Takes a nap
02.00	Helps children with homework Talks to husband	Talks to wife
03.00	Works in the field with the rest of the family to prepare for the next hazelnut harvest	Works in the field with the rest of the family to prepare for the next hazelnut harvest
04.00	Same as above	Same as above
05.00	Organizes the house	Same as above
06.00	Washes the laundry	Takes the cattle back home
07.00	Prepares dinner	Takes care of the cattle
08.00	Has dinner with family Washes the dishes	Has dinner with family
09.00	Visits extended family – or engages in community work	Watches TV - news at 21:00 Goes to the street to have a talk to neighbours
10.00	Takes the children to bed.	Same as above
11.00	Takes care of household and prepares to go to bed	Same as above
12.00	Goes to sleep	Goes to sleep

A day for an urban family in X-land

TIME	WOMAN	MAN
05.00 AM		
06.00	Wakes up	
07.00	Prepares breakfast and school boxes, washes dishes	Wakes up
08.00	Goes to work	Drinks coffee, goes to work
09.00	At work	At work
10.00	At work	At work
11.00	At work	At work
12.00	Leaves work	At work
01.00 PM	Comes home and prepares lunch	At work
02.00	Picks up the children Goes Shopping Goes home to make lunch	At work
03.00	Eats lunch Washes dishes	Leaves work and eats lunch at home
04.00	Organizes and cleans the house Helps the children with home work Washes the clothes Contacts family and friends	Visits friend
05.00	Organizes the washed clothes while children watch TV	Attends a Lions Club meeting
06.00	Drinks coffee with family members/neighbours	
07.00	Prepares dinner	Goes shopping on the way home
08.00	Serves and eats dinner, washes the dishes	Eats dinner
09.00	Bathes the children, takes them to bed Prepares food for children for the next day	Helps with putting the children to bed
10.00	Chats with husband	Chats with wife
11.00	Goes to bed	Watches TV
12.00		Goes to bed

A day for an IDP family in X-land

TIME	WOMAN	MAN
05.00 AM		
06.00	Wakes up	
07.00	Prepares breakfast	Wakes up
08.00	Gets the children ready for school	Kills time/chats outside
09.00	Eats breakfast and washes	Eats breakfast
10.00	Works in the kitchen garden	Kills time
11.00	Goes to the market	Kills time
12.00	Visits relatives	Kills time
01.00 PM	Comes home and prepares lunch	Picks the children up from school
02.00	Eats lunch	Eats lunch
03.00	Washes dishes	Takes a nap and collects the children from school
04.00	Helps children with homework	Goes to bar
05.00	Cleaning	Goes to bar
06.00	Prepares dinner	Goes to bar
07.00	Eats dinner and washes up	Comes home and has dinner
08.00	Puts the children to bed	Watches TV
09.00	TV or meets with friends/family	Watches TV or meets with friends/family
10.00	Watches TV	Watches TV/or meets with friends
11.00	Goes to sleep	Watches TV/or meets with friends
12.00		Goes to sleep

UNIT V INTEGRATING A GENDER PERSPECTIVE

5.1 PURPOSE

This unit looks at gender mainstreaming and how we integrate a gender perspective into the work of a CSDP mission/operation.

5.2 KEY MESSAGES

- Equal rights, equality and non-discrimination are fundamental principles of the EU and CSDP. The senior leadership in CSDP missions/operations are ultimately accountable for ensuring that the mission/operation upholds these fundamental EU principles.
- The immediate purpose of gender mainstreaming is to ensure that boys/men, girls/women are not discriminated against and will benefit equally from policies and actions. It is important to ensure that policies and actions do not exacerbate or perpetuate gender inequalities. The long-term objective for gender mainstreaming is to promote gender equality.
- Gender mainstreaming is enabled by close cooperation between thematic experts like the gender and human rights advisers and other CSDP staff. The essence of gender mainstreaming is that a gender perspective should be an integrated part of overall policies, procedures and activities.
- A gender perspective deepens our understanding and analysis. We integrate a gender perspective by asking questions that help us understand what men and women do, where and when and what kind of resources they have access to and control over. This includes asking questions about attitudes, status, security needs, rights and opportunities. A gender perspective helps us design gender sensitive policies, procedures and activities that address issues of equal opportunities, representation and protection.
- Let the tools inspire you and use them creatively to suit your specific context and task!!

5.3 NOTES TO THE TRAINER

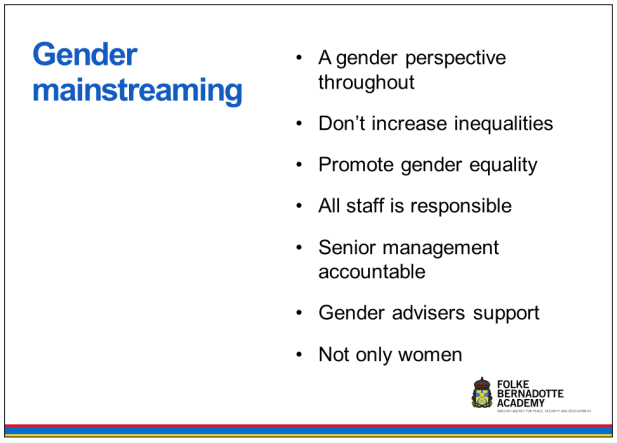
- An important purpose is to de-mystify the concept of gender mainstreaming and make the participants feel that the integration of a gender perspective is something doable that ultimately is about asking a number of extra questions.
- This component provides a number of concrete examples, but you are always encouraged to use your own examples.
- The analytical tools should be used with creativity. They are there to inspire us, but will need to be adapted to every specific context.

5.4 PRESENTATIONS AND EXERCISES

PRESENTATION: GENDER MAINSTREAMING

Step 1: Ask the participants about their understanding of gender mainstreaming and have a common discussion. What is it? What does it mean?

Step 2: Show the slide **Gender mainstreaming**.



NOTES TO SLIDE

- **Gender mainstreaming calls for the integration of a gender perspective at all stages and all levels of an organization/mission/operation** in order to make sure that the needs, concerns and experiences of boys/men and girls/women are taken into account when planning, implementing and evaluating policies and actions. In order to ensure a gender perspective during the implementation and follow-up phases, it has proven very important to ensure that a gender perspective is integrated at the early planning stages.
- **Short and long-term purpose of gender mainstreaming**. The immediate purpose of gender mainstreaming is to ensure that boys/men, girls/women will benefit equally from policies and actions but also to prevent policies and actions from exacerbating and perpetuating gender discrimination and inequalities. The long-term objective for gender mainstreaming is to promote gender equality.
- **All CSDP staff is responsible for gender mainstreaming**. This is the essence of the strategy: a gender perspective should be an integrated part of overall procedures and doings. Gender Units/Gender Advisers/Gender Focal Points are there to guide and support the process. Senior management is ultimately accountable.
- **Gender mainstreaming is not the same as policies and projects that only target women**. However, such policies and projects may be the result of gender mainstreaming in the sense that they are aiming to address women's structural disadvantage or specific inequalities. As such, gender mainstreaming and gender specific policies should be seen as complementary and mutually supporting. E.g. the promotion of gender parity has proven beneficial to gender mainstreaming.

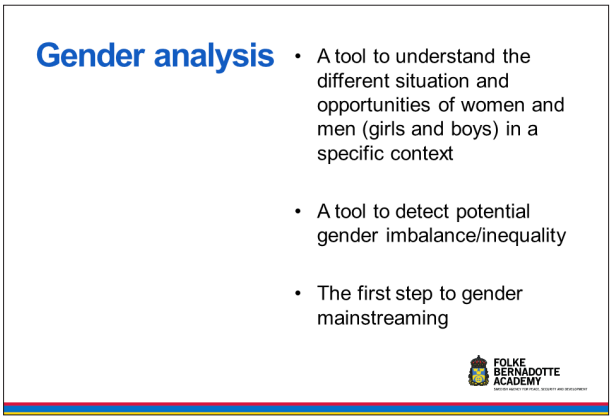
INTEGRATION OF A GENDER PERSPECTIVE IN EUTM MALI

The EUTM Mali is an example of successful gender mainstreaming within a CSDP mission. By including gender in operational documents and gender specific training of staff, the mission has taken important steps to promote gender mainstreaming. The EUTM Mali recognizes the challenges to implement a gender perspective but has nevertheless worked continuously towards facing these. One example is that the implementation of the mission mandate should be done with a gender perspective in both internal and external tasks. Also, the MISPLAN states that a gender perspective should be systematically addressed during all phases of the mission. There is also an SOP on gender, which ensures the integration of a gender perspective throughout the mission. This makes the gender integration more strategic.

PRESENTATION: GENDER ANALYSIS

Step 1: Tell the participants that in order to integrate a gender perspective into our activities, we need to do a gender analysis. Gender analysis is a tool for gender mainstreaming and often the first step to gender mainstreaming.

Step 2: Show the slide **Gender analysis**.



NOTES TO SLIDE

- **Gender analysis helps us identify women's and men's different needs and opportunities**. Gender analysis is a tool used to understand the social dynamics (gender relations) within a group and that helps us to identify people's different needs and opportunities, positions, status, and ability to participate in and influence different processes.
- **Gender analysis helps us identify how women and men are affected by actions and policies**. A gender analysis helps us to identify how policies or actions affect different groups of people (women, men, boys and girls) during the planning, implementation and evaluation of policies and actions.
- **Gender analysis helps us identify potential gender imbalances and inequalities**. The immediate purpose of applying a gender perspective in the context of CSDP is to make sure that groups of people are not adversely affected by policies and actions of the mission/operation.
- **Gender analysis is the first step to gender mainstreaming.**

PRESENTATION: WHY WE NEED A GENDER PERSPECTIVE

Step1: Before we move on to see how we practically do a gender analysis, we will look at some concrete examples that show why it is important to have a gender perspective.

Step2: Show one or more of the below examples (see slides) that indicate why it is important to have a gender perspective. Ask the participants to reflect: what happened? What are the issues? If time is tight, recount the examples without extended discussions or limit the number of examples.

EXAMPLE 1: WHY WE NEED A GENDER PERSPECTIVE

An international organization was building wells in a village in Mali. They spoke to the village leaders about the location of the wells and built accordingly. As a result the wells were built close to the agricultural lands, but far from the houses. As a consequence, the burden for women to fetch water was increased.

