



Organization for Security and Co-operation in Europe

Filling the GAPS

***Gender in the Analysis, Policy and Strategy
Development of the Conflict Prevention Centre***

***OSCE Conflict Prevention Centre and
Gender Section of the Office of the Secretary General,
August 2006***

Disclaimer

The information in these guidelines consists of data from selected resources and has been consolidated for the use of OSCE staff. The section “Essential Data on Gender Equality” has been prepared by interns working with the Gender Section and the Conflict Prevention Centre in the OSCE Secretariat. The data and information have not been verified and the comments do not necessarily reflect the position of the OSCE Secretariat.

Table of contents

1	Why GAPS?	5
2	What can the CPC contribute?	6
3	OSCE political commitments	7
3.1	Ministerial Council Decision 14 of 2005: Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation	7
3.2	Ministerial Council Decision 4/2004: OSCE Action Plan for the Promotion of Gender Equality	8
3.2.1	Gender mainstreaming the structures, working environment, and in recruitment	8
3.2.2	Gender mainstreaming into OSCE activities, policies, programmes and projects.....	9
3.2.3	Promoting gender equality.....	9
4	Country analysis and mission programme planning	10
4.1	Questions relating to the head of mission responsibilities	11
4.2	Useful questions for country analysis and filling the GAPS in mission projects and programming.....	12
4.3	Human dimension.....	13
4.3.1	Human rights questions	13
4.3.2	Rule of law questions.....	14
4.3.3	Democratization, media and elections questions.....	15
4.3.4	Trafficking in human beings questions.....	15
4.4	Economic dimension.....	17
4.4.1	Economic questions.....	17
4.4.2	Environmental questions	18
4.5	Politico-military dimension	18
4.5.1	Political-military sector questions (UN SCR 1325).....	18
4.5.2	Disarmament and post-conflict questions	19
4.5.3	Borders and policing questions.....	20
4.5.4	Mine action, SALW, conventional ammunition and other remnants of war	21
4.5.5	Combating terrorism and other forms of extremism.....	21
4.6	Illustrative examples of the inclusion of a gender perspective in the work of Field operations	22
5	Checklist for integrating a gender perspective into reporting	24
	Appendix 1: Reference documents	26
	Appendix 2: Other sources of information	28
	IGOs and gender.....	28
	NGOs and resources/document databases	29
	Gender and media	29
6	Contact details	30

1 Why GAPS?

The OSCE has long acknowledged that the equal rights of women and men and the protection of all human rights is essential to peace, sustainable democracy, economic development and therefore to security and stability in the OSCE region. In December 2004, the Ministerial Council endorsed the OSCE Action Plan for the Promotion of Gender Equality (MC.DEC/14/04) ('Action Plan") and in 2005, the Ministerial Council took a decision regarding Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation (MC.DEC/14/05). These two commitments explicitly incorporate commitments to gender equality and gender mainstreaming into the everyday work of the OSCE. Additionally, the principles of UN Security Council Resolution 1325 on Women, Peace and Security are explicitly emphasized and incorporated into the OSCE's commitments. Thus, an integration of a gender perspective into the OSCE's work is a direct contribution to the development of the *comprehensive* concept of security.

At the end of 2005, as stipulated in the Action Plan, the Conflict Prevention Centre developed an implementation plan for the Action Plan. This plan was distributed in March 2006¹. One of the tasks outlined by the CPC was the **"development of a handbook to help Mission Programme Officers include gender perspectives in analysis of situations in the field, in policy and strategic development"**. This task is fulfilled in co-operation with the Gender Section.

To engage an appropriate and convenient acronym we have called these guidelines "*Filling the GAPS*" to express that, without the consideration of a gender perspective, analysis, policy and strategy development in the CPC is incomplete.

Filling the GAPS aims to be a **user-friendly, practical tool** to help the Mission Programme Section of the Conflict Prevention Centre achieve these aims in its everyday work. It provides:

¹ Implementation Plan on Gender Mainstreaming, SEC.GAL/32/06 of 23 February 2006

- Background detail on OSCE **political commitments**
- Identification of areas of possible intervention with **missions** and in **programme planning**
- Checklists of **useful questions** which you can pose to yourself, to field missions and for consideration in programme planning and reporting
- Guidance on how to integrate a gender perspective into **report writing**
- Hyperlinks to useful websites and the main OSCE and international reference documents
- Giving you the EDGE - Country-specific **“Essential Data on Gender Equality”** (Part 2)

2 What can the CPC contribute?

The analysis of gender equality and women’s human rights in OSCE participating States is critical for a **comprehensive understanding of the political situation and for conflict prevention** activities. This should therefore be part of the CPC’s work. Additionally, as the “eyes and ears” of the OSCE, the field operations do important work in both gender equality and gender mainstreaming. The CPC should therefore aim to promote the integration of a gender perspective into all of these activities and should also be aware of the field operation’s responsibilities in this regard.