What did they do wrong?

POINTS FOR EXAMPLE 1

- The organization only spoke to the village leaders, who spoke about the location of the wells from their perspective. But they failed to consider the fact that women would use the wells for different purposes.
- Make sure you find out who your target audience is. Use age and sex-disaggregated data. This would have immediately shown the diversity amongst the users of the wells.
- Once you know your target audience, think through their different needs. Consult different groups about their needs.

EXAMPLE 2: WHY WE NEED A GENDER PERSPECTIVE

In some conflicts, women are being raped when they collect firewood, go to the market or work in the fields. In such situations, it is sometimes proposed that men should go instead. This is not necessarily accepted by the women. Why?

POINTS FOR EXAMPLE 2

- There could be several reasons. One reason could be that the women treasure their freedom to walk out in the woods. Another reason is that the men might be killed when collecting firewood. In the choice between the women being raped and the men being killed, the choice might be the former.
- In many conflict situations when women are raped, men are likely to be killed.
- Rape of women in conflict is often a means to dishonour the men of a particular community. It indicates shame, lack of control and inability to protect. It is therefore important to understand the gendered interpretation of different actions.
- This example also shows the choices people make in the most difficult situations. Being a widow often implies heavy social stigma and social marginalization, which in turn leads to lack of protection and means to sustain the family.

EXAMPLE 3: WHY WE NEED A GENDER PERSPECTIVE

In many countries, it is the role of women to fetch water. Often the women have to go very far. In conflict settings, the heavy work is compounded by a heightened level of insecurity. When an organization in Afghanistan built new houses, they wanted to address this insecurity by providing each house with a separate water point. But the women did not agree. Why?

POINTS FOR EXAMPLE 3

- For these women, fetching the water was the only time that they actually were allowed to walk out of the house and meet other women outside the family.
- This example also shows the importance of not making assumptions but to consult the people concerned. It might be that there are situations when the women do want to have the water sources near the house. But we need to be careful of not trying to solve one problem by imposing another. Women's security is often addressed in ways that restrict their freedom of movement.

EXAMPLE 4: WHY WE NEED A GENDER PERSPECTIVE

You have had a meeting with a group of women in a local community to discuss their views on their security. The meeting is good, but afterwards the mission is accused by the local authorities of causing social unrest. What went wrong?

POINTS FOR EXAMPLE 4

- To have separate meetings with women is often a good way to find out about their perspectives, interests and needs. However, in places where men traditionally are the spokespersons for a community it is important to keep male leaders informed of your activities and make them feel confident that what you do is actually benefitting the whole community.
- To be gender sensitive and aware does not mean that you ignore the power relations in a specific place. Make sure you speak to those in power so that they don't feel excluded.

EXAMPLE 5: ENSURING WOMEN'S PARTICIPATION

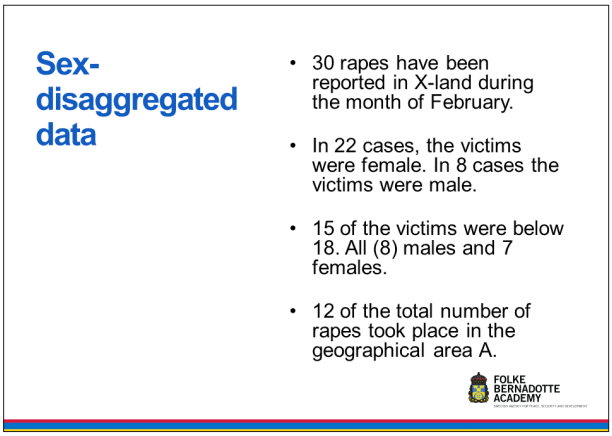
A CSDP mission had organized a meeting for women's organizations to discuss aspects of their mandate. There seemed to be a great interest, but very few came. Possible reasons?

POINTS FOR EXAMPLE 5

- There are many possible reasons why the women didn't come. Maybe the information had not reached everyone or maybe the purpose of the meeting was unclear. Maybe the time was not suitable and the women were busy with other daily chores or maybe it was market-day? Another possible reason is that the women were not allowed to go or that they deemed it not interesting enough for them to spend time.

PRESENTATION: SEX-DISAGGREGATED DATA

Step 1: Show the slide **Sex-disaggregated data**.



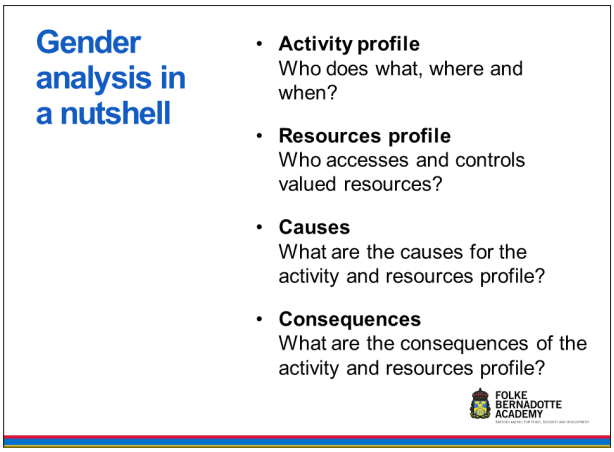
NOTES TO SLIDE

- **A gender perspective requires disaggregated data**. In order to integrate a gender perspective, we need relevant data/information that is broken down into women and men, and if possible also by age, geographical areas and ethnicity or religious belonging.
- **Sex-disaggregated data helps us to get a nuanced understanding of an issue/ situation**. The sample on the slide shows how a breakdown of data improves our understanding of a situation. In addition to the number of rapes, the information tells us that victims were both male and female, that they were girls, boys and women and that most of the rapes took place in a specific area. This is important information if we need to develop strategies. It is also important in order to know where to prioritize our resources.

PRESENTATION: GENDER ANALYSIS IN A NUTSHELL

Step 1: Explain that there are many different models - more or less complex - of gender analysis. We are going to look at one of the most simple, but still very useful, models: the Harvard model.[10]

Show the slide **Gender analysis in a nutshell** and explain the model.



[10] This gender analysis model is also referred to as the Harvard model and is found in Suzanne Williams, Janet Seed and Adelina Mwau (1994) "The Oxfam Gender Training Manual", Oxfam UK and Irland: London.

NOTES TO SLIDE

- **Basic assumptions of the model.** This model of analysis is based on the assumption that by reviewing what men and women do and what resources they have access to and control over, the social relationships between women and men and the consequences/ impact of these relationships can be identified and understood.
- **The Harvard model consists of four different profiles:**

Activity profile	This profile refers to the gendered division of roles and responsibilities by asking **who does what, where and when**?
Resources profile	Through their roles and responsibilities, people have different access and control of resources. In this profile we ask questions about who has **access to and who controls what resources**?
Causes profile	For this profile we look for the **underlying causes of the above**. Why does a situation look a certain way? Causes could be found in social attitudes, traditions, laws and customs, but also in poverty, lack of education, and other forms of disadvantage. To analyse the causes is important when designing the long-term strategies.
Consequences	This is where we ask what **the consequences are/or what the impact** of the previous two levels is on women, men, girls and boys? The answer tells us what the gender-specific needs, interests, opportunities are.

Step 2: Ask the participants to identify what we mean by *resources*. Write down their examples on a flip-chart paper. The point is to emphasize that we need to think about resources in a broad way.

Examples of resources are:

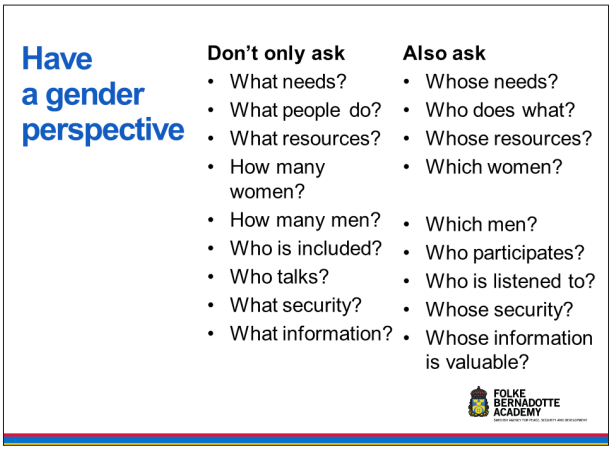
- Money
- Time
- Tools
- Land
- Information
- Skills
- Freedom of movement
- Education/training
- Decision-making ability

Also ask about the difference between access and control and point out that to have access to a resource is not the same as to control it. The one who controls resources is the one that has the power to decide who, how and for what a resource is being used. Or who has the power to set the agenda and take decisions. In many instances women have access to resources, but they don't necessarily control them.

Step 3: Distribute the handout *Examples of how to do a gender analysis* and tell the participants that the gender analysis model can be used in a straight-forward way (as in the examples). Go through the examples.

Emphasize that the model also can be used creatively to inspire our thinking and help us identify the questions that will help us to apply a gender perspective.

Step 4: Show the slide **Have a gender perspective** and explain that ultimately a gender analysis is about looking beyond the surface of a specific situation, place or institution in order to recognise that it makes little sense to talk about 'the community' or 'the IDPs' as homogenous groups of people. Instead we need to look at the different people in these groups and their different needs and opportunities. This means that we integrate a gender perspective by asking a few more questions and thereby 'opening up the box'.



NOTES TO SLIDE

- This slide highlights the essence of integrating a gender perspective. Instead of just finding out the needs and interests, we need to consider whose needs and interests we are talking about etc.
- The examples also show that it is not enough to consider who participates, but also who is talking and even further, who is being listened to.