These guidelines aim to assist you with these tasks and, in particular, with integrating a gender perspective into the following activities:

- Country and mission reports
- Talking points
- Speech writing
- Feedback and guidance to missions
- Mission visits
- Country analysis
- Briefings for Secretary General, Delegations, Chair-in-Office, Troika, and other senior representatives of the OSCE
- Project and programme feedback
- Programme outline and budget input
- Communications with other organisations
- Meetings, workshops, seminars

- Mission task forces
- Press and public information

All senior managers, in particular heads of mission, play a prominent part in implementing the Action Plan. These responsibilities have been outlined by the Secretary General and their follow-up is also of interest to the Mission Programme Section (see 4.1).² The missions' efforts at gender mainstreaming should be encouraged, made visible and strategically analysed. The CPC can be active here by: giving feedback on reports, project and programme development to incorporate a gender perspective; encouraging the Homs to fulfil their responsibilities; and by ensuring that field mission reports, programme outlines and budget proposals integrate a gender perspective into all dimensions.

3 OSCE political commitments

3.1 Ministerial Council Decision 14 of 2005: Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation

This decision is particularly important for the CPC. UN Security Council Resolution 1325 of 2000 contains commitments on the following issues:

- Increasing **representation of women at all decision-making** levels for the prevention, management, and resolution of conflict;
- Incorporating a **gender perspective in field missions** and staff training on the protection, rights and the particular needs of women;
- Adopting a gender perspective in the negotiation of peace agreements;
- **Respecting fully international law** applicable to the rights and protection of women and girls as civilians and to **take special measures to protect women and girls from gender-based violence** in situations of armed conflict;

² Outline for Heads of missions: Responsibility for the implementation of the 2004 Action Plan for the Promotion of Gender Equality

- Taking into account the particular needs of refugee women and girls;
- Encouraging all those involved in disarmament, demobilization and reintegration to consider the **different needs of female and male ex-combatants**.

The OSCE Decision taken in 2004 integrates all of these elements into the OSCE's work and adds the following emphasis:

- Reinforcing steps to be taken by the OSCE regarding the **recruitment of women** to senior OSCE decision-making positions (Para 3, 4, 5, Tasker 2).
- Supporting **empowerment of women and girls** including training, education and women's involvement in all stages of peace processes (Para 6 and 7).
- Evaluation of gender mainstreaming in conflict prevention processes and activities. (Para 9)
- **Tasks** for various parts of the **OSCE**.

3.2 Ministerial Council Decision 4/2004: OSCE Action Plan for the Promotion of Gender Equality

The 2004 OSCE Action Plan contains several different sets of obligations. There are obligations for the OSCE as an organization which include specific tasks for different parts of the OSCE e.g. the Project Co-ordination Cell or the FSC Support Unit. There are also commitments relating to the participating States themselves. **The obligations of the Action Plan can be divided into three distinct but complementary categories (described below)**. It is crucial that you are aware of these obligations and incorporate them into your own work, especially in your liaison with the missions.

3.2.1 Gender mainstreaming the structures, working environment, and in recruitment

- Making senior managers accountable for all gender mainstreaming efforts;
- Training and capacity building of staff to enable them to gender mainstream and build awareness of gender issues;
- Promotion of a gender-sensitive management culture;

- Pro-active implementation of Staff Instruction 21/2006 (Policy against harassment, sexual harassment and discrimination);
- Making efforts to achieve gender balance in recruitment.

3.2.2 Gender mainstreaming into OSCE activities, policies, programmes and projects

- Gender mainstreaming is “the process of assessing the implications for women and men of any planned action... 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 [all] policies and programmes...”³;
- The aim of gender mainstreaming is to contribute towards achieving gender equality;
- The OSCE Action Plan makes gender mainstreaming a requirement for all activities, projects and programmes. It also highlights some specific steps/tasks which should be taken by specific actors to promote gender mainstreaming;
- All OSCE management and programming staff have responsibility for gender mainstreaming in their activities;
- The Training Section of the Secretariat is developing a comprehensive training programme to build staff capacity to incorporate a gender perspective into the work.