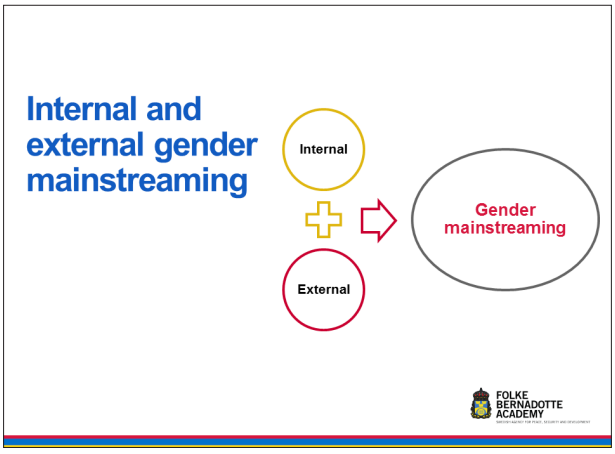
FIGHTING TERRORISM AND ORGANIZED CRIME IN NIGER

EUCAP Sahel Niger's mandate is to support the Nigerien Government in their fight against terrorism and organised crime. Niger had its first terrorist attack in 2013, but since then the threat from the Islamist group Boko Haram has steadily increased. Recently, Boko Haram's abduction of girls and women to become sex slaves as well as combatants and even suicide bombers has received international attention. In view of this, EUCAP Sahel Niger has started to work on the implications of terrorism on girls and women within the larger framework of how to protect human rights in the fight against terrorism. Seminars have been organized with security forces, ministries, the national commission of human rights as well as a range of civil society organizations in order to discuss the roles of girls and women in organizations like Boko Haram, as well as what can be done to prevent recruitment.

The situation in Niger shows that terrorism not only affects boys and men, but also girls and women. A gender perspective on terrorism in Niger means asking questions about how both males and females are affected by organizations like Boko Haram and the fight against it. Are there girls/boys/women/men who join voluntarily? How does the larger community view (former) combatants/recruits? Is there a difference between females and males? How will all of this affect the ability to fight and prevent terrorism and what role can women and men play? These are all important aspects to understand in order to ensure effective mandate implementation for EUCAP Sahel Niger.

PRESENTATION: INTERNAL AND EXTERNAL GENDER MAINSTREAMING

Step 1: Show the slide **Internal and external gender mainstreaming**. Explain that the integration of a gender perspective needs to happen both internally and externally to the mission/operation. The internal mainstreaming relates to the internal aspects of a mission/operation – the actual organization, while the external mainstreaming relates to the external environment where the mission/operation operates.



NOTES TO SLIDE

Internal and external gender mainstreaming. The integration of a gender perspective/ gender mainstreaming needs to happen both internally in relation to the organizational aspects of the mission/operation and externally, in relation to those aspects that concern the mandate implementation.

- **Below are some examples of what internal mainstreaming needs to consider:**

Work structure and support functions

- How is the mission/operation structured?
- What positions do men and women hold in the mission (i.e. what do they do)? Who has higher responsibilities? Who has support functions? Who is involved in decision-making?
- Does the mission/operation have a gender adviser and if so, where is this function located?
- What does internal cooperation in support of gender integration look like? Is information shared adequately? If so, how?
- Who is responsible for the integration of a gender perspective in the mission/ operation? Who is held accountable for the integration of a gender perspective in the mission/operation?
- How does the mission report on gender equality issues? Who reports?

Work environment and culture

- Does the mission expect staff to work late and on weekends?
- When are meetings held (are there important meeting outside of regular working hours)?

Recruitment

- What is the number of women and men in the mission?
- Is the language in job advertisements gender neutral or biased in favour of either women or men?
- Is gender awareness and expertise considered to be an important qualification when recruiting staff to the mission?

Professional development

- Do women and men have equal opportunities in terms of professional development (promotions, training)?
- To what extent does the mission have family friendly policies (parental leave, ability to stay home with sick child)?

Ethical standards

- Does the mission have a Code of Conduct or anti-harassment policy?
- How does the mission follow up on breaches of the Code of Conduct?
- Does the mission implement a zero-tolerance on sexual harassment and assault? If yes, what does the mechanism for this look like?

- **Below are some examples of what external mainstreaming needs to consider:**

  Mandate interpretation and implementation

  - To what extent do the operational documents that guide implementation of the mandate have language that clearly calls for the integration of a gender perspective and/or objectives that specifically aim to address women's relative disadvantage?

  Situation analysis

  - Does the mission systematically gather sex-disaggregated information (i.e. information that is divided between males and females)?
  - Has the mission conducted a gender analysis (of relevance to its mandate)?

  Operations and activities

  - Are activities and programmes planned, implemented and evaluated with a gender perspective?
  - What does the mission do to promote local women's participation in its operations and activities?

  Reporting

  - How does the mission ensure a gender perspective in its reporting?
  - Who is responsible for reporting on gender perspectives?

  External cooperation

  - Does the mission collaborate/engage with women's organizations or other women's representatives?

  Representation

  - Who represents the mission in external relations?
  - Who are considered to be the most important interlocutors for the mission?

5.4.1 ALTERNATIVE/ADDITIONAL EXERCISES

EXERCISE: THE DEFINITION OF GENDER MAINSTREAMING

This is a more interactive way to look at the definitions of gender mainstreaming within the EU and the UN.

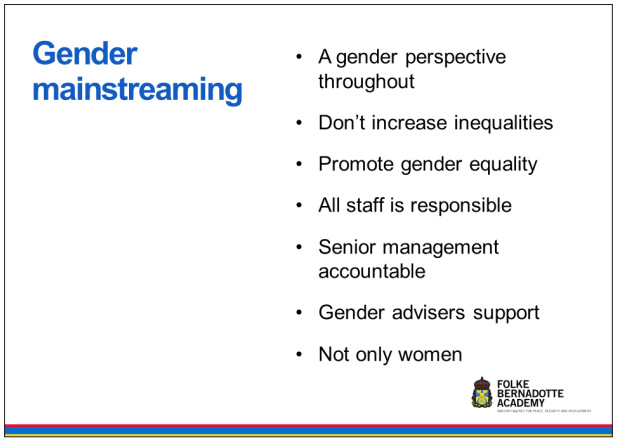
Step 1: Explain to the participants that the process of integrating a gender perspective throughout the work of the mission/operation is referred to as Gender Mainstreaming. There are different definitions of Gender Mainstreaming. We will have a look at how the UN and the EU define Gender Mainstreaming.

Step 2: Divide the participants into smaller groups and distribute the handout *The definition of gender mainstreaming.* Based on the two definitions, ask the groups to:

- Identify the key points of gender mainstreaming (according to these definitions).
- Think of how they would explain gender mainstreaming to a colleague in as simple words as possible. Write down their messages on a flip-chart paper.
- Discuss who is responsible for gender mainstreaming.

Step 3: Discuss their results in plenary.

Step 4: Conclude by showing the slide **Gender mainstreaming** is… (same as above)



NOTES TO SLIDE:

See under above Presentation: Gender Mainstreaming.

PRESENTATION: EXPANDED GENDER ANALYSIS MODEL

Step 1: Show the slide **Expanded gender analysis**. This model is an elaborated version of the Harvard model as it adds two profiles: insecurities and social attitudes. At the same time, it explicitly removes the causes profile, but indicates that several of the other profiles are underlying causes. It was first introduced and used during the gender focal point training in EULEX Kosovo. See the handout *Gender analysis model – elaborated for EULEX Kosovo*.



NOTES TO SLIDE

- **Basic assumptions of the model**. This model of analysis is based on the assumption that by reviewing what women and men do, what resources they have access to and control over, their specific protection needs and the social attitudes towards them, the social relationships between women and men and the consequences/impact of these relationships can be identified and understood.
- **This model has five different profiles:**

Activity profile	This profile refers to the gendered division of roles and responsibilities by asking **who does what, where and when**?
Resources profile	Through their roles and responsibilities, people have different access to and control over resources. Here we ask questions about who has **access to and controls what resources**.
Special protection/ Insecurities profile	This profile looks at the possible different insecurities/protection needs/ concerns between women and men. **Who is facing what kind of insecurities/protection needs?**
Social attitudes profile	Women and men are affected differently by social attitudes (stereotypes, expectations) and therefore we ask questions about **who is affected by what social attitudes**.
Consequences/ Impact profile	This is where we ask what **the consequences are/or what the impact** of the previous profiles is on women, men, girls and boys. The answer informs us about the gender-specific needs, interests and opportunities.

5.5 HANDOUTS FOR SESSION V

HANDOUT:

DEFINITIONS OF GENDER MAINSTREAMING

THE EU DEFINITION (COUNCIL OF EUROPE)

‘Gender mainstreaming is the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making. Gender mainstreaming cannot replace specific policies, which aim to redress situations resulting from gender inequality. Specific gender equality policies and gender mainstreaming are dual and complementary strategies and must go hand in hand to reach the goal of gender equality’ (Council of Europe, 1998)

THE ECOSOC AGREED CONCLUSIONS 1997/2:

“The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes 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.” (UNECOSOC 1997) UN ECOSOC agreed Conlusion 1997/2

HANDOUT:

EXAMPLE 1:
FARMING HABITS CLOSE TO THE ADMINISTRATIVE BOUNDARY LINE

This example is a gender analysis done by the EUMM of the habits of women and men living close to the administrative boundary line (ABL) in Georgia. The purpose was to increase the understanding of how men and women move in the vicinity of the ABL.

	MEN	WOMEN
Activity profile: who does what, where and when?	• Responsible for larger herds • Go with the animals further away from the home	• Responsible for small herds (few animals) • Stay closer to the home
Resources profile: who accesses and controls what resources?	• Access and control (own) the animals • Limited access to land (since they need larger areas)	• Access the animals • Control of some, but not all animals • Good access to land (as they stay around the home)
Causes: What are the causes for the activity and resources profiles?	• Traditional division of labour • Conflict and the installation of the ABL has curtailed accessible land	• Traditional division of labour • Have better access to land as it is closer to home
Consequences: What are the consequences of the activity and resources profile?	• Forced to move closer to the ABL • Greater risk of being detained (both because they move further away from home, and also because they are seen as more threatening) • Freedom of movement curtailed due to political reasons	• Less exposure to the ABL • Less risk of being detained (both because they move less close but also because they are seen less as a threat) • Freedom of movement curtailed because of traditional reasons

NOTES:

- In Georgia, the EUMM did a gender analysis of the farming habits close to the Administrative Boundary Line (ABL). This was an area that they frequently patrolled and they wanted to have a better understanding of the movements of the population living there. The main purpose was to understand the patterns of arrest.
- The gender analysis shows a clear division of labour between the women and the men in the area that impacts their movements.
- The gender analysis shows that men, due to their responsibility for bigger animals who need to graze further away from home, move closer to the ABL. As a result they are at greater risk of being arrested.
- Understanding these movements helps understand the context and develop more effective strategies.

EXAMPLE 2: ROLES OF MEN AND WOMEN IN THE CONGOLESE ARMY

The gender analysis below was done by EUSEC in the Democratic Republic of Congo in order to understand the position of women and men in the Congolese army.

	MEN	WOMEN
Activity profile: who does what, where and when?	• Many men hold commanding positions • Men occupy high posts at the finance, IT, logistics departments	• Few women hold commanding position • Mainly found in support functions, e.g. protocol and secretarial
Resources profile: who accesses and controls what resources?	• Access to and control over strategic decisions • Control of equipment, logistics, food, etc. • Men sometimes use force to extort money from civilians	• Lack of access even to the most basic resources • Not in high positions • Absent from decision-making • Less training opportunities • Women only access money if connected to a male officer
Causes: What are the causes for the activity and resources profiles?	• The army is an institution that rests on strong notions about masculinity • The army is seen as a domain for men	• The army is not considered a place for women • Uniformed women are looked at in a negative way • Many women in the army are illiterate
Consequences: What are the consequences of the activity and resources profile?	• Armed men are feared by the civilian population • Despite low pay, marrying a military man is seen as a source of protection	• Few men want to marry women in uniform • Few women want to join the army. Those who do face discrimination • Women in the army do not get promoted. And if given the opportunity, most cannot accept due to family commitments • Women cannot, if they die, pass on their social rights to their children

NOTES:

- The gender analysis of the Congolese Army shows a clear division of labour, where the command positions are occupied almost exclusively by men and support functions are occupied almost exclusively by women.
- The Congolese Army is a male dominated organization both in the division of roles and in attitudes; the army is an institution that rests heavily on ideas of masculinity. Efforts to increase the number of women in the Congolese army need to take this into consideration.
- It is also interesting to note the fact that the army is still seen as a source of protection, probably for both men and women.

EXAMPLE 3: GENDER ANALYSIS OF THE GEORGIAN POLICE

This example is a gender analysis of the Georgian Police. It was done by the EUMM in order to get a better understanding of the situation of men and women in the Police and their opportunities.

	MEN	WOMEN
Activity profile: who does what, where and when?	• Work in all departments • Have almost all the senior positions	• Administration and HR • Not in high positions • Not common to have women in the regions
Resources profile: who accesses and controls what resources?	• Access to all important resources • Have control over all resources • This doesn't include all men	• Access most resources. • Don't have all information • Absent from decision-making: do not control use of resources • Less training opportunities
Causes: What are the causes for the activity and resources profiles?	• Traditional norms of masculinity: policing is seen as a job for men	• Traditional perceptions/division of roles • Lack of time – responsibilities at home affect possibilities at work
Consequences: What are the consequences of the activity and resources profile?	• Male dominated Police: 89% men • More influence over the Police • One-sided perspective – limited understanding of ABL movements	• Only 11% women • Lack of promotion • Discrimination • Women in traditional police roles tend to stay unmarried • Lack of women at the ABL: lack of attention to women's needs at the ABL

NOTES:

- The gender analysis of the Georgian Police shows a clear division of roles. Women make up only 11% and most of them are found in administrative/supportive roles.
- Despite similar education, female police officers have much less opportunity to progress within the system. Even when offered jobs of a higher rank, they are likely to decline. In order to understand these dynamics it is important to expand the analysis beyond the police structures alone to the home. Because what women do (and don't do) in the work place is very much related to what they do (and what men don't do) at home/in the household.
- One of the identified consequences is that female police officers stay unmarried. This is a clear indication that policing is difficult to combine with traditional family values. From this analysis it was not clear whether this is because police women choose not to marry or whether fewer men are ready to marry police women. For this, we need further analysis.

HANDOUT:

GENDER ANALYSIS MODEL – ELABORATED FOR RULE OF LAW MISSION

	MEN	WOMEN
Activity profile • Who does what where and when (community/home/ police/justice)? • Who are witnesses? • Who are perpetrators? • Etc.		
Resources profile: access • Access to legal protection? • Access to the police? • Access to social support/ networks? • Access to legal information? • Access to protection/shelter? • Access to meetings/ committees? • Access to witness protection? • Etc.		
Resources profile: control/ influence • Who controls/influences decisions? • Who controls/influences social mobility? • Who controls/influences legislation/legal interpretation? • Who controls/influences what is being reported? • Etc.		
Vulnerabilities/insecurities profile • Who is affected by what insecurities where and when? • Etc.		
Social attitudes profile • What are the social attitudes within: • a) the community/family; • b) the police? • c) the justice system? • Etc.		
Consequences • Consequences and impact profile • What are the consequences/ impact of the above?		

UNIT VI

CASE STUDIES

6.1 PURPOSE

The purpose of this session is for the participants to practise the thinking from the previous units in order to start taking practical steps towards integrating a gender perspective.

6.2 KEY MESSAGES

- Specific messages depend on each case.
- To integrate a gender perspective is not a very complicated process. Eventually it boils down to always thinking through if and how a situation or our actions affect women, men, boys and girls. Do what you usually do, but take it one extra step and ask yourself whether women, men, boys and girls are included or affected in the same way. If not, ask why? Do they have different needs, opportunities and interests? Are the consequences of a situation different whether it is a man, a woman, a boy or a girl? If yes, ask yourself why.

6.3 NOTES TO THE FACILITATOR

- In this unit you will find the following case studies:
  - Gender sensitive reporting
  - Ensuring women's participation
  - Sexual violence in the security sector
  - Internal gender mainstreaming
  - A gender perspective in border management
  - Gender and Rule of Law in Inland
  - Access to justice for minority women
  - Increasing the number of women in the Kosovo Police
  - A gender perspective in corrections services
- Select the case study you find most appropriate for your training audience. If time allows you can do more than one case, or let different groups do different cases.
- The purpose is for the participants to start practicing applying a gender perspective. It is very common that people, even when being gender aware, stay on a generic, so-called gender blind, level. You need to make sure that the participants leave the generic level and explicitly spell out the gender dimensions.
- Sample C in the exercise *Gender sensitive reporting builds* on in-depth knowledge about the Georgian context. Such reasoning cannot be expected from participants who are unfamiliar with Georgia. But even in a non-Georgian context, the sample has proven to be a good showcase of what it means to integrate a gender-perspective and the

possible benefits of it. If not used as a case, sample C can be used in a narrative way to show the logic behind the thinking.

- Each case has a number of concluding points. These should not be seen as absolute and exhaustive, but rather as examples. The participants will surely come up with additional and equally valid points.
- Some of the cases are country/mission specific. Use them as a source of information, but change them to suit the context of your target group.

CASE:

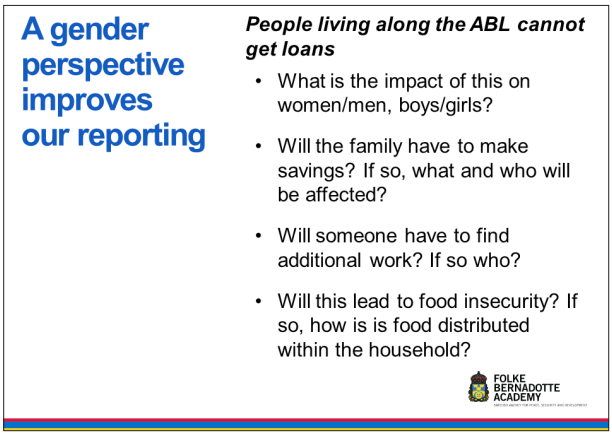
GENDER SENSITIVE REPORTING

This case consists of three sentences taken from CSDP reports. The sentences are gender neutral, i.e. they do not consider the specific impact of the reported incident on women, men, boys and girls. The task is to come up with questions that would enable a gender sensitive reporting.

Step 1: Tell the participants that reporting is an integral part of all CSDP missions and operations. In this exercise we will look at how we, with very simple means, can ensure that we integrate a gender perspective into our reporting and see that this greatly enhances our understanding and analysis of the situation.

Explain that gender sensitive reporting ultimately is about the impact a specific incident, situation or action has on women and men, boys and girls.

Step 2: You can exemplify with the slide **A gender perspective improves our reporting**.



NOTES TO SLIDE

- The statement that 'the people living along the ABL (Administrative Boundary Line) cannot get loans' provides important information, however it doesn't say much about what this means for people and what the possible consequences are.
- Considering a gender perspective means that we ultimately ask ourselves what the reasons and the impact of a situation (in this case the fact that the families cannot get loans) has on women/men, boys/girls. If we let the gender analysis model inspire us, some queries could be:
  - **Activity profile:** Who would have used the loans and for what? Will they have to find additional work? If so, who will have to do it?
  - **Resources profile:** Will this have an impact on the resources in the family (e.g. food, use of land)? If so, how will available resources be distributed within the family?
  - **Causes profile:** Why don't the families get loans? Are there any gender dimensions? Do all families not get loans? Is there a difference between male and female headed households?
  - **Consequences profile:** What happens when the families cannot get loans? Who is affected and in what ways?

Step 3: Divide the participants into smaller groups and distribute the handout *Integrating a gender perspective in reporting* with the three sentences taken from CSDP reports. The task is to identify (in line with the above example) what questions to ask in order to integrate a gender perspective in their reporting. Remind them to be inspired by the gender analysis model! In the below examples we have used the shorter gender analysis model, but you can of course choose to use the expanded model, which would add the security/protection and social attitudes dimensions to the reporting.

Step 4: Gather in plenary and go through each sentence with the whole group. Note down their suggestions on a flipchart.

Step 5: Conclude the exercise by saying that the above examples clearly show that with a few gender related questions, the understanding of the incidents is significantly deepened. Not only in relation to the immediate impact, but also with regards to possible future consequences. This is the key to proactive reporting.

CONCLUDING POINTS

Sentence A: There have been 6 people detained in area X in the past week

- **The activity profile:** Who were the people detained (sex, age, ethnicity)? What were people (men/women) doing when detained? Where and when were people (men/women) detained? Where are they (men/women) kept?