3.2.3 Promoting gender equality

The Action Plan highlights a number of priority areas for activities promoting equality between women and men and gives these “**..as a basis for the Secretariat, Institutions or Missions to use when developing plans and programmes...**” These are:

- Non-discriminatory legal and policy frameworks;
- Preventing violence against women;
- Ensuring equal opportunity for the participation of women in political and public life;
- Encouraging women’s participation in conflict prevention, crisis management and post-conflict reconstruction;
- Promoting equal opportunity for women in the economic sphere;

³ See official records of the UN General Assembly, 52nd Session, Supplement 3 (A/52/3/Rev 1) chapter IV, paragraph 4

- Building national mechanisms for the advancement of women.⁴

4 Country analysis and mission programme planning

This section contains useful questions which aim to help you fill the *GAPS* in your analysis of country situations and mission activities, projects and programmes. By researching or asking these questions of yourselves, missions, or other organisations, you should be able to

- Increase your understanding of the situation of gender equality and women's human rights in the mission areas you are responsible for.
- Enable yourself to see where a gender perspective can be integrated into a non-gender focussed programme, conference topic, workshop theme etc.
- Inform yourself of the responsibilities and activities of the Homs regarding the Action Plan.

In line with the Action Plan, all mission activities, projects and programmes should incorporate a gender perspective. Before developing programmatic activities it is thus necessary to understand the situation of men and women in the host country and to develop activities which meet their different needs. The unified budget process lays out the mission mandate components and expected achievements and outputs and can be used as a starting point for discussions on possible areas of action with a gender perspective. The Mission Programme Officers, with the support of the Gender Section, can encourage that a gender perspective is adequately introduced throughout the Main Programme areas. Mission Programme Officers and the Gender Section can also work together with focal points from other Secretariat units and departments to improve programme development and pool knowledge and resources.

⁴ Paragraph 44, Action Plan

4.1 Questions relating to the head of mission responsibilities

In its advisory and co-ordinating role the Mission Programme Sections can, where appropriate, follow up on the responsibilities of the heads of mission as outlined in the **Outline for Heads of Missions: Responsibility for the implementation of the 2004 Action Plan for the Promotion of Gender Equality**. This document includes some aspects of “internal gender mainstreaming” (gender balance in staff, professional working environment issues) which are in general dealt with by the DHR and the Gender Section.

The following questions serve as a checklist in relation to the head of mission’s responsibilities:

- Has the head of mission appointed a gender focal point? At what level is the gender focal point positioned?
- Have terms of reference for the focal point been established?
- Is there a working group or other horizontal structure in the field operation for planning in relation to Action Plan implementation?
- Is progress on Action Plan implementation discussed at staff and planning meetings?
- Is the implementation of the Action Plan adequately covered in the field operation’s programme outline and budget?
- Is the implementation of the Action Plan adequately budgeted for?
- Has the field operation’s staff received training on gender mainstreaming?
- Is a gender perspective incorporated into field operation reporting on all aspects of their work?
- Does the field operation run projects within the priority areas highlighted by the Action Plan (see 3.2.3)?
- Are projects oriented to the promotion of gender equality publicized and highlighted in mission reporting and press releases?
- Does the field operation use advice on implementation e.g. from ODIHR, the Secretariat Gender Section, NGOs?
- Does the field operation consult with other international organizations regarding gender equality and/or gender mainstreaming?

- Have any other steps been taken by the field operation to promote gender equality/gender mainstreaming? (e.g. the Hom attending or endorsing events)?

4.2 Useful questions for country analysis and filling the GAPS in mission projects and programming

Mission Programme Officers and gender focal points can provide substantive input into mission work on gender mainstreaming in mission programming (3.2.2 above) and the development of projects oriented at the promotion of gender equality (3.2.3 above). Additionally, you can use a gender analysis to prepare briefings, talking points and speeches for the Secretary General, Chair-in-Office, Troika and other senior management of the OSCE. Below are some questions which should assist you to do this⁵.

They are divided up according to the three OSCE dimensions (and related areas). They do not aim to be exhaustive but instead they should give you a flavour of the kinds of questions which can be asked or used to identify where analysis or data is missing. They aim to give you a stronger understanding of what indicators you should be looking for and what questions and issues you could be asking the field operations to follow up - when relevant to their work and their mandate.

It is important to be aware that data disaggregated by sex is not always available. This can highlight that there is a gap in a State's or international organisation's analysis. The OSCE can highlight these gaps to the relevant body as the gaps themselves may hide a problem area.

Additionally, it may not be clear what to do with data which apparently illustrates an inequality – how do you interpret it? It is important to look for hidden assumptions and explanations e.g. by doing additional research, following up with the relevant source or with the mission. Bear in mind that it is always possible to seek advice from your gender focal point or the Gender Section of the Secretariat.

⁵ Some questions have been taken from "Gender Resource Package for Peacekeeping Operations" UNDPKO, New York 2004, p. 208-215. See also UNDP publications "Gender Mainstreaming Learning and Information Pack" and "Gender Mainstreaming in Practice – A Handbook", and Commonwealth Secretariat "Gender Management System Series".

4.3 Human dimension

4.3.1 Human rights questions

- Has the state ratified the Convention on the Elimination of Discrimination Against Women? Any reservations? Have it fulfilled its reporting obligations on time and regularly? What kinds of problems have been identified by the Committee?
- Is there a Ministry with specific responsibility for equality, human rights or women's issues?
- Is there a National Plan of Action for the situation of women/gender mainstreaming/equality? Is it implemented, regularly monitored and reviewed?
- Is there a formal provision against discrimination/for equality in the enjoyment of human rights contained in the Constitution?
- Are there any government or civil society led programmes regarding the improvement of women's human rights situation in the country?
- What kind of access to education do girls and boys have? Are the literacy levels of girls and boys comparable? Do they reach similar educational levels? Is the curriculum the same for girls and boys?
- How strong and effective is the social welfare and social support (e.g. access to social work or supported income)? Is it the same for men and women?
- Do men and women have equal access to citizenship and the same ability to pass the citizenship to their children?
- Are the levels of violence experienced by men and women high? Are the rates of violence the same for men and women? Are there different types of violence (e.g. is domestic violence against women a serious problem)? What steps does the government take to protect men and women from violence (trained police forces, shelters, legal prohibitions – against domestic violence and rape)? Are domestic violence cases left to “religious or customary” courts/tribunals?
- Is polygamy, dowry, child marriage, bride price, honour crime legal? How many cases are reported? What kind of action is taken? Are these cases left to the jurisdiction of “customary or religious” courts/tribunals?

- Are there cultural or traditional practices which interfere with the improvement of women's human rights situation?
- What impact do all of these factors have on the country's overall human rights situation, on stability and security?

4.3.2 Rule of law questions

- Do women and men have equal access to court and legal advice? Are men and women treated equally in court? Are there any informal barriers to this?
- What is the relationship between state law and customary law? Is customary/religious law incorporated into state/secular law?
- Do men and women have different rights and responsibilities in law? (e.g. national service)?
- Do women serve in the judiciary, in customary or religious courts? What is the proportion of women as prosecutors and in the legal profession?
- Is family law, inheritance governed by civil/common law or customary/religious law? What is the age of consent for girls and boys? What are the rights of men and women regarding divorce, access to children, property upon divorce/separation or widowhood?
- Are there any government or civil society led programmes regarding women in the legal system, the improvement of the access to the law or the rule of law and women in the country?
- Is there a formal provision in the law or constitution regarding "equality before the law"?
- What are the numbers/proportions of men and women in detention? What are the conditions like? How do they differ for men and women? Are they worse for men or women?
- Are there specific forms of torture, ill-treatment or inhumane conditions which only apply to men and women? (E.g. are women threatened with sexual violence? Are they guarded by male prison guards? Do they have access to bathing facilities and hygiene materials? What happens if they are pregnant or breast-feeding? Are only men subject to torture or worse forms of torture?)
- What impact do all of these factors have on the rule of law in the country?

4.3.3 Democratization, media and elections questions

- What voting rights do men and women have? Are they the same? Do they exercise the right (in similar rates)?
- Are there any cultural barriers to female participation in politics or voting?
- What is the proportion of women and men in political parties, parliament, local and central government? Is this representative? Do the figures vary depending on the level of power?
- Are women from minority groups represented? (E.g. Roma women)?
- Is there a Ministry with specific responsibility for equality, human rights or women's issues?
- Are there restrictions on NGO organisation? Are women more restricted than men?
- Are women active in religious groups, trade unions, civil society?
- Are there any prominent women leaders?
- Is there stereotyping in media representation which work against political participation of women?
- Are there any government or civil society led programmes or outreach regarding women's empowerment to vote or to encourage political participation in the country?
- What impact do these factors have on overall democratic development in the country?