  It is important to know who the detained people are and what the immediate circumstances were. Men are more likely to be detained than women (since they are more frequently considered to be a political threat).

- **Resources profile:** How are males and females treated while detained (males/females)?

  The resources profile in a detention situation could look at the provision of food, accommodation and basic services for women/girls, men/boys. It could also look at whether there is a difference for women and men in accessing information and legal services/support.

- **Causes profile:** Why were people detained? Were all detained on the same grounds?

  In order to understand the detentions, it is important to understand why people are detained and whether men and women (if there are both men and women detained) are detained for the same purposes.

- **Consequences profile:** What are the consequences of the detentions? Are the consequences different for boys/men, girls/women being detained?

  The consequences of the detentions are likely to be different depending on whether those detained are men or women. Do the detained people have families to support? Who will take over their responsibilities while they are in detention? Is there a risk that the detentions will increase tensions in the area? Sometimes the detention of women stirs more unrest and protest (since it is more uncommon and on one level seen to be more unacceptable). Yet, in many places detained women are released faster.

Sentence B: Crossing the checkpoint is becoming more restrictive

- **The activity profile:** Who is crossing the checkpoint and for what purposes (men, women, boys, girls)?

  In order to foresee the consequences of the restrictions to cross the checkpoint we need to understand why people need to cross. It is likely that women and men cross for different purposes.

- **The resources profile:** Is there a difference in who can cross and who is restricted (men/women)?

  In this situation the ability to cross the checkpoint – the freedom of movement – is the key resource.

- **The causes profile:** What are the reasons for the restrictions and are there any gender dimensions?

  In most places it is easier for girls/women or young boys/ older men to cross checkpoints. This is because there groups are perceived to be less political, hence less of a threat.

- **The consequences profile:** What are the consequences of people being unable to cross the checkpoint?

  There can obviously be multiple consequences of the restrictions, which to a large extent depend on why people need to cross. To work? To take care of family? To have fun? To go to school? Some consequences will be more serious than others. But it is important to keep in mind that restrictions often lead to increased tensions and violations of human rights.

Sentence C: It is winter and a private electricity company has cut the electricity to most of the households in a village close to the administrative boundary.

- **Activity profile:** Who is affected? How many women and men, girls and boys are affected? Who uses the electricity for what? If wood is needed to replace electricity for heating and cooking – who is responsible for collecting firewood? Where is the firewood collected?

  Although everyone in the affected community needs electricity, the lack of electricity will affect different people differently, depending on what they use the electricity for.

- **Resource profile:** Does anyone have access to electricity? If so, who and why? What are the alternative sources of energy? Who has access to and control over such alternative sources?

- **Causes profile:** Why is there a cut in electricity? This is in itself not a gender related question but there could be indirect gender dimensions. E.g. suspicion of subversive activity. Then the question goes back to who is engaged in such activities etc.

- **Consequences profile:** What are the consequences of all of the above? If close to the ABL – what would be the possible consequences when people go out to collect firewood? Are there any security concerns – if so for whom?

  In Georgia (where the example comes from), it is more common for men to collect firewood (although there are many women collecting firewood too). So where do men collect firewood? Since this village is close to the administrative boundary, it is likely that the cutting of the electricity would increase the number of men moving close to the

administrative boundary. This is likely to increase the number of arrests and thereby the tensions in the area.

Even if people start buying firewood, the increased demand may lead to a firewood shortage. It may also be that the people cannot afford to buy and therefore try to steal it. In either case, this may lead to increased social tensions.

For women, the lack of electricity is well known to be a security risk as it increases the risk of rapes (both outside and inside the home). This will likely lead to women being afraid of going out after dark and thereby constraining their freedom of movement, either voluntarily or due to cultural norms.

For children, lack of electricity is likely to mean that they cannot do their homework. In the case that the school has electricity, children may find a solution by staying in the school to study. This, however, may not be considered appropriate for the girls.

Many household chores get heavier and more time consuming without electricity. This may put demands on children to stay back home to help. The nature of the chores will – according to gender norms – depend whether girls or boys are asked to stay at home.

HANDOUT:

INTEGRATING A GENDER PERSPECTIVE IN REPORTING

Sentence A:

There have been 6 people detained in area X in the past week

Sentence B:

Crossing the checkpoint is becoming more restrictive

Sentence C:

It is winter and a private electricity company has cut the electricity to most of the households in a village close to the administrative boundary.

Task:

What questions would you need to ask in order to integrate a gender perspective into the reporting of these three incidents?

CASE:

ENSURING WOMEN'S PARTICIPATION

This case deals with the need to understand women's overall situation in order to ensure that they are able (and willing) to participate in meetings and other events. The case relates to a very concrete and common situation in the field and it is quite easy to relate it to the Harvard gender analysis model (and thereby show why the model is useful). Most people, even those with less experience of gender perspectives, will be able to come up with a number of good points. The case can easily be modified to a different context. For an example, it may be about getting more women into different training/capacity building programmes. Such a context would highlight many of the same points, but would give the case an additional dimension of a professional setting.

Step 1: Divide the participants into smaller groups and distribute the case *Ensuring women's participation*. Go through the case and the instructions and give the groups sufficient time to read and discuss the case.

Step 2: Sum up in plenary with a joint discussion about possible things to consider in order to avoid such situations.

CONCLUDING POINTS

This is not an uncommon situation and there are many possible reasons:

- **Timing.** Was it not a suitable time/day? Since many women work in and around the house, we tend to think of them as not working and therefore available at all times. But in reality, women are usually busy with different kinds of chores from early morning till late evening. In one instance, a mission had planned a big meeting on the day that women go to the market. They had to re-schedule the meeting. Finding out what day (and time) the women go to the market would have saved them a lot of work.
- **Control.** Were the women not allowed to go? Who decides about their participation? Sometimes men get suspicious when women are invited to special meetings as such meetings often are considered to be their responsibility. If this happens, the women may be prohibited from going. Often, suspicion arises when people feel excluded and out of control. It is therefore often important to ensure that those in power feel informed. A gender analysis helps us to understand these kinds of social dynamics.
- **Location.** Was the location appropriate for the women? There could both be safety, time and financial concerns. Is it safe for the women to get to the meeting place? Do they need transport? If so, does it cost money?
- **Information.** How were the women invited? Are you sure the women you want to meet got the message?
- **Interest.** When we work in big missions, we often take for granted that people want to meet with us. But going to a meeting takes time and energy (away from other responsibilities) and people will usually have to put this in relation to what they believe they have to gain from a meeting like this. We therefore need to make sure meetings are useful not only for us as a mission, but also for the people we are meeting with (this is of course true whether it is women or men we are meeting with).

HANDOUT FOR CASE:

ENSURING WOMEN'S PARTICIPATION

After years of a bloody civil war, the Republic of Ingoland is going through a period of political transition with a new government of national unity and a UN Peacekeeping Mission (UNI-TONGO). To reform its security forces, Ingoland agreed with the EU to establish a CSDP mission called EUSEC Ingoland. The objective of this mission is to advise and support the Ingoland government in reforming its army.

You are recently deployed to the EUSEC Ingoland mission. Last week, the mission had arranged for a big meeting where they specifically had invited a number of local women representatives. Many people had said that they would come, but when the representatives of the mission came to the meeting place there were hardly any women there. Several of your mission colleagues are voicing their frustration, claiming it is evident that this whole idea of women's participation does not work in Ingoland. The women are simply not interested.

However, parallel to this, the mission has received external pressure and accusations that it doesn't show interest and in the women's situation and what the local women have to say. Many women have expressed that they feel ignored.

Your superior thinks that the problem is less about the women's lack of interest and more about the limited understanding amongst the mission staff. He has tasked you to do the following:

- **Identify some of the reasons as to why this may have happened?**
- **Outline a number of things to be considered in order to avoid similar situations in the future**

CASE:
SEXUAL VIOLENCE IN THE SECURITY SECTOR

This case is meant for a target group who needs to expand the thinking on how to deal with issues of sexual violence. It encourages the participants to think about the issue of sexual violence in the security sector and how to deal with it. The case looks at three main issues: a) increasing the number of women in the security sector; b) preventing sexual violence within the armed forces and; 3) protecting communities from sexual violence.

Step 1: Divide the participants into smaller groups and distribute the handout *Sexual violence in the security sector*. There are different ways to do this exercise. Either all groups do action-points for all the three tasks, or you let each group focus on one task. Remind the participants about the EU policy commitments. What commitments are relevant to the issues of this case?

Step 2: Go through the case and the instructions and give the groups sufficient time to read and discuss the case.

Step 3: Gather in plenary and go through the suggested action-points. If all the groups have done action-points for all the three tasks, let one group present and the others fill in at the end-discussion. If the different groups have done different tasks, let each group do separate presentations. Close the case with the below concluding points.

CONCLUDING POINTS

1. Support X-land to increase the number of women in the national armed forces. There are many factors that could deter women from entering the Armed Forces. The armed forces is an institution that rests on strong notions of masculinity, which tends to result in women not having the same rights and opportunities. Additionally, in X-land, there are high levels of sexual violence within the armed forces and women in uniform are facing strong social stigma in the society. This combination of attitude, protection and legal/rights issues need to be addressed in the wider context and understanding of problems of low salaries and uncertain conditions (which are shared with male officers). Possible action-points include:

- **Improve the image and reputation of the national armed forces.** This will require long term changes that will not happen overnight. But a first step could be to ensure that the reform process is publicly announced. Reform processes would need to address both attitudes and discipline issues to ensure confidence in the armed forces is redressed.
- **End discrimination.** The fact that married women are not allowed to serve in the armed forces is discriminatory and needs to be addressed through legal and attitude changes bothin within and outside the security institutions.
- **Improve living conditions and access to important facilities.** Living conditions need to be improved in order to better meet women's need. The lack of access to schooling and health care facilities is going to deter women who bring their children/families.
- **Female role models.** Are there any female officers who could be portrayed as role models in the national armed forces or, alternatively, in the mission/operation? We know

that female officers in international missions/operations can serve as role models and encourage local women in the same direction.

- **Address social stigma of women in uniform.** The social perception of women in uniform needs to change both within and outside of the security institutions. This will probably require that the overall status and trust of the armed forces improve.
- **Advocacy and reform.** What venues for advocacy does the mission have? Does the mission have contacts with the perpetrators or other actors who can influence the perpetrators? If the national armed forces are part of the perpetrators, this needs to be a central aspect of the reform process.

2) Support the national armed forces to reduce the level of sexual violence within its ranks. Sexual violence within the armed forces is about both attitudes and discipline, but it has also proven to be about cohesion and command. Prevention measures could include:

- **Strengthening the chain of command**. We know that sexual violence is more commonplace in armed groups and forces that are loosely held together with a weak chain of command. Reform efforts aiming to strengthen the chain of command may therefore be one of the most effective means of reducing sexual violence.
- **Zero tolerance**. We need to have a strong leadership (is linked to a strong chain of command) that upholds discipline and standards of zero tolerance.
- **Effective follow-up mechanisms**. Effective reporting and follow-up mechanisms that investigate incidents of sexual abuse need to be established and impunity needs to be stopped.
- **Change of attitudes.** To stop sexual violence and abuse also requires efforts to change deeply held attitudes about masculinity and male sexuality.

3) Ensure security for the women in the communities (both directly by the mission and through support to the national armed forces). The information indicates insecurities relating to women's ability to safely move around when working outside their homes. When thinking about protection measures it is important to think both short and long term. The situation is complicated by the fact that those who are supposed to be the protectors often are the worst perpetrators. Enhancing security for women in the communities is therefore tightly linked to the overall reform process. Possible actions include:

- **Mission patrols**. Immediate, short-term protection measures could include deployment of mission security personnel to regularly patrol specific areas during specific times of the day.
- **Meetings with female community members**. It is always important to ensure consultations with those affected by the violence (in this case the women in the communities) in order to establish feasible measures. Mission security personnel should meet and talk to different female community members. This may have a protective effect in itself, provided that your mission/operation is respected and seen to have an impact.
- **Meetings with male community leaders**. We should not treat women's security needs as something that only concerns women. It is therefore important to talk to the male community leaders about women's security needs. This could also contribute to increased understanding and strengthened community protection mechanisms.

- **Information gathering and documentation**. More long-term preventive efforts would require systematic gathering of information in order to document trends and increase the understanding the perpetrators, when and where the violence occurs, and the logic behind the violence.

HANDOUT FOR CASE:

SEXUAL VIOLENCE IN THE SECURITY SECTOR

After years of civil war, the Republic of X-land is going through a period of political transition with a new government of national unity and a UN Peacekeeping Mission (UNIX). To reform its security forces, X-land has signed an agreement with the EU to establish a CSDP mission called EUSEC X-land. According to the OPLAN, the mission should:

- Support X-land to increase the number of women in the national armed forces
- Support the national armed forces to reduce the level of sexual violence within its ranks.
- Ensure security for the women in the communities (both directly and through support to the national armed forces)

You have been tasked by the Head of Mission to suggest some action-points that will address the above tasks in the OPLAN.

The Head of Mission is asking you to seek guidance from the relevant UN security council resolutions. Moreover, the mission's gender adviser has provided you with the following background information about the situation in X-land.

- In a recent survey, nearly half of the women expressed fear of working outside their homes due to frequent rapes and other forms of harassment. Work situations included going to the market, fetching water and collecting firewood, and also going to school and working the fields. The national armed forces are responsible for at least parts of the violations. Many women are calling for increased security in the communities.
- There are only 6% women in the army. Only 28% of the women in the army have gone to primary school.
- The law prohibits female military personnel from getting married, which means their children and husband won't get a pension if she dies in the line of duty.
- The living and working conditions for most of the military officials and their families are appalling and there is usually no access to schooling facilities or healthcare.
- Women in uniform do not have a good reputation within the society: they are at best seen as illiterate and at worst as prostitutes (primarily because they tend to be used as mistresses to the male officers). Meanwhile, men in uniform are feared for their brutality and low level of education.
- It is known that rape and sexual abuse are common within the armed forces. However, documentation is scarce, the chain of command is weak and few people are willing to talk about it, not the least the victims/survivors.

CASE:

INTERNAL GENDER MAINSTREAMING[11]

This case looks at the different internal areas of a mission/operation that need to be gender mainstreamed.

Step 1: Divide the participants into smaller groups and distribute the handout for case *Internal gender mainstreaming*. Ask them to think of relevant questions that need to be asked in order to integrate a gender perspective into the suggested work areas. If time is limited, ask them to choose one or two work areas.

Step 2: Have a common discussion and write down their suggested questions under each work area. You may add questions as you see fit.

Step 3: Conclude by saying that the identification of these questions is the beginning of a gender analysis of the mission/operation and thereby also the first step to integrate a gender perspective in the mission/operation.

CONCLUDING POINTS

Work structure and support functions

- How is the mission/operation structured?
- What positions do men and women hold in the mission (i.e. what do they do)? Who has greater responsibilities? Who has support functions? Who is involved in decision-making?
- Does the mission/operation have a gender adviser and if so, where is this function located?
- What does internal cooperation in support of gender integration look like? Is information shared adequately? If so, how?
- Who is responsible for the integration of a gender perspective in the mission/operation? Who is held accountable for the integration of a gender perspective in the mission/operation?
- How does the mission report on gender equality issues? Who reports?

Work environment and culture

- Does the mission expect staff to work late and on weekends?
- When are meetings held (are there important meetings outside regular working hours)?

Recruitment

- What is the number of women and men in the mission?
- Is the language in job advertisements gender neutral or biased in favour of either women or men?
- Is gender awareness and expertise considered to be an important qualification when recruiting staff to the mission?

[11] This case is inspired by the model presented on page 28 in Olsson, Louise et al. (2014) "Gender, Peace and Security in the European Union's Field Missions", Stockholm, Folke Bernadotte Academy.

Professional development

- Do women and men have equal opportunities in terms of professional development (promotions, training)?
- To what extent does the mission have family friendly policies (parental leave, ability to stay home with sick child)?

Ethical standards

- Does the mission have a Code of Conduct or anti-harassment policy?
- How does the mission follow up on breaches of the Code of Conduct?
- Does the mission implement a zero-tolerance on sexual harassment and assault? If yes, what does the mechanism for this look like?

HANDOUT FOR CASE:

INTERNAL GENDER MAINSTREAMING

Gender structures exist on many different social levels: individual, institutional and societal/communal. This means that gender mainstreaming is not something that only needs to take place in relation to the external environment of the mission, but it also needs to be done internally in the mission/organization. Below are some of the areas within a CSDP mission/operation that would need to be gender mainstreamed.

Task:
Choose one or two of the below areas (if you don't have time for all) and identify what kind of questions you need to ask in order to ensure that you integrate a gender perspective. Use the gender analysis model as inspiration.

- **Work structure and support functions**
- **Work environment and culture**
- **Recruitment**
- **Professional development**
- **Ethical standards**

CASE:
A GENDER PERSPECTIVE IN BORDER MANAGEMENT

Step 1: Introduce the exercise and explain that this exercise is about gender mainstreaming in the Security Sector and the Military, more specifically in border management.

Step 2: Divide the participants into small groups and distribute the handout *A gender perspective in border management.* Ask the groups to read and: 1) note down the gender aspects to be considered in border management, and 2) identify concrete procedures/ strategies to address some of these gender aspects. If time is limited, you can choose to focus on one of the two.

Step 3: Bring the discussion to plenary. Ask the groups to briefly sum up their reflections on the scenario and write down their comments on the board. Possible questions to raise:

- What does it mean to be a professional border guard/police?
- Why is it important to maintain professionalism against both men and women?
- What are key components of a transparent reporting mechanism?

CONCLUDING POINTS

- **Gender stereotypes**. Our perceptions of men and women sometimes lead to differential behaviour. At crossing points this often means that in women are seen as less dangerous than men. As a result, it is often easier for women to pass through check points. This is not rarely exploited by militant groups, who may use women to smuggle weapons and other illegal goods. Getting rid of harmful stereotypes in the security sector generates mutual benefits, as both women and men are harmed by stereotypical perceptions. It is important from an individual perspective, but also for the operational effectiveness of the security sector as a whole.
- **Safety at the crossing**. Both women and men have the right to be ensured a safe passage. Women and men often face different insecurities at crossings. While men need to be protected from unlawful detentions and arrests (and possibly other forms of physical harm) women are more vulnerable to sexual assault and harassment. In addition to the immediate fear and harm this may cause, this is likely to have implications for their social freedom of movement. If women are at risk of being sexually assaulted, they may not be allowed to move freely in order to prevent bringing shame on their community.
- **Reasons for border crossing**. Women and men often have different reasons for crossing borders. A gender aware approach in border management therefore needs to consider wider economic and social aspects. Women often cross borders to care for family members on the other side of the border or for small-scale economic businesses. Ensuring safe passage is therefore important for women's financial opportunities. This is true for men as well, but women may be more vulnerable to restrictions given that they tend to have more limited financial opportunities. Financial opportunities for women are important aspects of wider issues of empowerment.

Both boys/girls and women/men can be crossing borders for illegal purposes and against their own will. Trafficking in human beings is a serious crime and border personnel need to be well trained in how to identify possible victims, and also how to deal with people who are suspected of being victims of human trafficking in a confidential and safe manner.

Checkpoint procedures

- **Ensure female staff at border crossings**. This is important both in order to reduce stereotypes of what women can do within the security sector, but also in order to ensure other important procedures. This is also important from a local ownership perspective. The more the security sector generally reflects society at large, the better.
- **Implementation of a clear code of conduct** that upholds professionalism towards both women and men. Ensure the code of conduct is known to all staff and properly implemented. Breaches should be followed up and acted upon. Flirting is absolutely unacceptable behaviour and should be reported.
- **Ensure gender-sensitive search procedures**. To the extent possible, female staff should search females. If there are no female personnel, a known and trusted man to the woman may be present during the search in order to make the woman feel safe and also in order to prevent false accusations. Another way is to make sure that search is conducted with the back of the hand.
- **Information**. Ensure both girls/women and boys/men are properly informed about what happens at the crossing and what their rights are.
- **Handling of suspected victims of trafficking**. In the case of suspected victims of trafficking, make sure proper procedures are in place to deal with the victims in a confidential and safe manner. Link up with organizations that provide protection and support if possible. Also ensure all staff is properly trained on the protection issues associated with trafficking in human beings (or other organized crime) and girls/women and boys/men may be affected differently. Only trained staff should interview possible victims of human trafficking.
- **Reporting of misconduct**. Ensure a transparent reporting mechanism of misconduct. Emphasize that there has to be confidence in the justice system amongst both men and women. Hence, behaviour must be professional towards both males and females and misconduct has to be reported in order to ensure this. Professionalism is essential in order to gain trust amongst the people.