4.3.4 Trafficking in human beings questions

- Has the state ratified/acceded to the Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the UN Convention against Transnational Organized Crime ("Palermo Protocol")?
- Is there a national plan? Does it address the differential needs of men and women as potential victims of trafficking? Is it regularly monitored and reviewed?
- Is there a government body with specific responsibility for trafficking? Does it have sufficient human and capital resources? Are the specific needs of men, women and children addressed by it?
- Is relevant criminalization legislation in place for all types of trafficking?

- Are the levels of trafficking high? How do the rates differ between men and women? What is the proportion of children? Is the country one of origin, transit, destination, or a mixture?
- What type of trafficking is it? E.g. labour/sexual exploitation?
- Are police forces and border control trained and sensitized to trafficking as affecting both men and women?
- Do shelters for presumed trafficked victims exist? Do they cater for women, men and children? Do they provide sufficient medical and psychological care, as well as appropriate housing?
- What is the level of public awareness and the quality and level of coverage of trafficking in the media? Are there stigmatizing attitudes towards women and migrant women?
- What surveys or researches (if any) have been carried out by local and/or international bodies with a purpose to learn the public perception on the problem of trafficking of human beings in the country?
- Were there any public and nation wide events (conferences, open public discussions via media, special TV programmes, parliamentary hearings, etc.) focused on addressing the trafficking concerns in the country?
- Do awareness raising campaigns on trafficking in human beings equally target men and women? Do they produce stigmatizing and discriminating attitudes towards women?
- Do local media publish numerous ads offering work abroad for women? In which sectors? Are there mechanisms to monitor labour recruitment practices?
- Is there a service providing information on legal ways to migrate and migrants rights to potential migrants both women and men?
- Are there any major government or civil society led programmes against trafficking in the country?
- What impact does trafficking in human beings have on overall social and economic development in the country?

4.4 Economic dimension

4.4.1 Economic questions

- What percentage of households is headed by a woman and/or are single parents? Is the percentage higher for poorer populations/minority group/displaced people/other groups?
- Do the single parents suffer particular discrimination/exclusion?
- How do the unemployment rates of men and women compare? Why?
- Is there an earnings differential between men and women?
- Do women have access to property such as credit facilities and land on an equal basis to men? If not, why not? What impact does this have on economic development?
- Are there women business leaders who act as “role models”?
- Are there any women in decision-making relating to economic development?
- Are men and women confined to certain sectors of the labour force? (Are these the lower paid sectors?) What impact does this have on economic development?
- Is there pressure on women to leave the workforce after marriage?
- Are women working mostly in the formal and/or informal labour market?
- Are women or men discriminated when requesting visa or labour permits to work abroad?
- Is there any work or economic activity which women or men are forbidden to do by custom?
- Is there an equal opportunities or anti-discrimination law which applies to the workplace or pay?
- Are there any government or civil society led programmes regarding women’s economic position or addressing economic vulnerability in the country?
- What impact do all of these factors have on the country’s overall economic development? Or on poverty levels?

4.4.2 Environmental questions

- What is the proportion of men and women in environment related decision-making positions in central and local government? (e.g. Ministers, Directors of Institutes, Heads of Department, Academia)?
- Is there equal ownership and access to land (can both women/men own land and lease/rent)?
- What are the roles of women and men in the following sectors: forestry, water, agriculture, and fishery?
- What are the roles of women and men regarding energy and natural resources (who collects, who transports, who manages, who sells the products)? How much time is spent on these activities and the relative income of women and men?
- What is the level of coverage of environment and gender topics in the media?
- What environment and health indicators are gendered? (E.g. Does child mortality, still birth, fertility vary)? (E.g. Chernobyl, how are women and men differentially impacted by pollution or environmental degradation)?
- What is the number of women in decision-making positions in relation to environmental projects? (Gender-balanced stakeholder meetings and Aarhus participation? What is the percentage of female/male consultants)?
- Gender balance of staff decision-making positions in OSCE offices related to Economic and Environmental Activities.