HANDOUT FOR CASE:

A GENDER PERSPECTIVE IN BORDER MANAGEMENT

You have recently been deployed with the EU mission in Y-land to work with the border management unit. Y-land is a country with an ongoing internal conflict between the government forces and a coalition of non-state armed groups. Your task is to give advice to the local border police in order to build a border management that is transparent and follows international standards. An integral part of this is to ensure that all tasks and activities are carried out with a gender perspective. You have therefore been tasked to look at the different gender aspects of border management and the related procedures of the Y-land Border Police.

Every month thousands of people cross the Y-land border. People cross for many different reasons, both legal and illegal. Many people have family and friends on both sides of the border, but they also go for local business purposes. During times of tension, people also cross to seek refuge on the other side of the border. Trafficking in human beings is a widespread problem, as is other forms of organized crime including smuggling of drugs, weapons and refugees. It is a difficult task for the Border Police to balance the legitimate needs of people to cross the border with preventing illegal activities. In order to cross, people have to produce valid documents and undergo searches. When there is a suspicion of illegal activity, people are detained and prohibited from crossing. Even though the number of official reports is very low, abuses are known to happen during searches and in detention.

The number of women in the Border Police is only 10%. This means that most crossing points don't have any female staff.

One morning, a group of people reaches the border crossing point with the intention of leaving Y-land. The border personnel don't know who these people are or where they come from. One border police starts flirting with one of the women and suggests to his colleagues that he can check her while his colleagues search the others. He conducts a body search on the woman. The woman is frightened but remains silent during the search. The fact that she does not respond to his flirting makes him angry and he grabs her, mainly to frighten her. The other officers notice their colleague´s behaviour, but don't say anything. The other women are allowed to pass without any searches, while the men are taken aside and searched. Some of them, on unclear grounds, are arrested. A few remains in custody for more than 24 hours.

Task:

1. **Based on this case, what are the gender aspects to be considered in border management?**
2. **What kind of gender-responsive procedures would you advise for the Y-land Border Police to implement? What routines should be established at the border crossings? What issues need to be included in border management training? How can we combat stereotypes in the security sector?**

CASE:
GENDER AND RULE OF LAW IN INLAND

This case focuses on some common gender issues within the rule of law sector. It is therefore particularly suitable for people who work or are about to work in a rule of law mission. However, it can be used with anyone who has some knowledge about the rule of law sector. Some of the issues, particularly low female participation, are common to other sectors.

Step 1: Divide the participants into smaller groups and distribute the handout *Gender and rule of law in Inland*. There are different ways to do this exercise. Either all groups do action-points for all the three tasks, or you let each group focus on one task. Remind the participants about the EU policy commitments. What commitments are relevant to the issues of this case?

Step 2: Go through the case and the instructions and give the groups sufficient time to read and discuss the case.

Step 3: Gather in plenary and go through the action-points. If all the groups have done action-points for all the three tasks, let one group present and the others fill in at the end-discussion. If the different groups have done different tasks, let each group do separate presentations. Close the case with the below concluding points.

CONCLUDING POINTS

- **Increase the number of female judges, prosecutors, penitentiary officials and police officer participating in your training**. The rule of law and security sector is generally a male dominated sector, and CSDP missions are often employed in places where women's participation in this sector is further complicated by conflict and cultural or religious values. It is therefore important to work with the men in these institutions on their attitudes and perceptions with regards to their female colleagues. Moreover, it is always possible to work with those women already in the rule of law and secrutiy who are in the security sector or to find women who are eager for opportunities in these sectors. There could be many reasons why no women came to the training (they may have been asked not to participate, the training may have been organised in a location that is not considered acceptable for 'honourable' women or it has been organised during hours when women have competing responsibilities at work or at home). An important step to ensure women's participation is to ask the women why they did not participate in the previous training and to seek to ensure that the new training is adapted to meet the needs of the targeted women.
- **Support the judiciary and other relevant institutions to address lack of due process**. Lack of due process, including abuse by justice and security sector personnel is probably the most frequent systemic human rights challenge that justice and security sectors face after conflict or in fragile state contexts. These problems are not solved with one or two trainings, but they demand thorough fact-finding and analysis that seek to understand both the political and the technical reasons behind the problems. In this case, one important obstacle has been removed: there is government buy in, it is

the government that is demanding these trainings. However, working on these issues will most likely still be highly political and sensitive, as it will expose failure, challenge individuals who have become used to their impunity and, as regards the cases of sexual violence against both women and men, challenge gendered assumptions.

- **Support the formal justice system to take on more cases of gender-based or sexual violence**. Before embarking on this work, it is again important to fact-find and analyse. It is also important to analyse the positive and negative effects of more cases of violence being dealt with by the courts. For example, in countries where custody of children stays with the husband's family, a woman may choose to stay in a violent situation in order to stay with her children. If she takes her case to court, she may lose custody of her children and the husband's family may retaliate against her daughters especially. Working with the justice system it is also important to ensure that new laws or practices are coordinated with the rest of the national legal system; and to 'add on' violence against women legislation that is not adapted to national criminal or procedural legislation may have a negative effect. Finally, it is important to ensure that if the courts take on more cases, that they also ensure adequate victim support. Those who have suffered gender-based or sexual abuse should not be re-victimised by the justice system.
- **Reduce torture and sexual abuse of men in prisons**. The reasons behind torture and sexual abuse can be many and complex. If the abuses are systemic, they are most likely encouraged or at least tolerated by the leadership. Tackling any culture of impunity tends to demand high-level, political engagement. There may also be many reasons for the individual cases of torture and abuse: it may be the only way that police officers know to get information, it may be a way to extort money or it may be considered a 'job benefit'. Strategies to change patterns of behaviour then need to involve training, and also accountability and disciplinary measures that clearly show that this is no longer the way of the institutions. It is of course also important to address the situation of the victims. Victims of torture and sexual abuse need justice, treatment and reparations.

HANDOUT FOR CASE:

GENDER AND RULE OF LAW IN INLAND

You have recently been deployed to the CSDP EU Rule of Law Mission, EULAW, in the Republic of Inland. Inland is a post-conflict country with weak institutions and where the security situation remains volatile. The main task of the EU mission is to mentor and train mid-rank to senior officials within the judiciary, the police and the penitentiary. Keeping with the EU's commitments to UNSCR 1325 and it's follow up resolutions, this includes supporting the national officers in these sectors to integrate a gender and human rights perspective into their work.

Key problems in Inland's Rule of Law sector include the lack of due process, police brutality and endemic torture in prison and detention facilities, including sexual violence against both female and male prisoners. The legal framework in Inland is composed of elements of international law and religious laws. Some provisions and local practices are problematic. The Marriage and Family Act clearly discriminates against women and disputes related to divorce, inheritance and gender-based violence (including rape, domestic violence or honour killings) tend to be resolved outside the formal justice system by traditional community leaders.

In the past, there has been low attendance of women, in trainings and mentoring programmes organized by EULAW. Many of your colleagues are of the opinion that it is impossible to increase the number of women in such trainings. But your Head of Mission pressurizes you to deliver results by ensuring attendance of female officials this time, because as he puts it, "the mission's reputation cannot afford to take another blunder".

You are tasked by the Head of Mission to put in place strategies/actions in order to:

- **Increase the number of female judges, prosecutors, penitentiary officials and police officers who participate in your training**
- **Support the judiciary and other relevant institutions to address lack of due process**
- **Support the formal justice system to take on more cases of sexual and gender-based violence**
- **Reduce and fight cases of torture and sexual violence against male prisoners**

CASE:
ACCESS TO JUSTICE FOR MINORITY WOMEN

This case focuses on some of the barriers to ensuring access to justice for minority women in Kosovo. It was first used during a training in EULEX Kosovo and the conclusions are mainly from the participants during this training. It can easily be adjusted to minority women in other contexts.

Step 1: Divide the participants into smaller groups and distribute the handout *Access to justice for minority women*. The case focuses on identifying some of the reasons for minority women having limited access to justice. Go through the instructions for the case and give the groups sufficient time to read and discuss the case. Remind them to be inspired by the gender analysis model.

Step 2: Gather in plenary and let the groups present/have a common discussion on their analysis. Below are some concluding points.

CONCLUDING POINTS

Gender analysis: reasons for women having less access to justice

- **Education:** Minority women often have a lower level of education, which may affect their access to information about e.g. their legal rights.
- **Financial:** Unemployment rates are high which means that women depend financially on their male relatives (husbands, brothers and fathers) and their financial means are limited, both to pursue any legal process and to travel to police/courts.
- **Lack of child care:** Women are responsible for the home and for taking care of the children and elderly, which makes it difficult for them to leave the home (both to report and in the event of a court case period).
- **Language barriers:** Gorani is a Serbian speaking minority. Due to their lower educational levels and their primarily domestic responsibilities, the women are more unlikely to speak Albanian and are therefore more vulnerable to language barriers.
- **Transportation:** Lack of basic services affect the women, who are more unlikely to drive and/or have access to a vehicle.
- **Social attitudes.** Domestic violence is seen as a private issue. This means that women who report such incidents are likely to be seen as bringing dishonour to both the family and the community as whole. This is made worse by the fact that this is an ethnic minority in a post-conflict country. In this context, it is very likely that the women are seen, by both men and women in the community as well as in the justice structures, to be responsible for the domestic violence. The common perception may even be that the men have the right to beat their wives.
- **Corruption and political networks.** Men being accused of domestic violence are – even though it is more difficult for men from a minority community – more likely to know people within the police and the judiciary. In a corrupt system, this may very well be to their advantage.