4.5 Politico-military dimension

4.5.1 Political-military sector questions (UN SCR 1325)

- Have steps been taken by the host country to implement UN Security Council resolution 1325 (2000)? Has a national plan of action been developed or have the principles been incorporated into another national plan of action?
- Have women been part of any peace negotiation teams (in any role: e.g. as negotiator, conflicting party representative. etc)
- What is the proportion of women and men in the military? Does this vary according to the level of the post and type (administration/combat roles)?

- Are there any senior women in the military forces?
- What is the proportion of women in government bodies dealing with defense and security issues?
- Are women educated/trained about security and military issues?
- Is there a national service? Is it only for men? Is it open to women?
- Is there a Code of Conduct which covers the behavior of armed forces in relation to female civilian populations?
- Are there women deployed in any peacekeeping military forces? In what roles?
- What is the proportion of women and men in civilian operations in conflict and post-conflict?
- Has the state made special efforts to deploy women as part of civilian operations in the conflict and post-conflict efforts?
- Are students of a military academy educated about relevant gender issues in combat and in peacekeeping operations? E.g. how to be sensitized to the different needs of male and female civilians in conflict and peace building settings?
- Are military forces briefed on relevant gender issues when they are deployed in theatre? E.g. what are the specific characteristics of the male and female populations of the country?
- Does the military have a policy to ensure specific efforts are made to address the needs of both the male and female civilian population in conflict and post-conflict settings? (especially amongst displaced persons and refugees)?

4.5.2 Disarmament and post-conflict questions

- What roles do women/girls play in combat functions in the military and armed groups? What about non-combat functions (for example as cooks, spies, messengers, etc)?
- Have women and/or children been subject to sexual or violent abuse by the armed forces? What steps are being taken for the rehabilitation of these victims?
- After a conflict have specific efforts been made to demobilize male and female combatants?
- Do mechanisms need to be put in place to involve women/girls in post-conflict planning?

- Which governmental, NGO or UN organizations are currently working on disarmament and reintegration issues and what significant lessons have they learned? (are the lessons different for men, women, girls, boys)?
- What plans are in place, or general attitudes exist concerning giving female ex-combatants the option of joining peacetime armies and other security institutions such as intelligence services, border police, customs, etc?

4.5.3 Borders and policing questions

- What is the proportion of women and men in local and national police services/border control/migration services? Does this vary according to the level of the post and type (e.g. administration)?
- Are there any senior women in these services?
- Is there an “equal opportunities/equality/diversity policy” within the police services? Is it properly implemented?
- Are women police officers involved in all operational aspects of the police work or limited to administrative functions only?
- Are there any traditional attitudes or practices that discourage women to work in the police or border control?
- Have police schools taken specific steps to encourage female candidates? (e.g. quotas, special training schools, residential training schools which cater for both men and women)?
- Are the forces sensitized on relevant gender issues e.g. how to deal with women as witnesses/victims?
- Are the forces trained on how to deal appropriately with male and female witnesses e.g. domestic violence cases and trafficking in human beings? E.g. offering assistance and protection to male and female victims?
- What are the main crimes committed against women and girls within the home and outside of the home?
- Do cultural and other barriers discourage women/girls from reporting crimes? What are these barriers and are they the same as those for men/boys?
- Are there separate holding cells for women? Are women detainees supervised and searched by female officers?
- Are male and female detainees subjected to torture or inhuman and degrading treatment? Is one group affected worse or in a different way?

4.5.4 Mine action, SALW, conventional ammunition and other remnants of war

- What is the differential impact of the (suspected or confirmed) presence of landmines, stockpiles of SALW and conventional ammunition, liquid rocket fuel, etc, on the daily lives of women, men / girls and boys?
- Is data disaggregated by age and gender collected on victims of explosions?
- What is the scope and nature of women's involvement in any ongoing advocacy /activities/ initiatives to collect SALW, or to stigmatize the use of landmines?
- Do impact assessments and priority-setting procedures for mine clearing activities/weapon collections take into account the different needs of women, men, boys, and girls?
- What is the involvement of women in risk-awareness and education activities? Are women, men, children targeted for risk education? Are there different strategies to raise awareness among women, men, and children?

4.5.5 Combating terrorism and other forms of extremism

- What is the proportion of women and men in national anti-terrorist police forces?
- Are the factors which promote the involvement or association with terrorist/extremist activities different for women and men?
- Are the methods used to recruit women and men to terrorist organizations different?
- Are there forms of terrorism or particular extremist causes which women or men are more likely to support?
- Are women involved in terrorism in a different way to men? (e.g. as mothers, wives of terrorists/extremists who support the cause by harbouring their relatives)?
- Are there forms of terrorism/violent extremism which target women or men as a specific group?