- **Family connections.** In a small country like Kosovo, it is not unlikely that people working at the police station are related/known to the victim. In a strong patriarchal society, this limits the confidentiality of the victim.
- **Participation in public life and decision making.** One of the underlying causes for women lacking access to justice relates to their limited participation in public life, income generation and decision making. Improving women's overall participation in social/public life would most likely reduce their vulnerabilities and thereby increase their likelihood of seeking justice.
- **Number of women in the police and justice system.** The low number of women in the police and the justice system may contribute to women's not feeling comfortable reporting and pursuing cases of abuse and sexual violence.

HANDOUT FOR CASE:

ACCESS TO JUSTICE FOR MINORITY WOMEN

You are a police officer with the EULEX Strengthening Division and have been asked to look into the issue of access to justice for women in general and minority women in particular. Access to justice can be blocked for many reasons, many of which particularly affect women, victims of domestic violence and people from minority groups.

Dragash/Dragaš is a small village located in a remote, mountainous part of Kosovo. The population is mainly Kosovo Gorani, a Serbian speaking minority. The financial situation for the inhabitants in Dragash/Dragaš is precarious. The average level of education is lower than in other parts of Kosovo, especially for women. This limits their economic and social freedom, which is already confined due to traditional social structures expecting the women to stay home and take care of the children. Unemployment is high, especially among women and young men and public transportation and other services are very weak. Domestic violence is widespread, but considered to be a private matter to be dealt with by the family. In addition, trust in the police and justice system is generally low.

Task:
Do a gender analysis in order to identify some of the reasons for minority women having less access to justice.

CASE:
INCREASING THE NUMBERS OF WOMEN WITHIN THE POLICE

Increasing the number of women in the Police and other security sector institutions is a common objective for CSDP missions. This case focuses on some of the problems that women may face within the Police (and other security sector institutions) and that need to be addressed if we want to recruit and retain more women. The case was first used during a training ni EULEX Kosovo and the conclusions are mainly from the participants during this training.

Step 1: Divide the participants into smaller groups and distribute the handout *Increasing the numbers of women within the Police*. Go through the instructions and give them sufficient time to work on the case. Remind them to be inspired by the gender analysis model/questions.

Step 2: Gather in plenary and let the groups present/have a common discussion based on their analysis. Below are some concluding points.

CONCLUDING POINTS

Women and men in the Police. It is important to understand how many women and men there are in the Police and also where in the organization they are found (what positions do they hold). Are they in uniform or in the administration? How many women/men in higher ranks and higher positions? How many women/men are located in strategic/tactical levels of the organization? At operational level?

Professional development opportunities. What are the training opportunities for women/men? What are the opportunities for developing a career path and being promoted for women/men? Who gets promoted, why, when, how? Do women and men get equal pay or is there any discrimination?

Attitudes towards female police officers. What are the attitudes towards female police officers, both within the Police, but also in the wider community? In many places, being a police officer is not considered appropriate for a woman. This is probably even more so if the general public confidence in the Police force is low.

The ability to combine family and work life. To what extent does the Police job enable women to combine work with domestic responsibilities?

Why women leave the Police. Women tend to leave the Police in higher numbers than men. Some of the identified reasons are that women still have to take care of children to a larger extent than men, and public child care is often limited. Because of this, it is harder for women to work shifts, or to have long journeys to work. Women also face difficulties in the workplace in the form of sexual harassment and degrading comments and have fewer opportunities to pursue their careers.

ADVICE TO THE POLICE

- Make an exit interview with the women and men who leave the Police in order to understand why they are leaving and whether there are different reasons for women and men.
- Make special recruitment campaigns targeting women. Such campaigns could also communicate why it is important to have women in the Police.
- Make special efforts to change the attitude towards female police officers (both internally and externally).
- Make a survey about the working environment. Compare the answers of women and men and address possible issues that surface.
- Introduce a proper code of conduct and make sure all staff are aware.
- Ensure the senior leadership shows commitment to the Code of Conduct.
- Review working hours to make schedules as family friendly as possible.
- Ensure adequate night locations where women (and their families) feel safe during overnight stays.
- Ensure all staff have individual career development plans that are properly followed up on. Institutionalize a mentor programme especially for women

HANDOUT FOR CASE:

INCREASING THE NUMBER OF WOMEN WITHIN THE POLICE

You have recently been deployed to the EU Rule of Law Mission in inland and have been informed that you will provide advice to the Inland National Police. The Police is known to draft gender-responsive policies, to increase women's representation within its structure and to create institutional mechanisms that respond to sexual harassment of women. Moreover, the Police has developed special domestic violence and anti-trafficking investigation units to protect women from violence. This notwithstanding, the Police faces various challenges that require continual consideration for improvement, particularly in relation to issues of gender.

Currently, the Inland National Police has 7,331 police officers employed, whereof 6,412 are men and 919 are women. This means that 12.53 % of the police officers are women. Furthermore, the Police is facing difficulties retaining its female police officers. The percentage of women leaving the Police is 33.26%, while the percentage of men leaving the Police is 14%. This runs counter to the objective of the mission. It is true that a police force tends to reflect its society. But it is also true, as one of the senior managers in the mission says, that a democratic police force needs to set the standards higher and lead the way.

You have been asked to do an analysis in order to identify some of the possible reasons for this situation with a view to making a few proposals to your supervisor on what the mission can propose in order to increase the recruitment of women and improve their retention.

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1. **Make a gender analysis of the Kosovo Police – using the gender analysis model.**
2. **Based on your analysis – identify the possible reasons for why women are leaving the Police.**
3. **Discuss whether female police officers face any specific protection/harassment issues and if so which ones.**
4. **Discuss what the Police could be advised to do in order to address some of the issues you have identified.**

HANDOUT FOR CASE:

A GENDER PERSPECTIVE IN CORRECTIONS SERVICES

A gender perspective in corrections services concerns both the reasons why men and women end up in prisons, their conditions, needs and insecurities in prison, how their incarceration affects their families and their rehabilitation needs and possibilities.

Step 1: Divide the participants into smaller groups and distribute the handout *A gender perspective on corrections services*. Go through the instructions and give them sufficient time to work on the case. Remind them to be inspired by the gender analysis model/ questions.

Step 2: Gather in plenary and let the groups present/have a common discussion based on their analysis. Below are some concluding points

CONCLUDING POINTS

Below are some questions that will promote the integration of a gender perspective in corrections services.

- **Reasons for being in prison and attitudes**. Why are women and men in prison and does it affect their situation in prison, i.e. are they treated differently because of their crimes? Are there differences between different groups of women? Between different groups of men?
- **The physical conditions.** What does the physical situation look like for men and women in the prison? What are women's and men's special needs/vulnerabilities/opportunities? Privacy? Toilets? Facilities for children?
- **Insecurities.** Do women and men face different insecurities in prison? If so, what are the (possible) insecurities for female and male interns?
- **Prison staff.** Who is the prison staff and how do they behave towards women and men?
- **Consequences on families.** How does the incarceration affect the families of the interns? Is there a difference if the intern is male or female?
- **Release and reintegration.** What is the situation for men and women once they are released? Do they face different attitudes that will affect their ability to reintegrate? Do women and men have to prepare themselves for different things the day they have served their time?

HANDOUT FOR CASE:

A GENDER PERSPECTIVE ON CORRECTIONS SERVICES

You are tasked to assist the Corrections services in X-land to develop gender sensitive and equal correctional practices that take into consideration the needs of both sexes. The number of female prisoners in X-land is very low, with an average of 40 female prisoners, or approximately 3% of the total prison population. In 2013, a report by the X-land Rehabilitation Center for Torture victims claimed severe lacks in the physical conditions. In addition, according to the report, the staff in X-land institutions have been observed to be distant, authoritative and formal towards the prisoners.

Prepare a gender analysis consider the following:

- **What are the gender specific questions that you need to consider in order to ensure a gender perspective on the Corrections services?**

ANNEXES

ANNEX: TRAINING EVALUATION FORM

1. What is your overall experience of the training?

POOR	GOOD	EXCELLENT

2. How well do you think you have learned to:

Name the key components of the UN and EU policy framework on UNSCR 1325 and its follow up resolutions on women, peace and security.

NOT AT ALL	QUITE WELL	VERY WELL

Give examples that show why gender is an important perspective in the work/context of a CSDP mission/operation.

NOT AT ALL	QUITE WELL	VERY WELL

Apply a gender perspective through a simple gender analysis.

NOT AT ALL	QUITE WELL	VERY WELL

3. Please tell us what you found most useful in the training and why?

4. Please comment on the training methodology

5. Other comments and/or suggestions

ANNEX: EXPLANATION OF KEY GENDER TERMS

Gender equality	refers to equal opportunities and outcomes for women and men. This involves ending discrimination and structural inequalities in access to resources, opportunities and services. Promoting gender equality means taking into account that men and women, girls and boys have different needs and roles.
Gender equity	refers to giving fair treatment to women and men, boys and girls according to their respective needs. Ultimately, gender equity leads to the achievement of gender equality.
Gender-sensitive policies	refers to policies that effectively promote gender equality by treating men and women fairly according to their specific roles and needs.
Gender mainstreaming	is the process of integrating the interests, concerns and experiences of men and women, boys and girls at every stage of a decision, programme or project cycle, from planning to implementation and evaluation. Gender mainstreaming aims at eliminating gender inequality.
Gender analysis	refers to a tool or method used to assess and understand the differences in the lives of women and men, girls and boys, and the relationships between and amongst them including: their access to resources and opportunities, their activities, and the possible discrimination they face.
Gender roles	the responsibilities traditionally assigned to women and men (girls and boys). Gender roles are shaped by a multiplicity of social, economic, political, cultural and other factors and they can change over time and may differ from one group of men and women to another.
Gender balance or gender parity	is about having the equal number of women and men in all areas of work (at all levels, including at senior positions).
Gender-based violence	is an umbrella term, which refers to any harmful act that is perpetrated against a person's will, and where such an act is based on a person's sex or sexual identity.
Gender-blind policies	refers to policies that ignore the different socially determined roles, responsibilities and capabilities of men and women.
Gender-neutral policies	are not specifically aimed at either men or women and are assumed to affect both sexes equally.
Gender-specific policies	recognise gender differences and target either men or women, within existing roles and responsibilities.
Gender-redistributive policies	seek to change the distribution of power and resources in the interests of gender equality.

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