4.6 Illustrative examples of the inclusion of a gender perspective in the work of Field operations

Area of activity	Examples of activities which serve the purpose of gender equality⁶
Peace processes	Developing capacity-building that supports women seeking to participate in peace processes; organizing women into a broad-based coalition; helping women's coalitions to define a common agenda and lobby for its inclusion in the agenda of the peace process; encouraging negotiator, facilitator and mediation teams to be gender-balanced.
Police	Analyse gender balance in police forces and promote the idea of women police officers as part of a modern, democratic police force. Collect data on services available to victims of sexual violence and develop systems of protection for such victims/witnesses.
Rule of Law	Carry out evaluative research regarding whether women and men have equal access to justice. Provide advice on gender equality provisions in comparative constitutions, where a national constitution is being developed. This would typically be done in collaboration with, for example the ODIHR, and national women's organizations.
Reintegration of former combatants	Use women's networks to identify the number, roles and specific needs of women and girls in armed groups; integrate messages on violence against women into training programmes for former combatants; and identify potential constraints to the participation of former female combatants in reintegration programmes.
Human Rights	Advise on women's human rights issues to be included in human rights trainings for state officials; build the capacity of human rights organizations to conduct women's human rights monitoring.

⁶ Some examples have been taken from the Gender Resource Package for Peacekeeping Operations, UNDPKO, New York 2004, p. 25

Demining, SALW, Mélange, Stockpile destruction	Ensure that groups at risk are properly identified; ensure that all individuals have access to culturally appropriate risk education that take into account their different daily activities as men and women; enhance the participation of male and female community members in the planning and monitoring of collection/destruction activities; ensure that men and women have equal access to employment opportunities and benefits associated with such activities.
Project Management	Advise on incorporating local women's views into the planning, implementation and evaluation of project activities.
Personnel/Office of HoM	Provide training on gender mainstreaming of staff members; ensure fair recruitment processes and that vacancy notices are distributed widely.
Public Information	Develop public relations material such as brochure and fact-sheets for the local population on key gender issues (e.g. the participation of women in elections); provide media coverage of specific events such as International Women's Day (March 8). Translate OSCE Commitments into the national language(s).
Workshops for civil society representatives and local populations	Arrange meeting times and locations to encourage the participation of individuals of both sexes.

5 Checklist for integrating a gender perspective into reporting

Reporting is a key activity of field missions and an essential responsibility for the Mission Programme Officers who are among the first recipients of the draft reports and have the possibility to suggest amendments. This checklist⁷ is not exhaustive but aims to give you pointers for integrating gender dimensions into mission reporting. It should assist you when you are analysing the material you receive and in formulating feedback to the missions to ensure a gender perspective is made more visible.

Clearly reporting guidance should be applied in accordance with the mandate of the field mission and purpose of the particular report.

- When using data relating to people try to provide it disaggregated by sex and analyze the reasons for any differences in the statistics.
- Assess the extent and quality of women's and men's different involvement in key political processes and any barriers to their full and equal participation.
- Ask yourself how women and men are differently affected by a problem being discussed? And whether the suggested response/recommendation is the same for both men and women?
- Highlight the participation levels of men and women. Is one group dominant? If so, why?
- Highlight specific activities focussed on gender equality or any project targeting women or men and provide some background as to why that was necessary.
- Reflect changes in the amount budgeted for gender-related activities.
- Correct gender insensitive language and gender stereotypes (see OSCE Style Manual)
- Above all – use the **Useful Questions** (section 4 above) and the **EDGE** (Part 2 of the guidelines) to analyse the issues

⁷ Some questions have been taken from the Gender Resource Package for Peacekeeping Operations, UNDPKO, New York 2004, p. 40-41

and trends the mission is reporting on and to check whether they have fully integrated a gender perspective.

Appendix 1: Reference documents

(Press “control” and click to access document in Doc.In):

1. Action Plans

MC.DEC/14/04, 2004 OSCE Action Plan for the Promotion of Gender Equality

Website: <http://www.osce.org/secretariat/13072.html>

PC.DEC/353/00, OSCE Action Plan for Gender Issues

OSCE Action Plan for Gender Issues, SEC.GAL/12/00/Rev.7, 1 June 2000

2. Other relevant OSCE commitments

MC.DEC/14/05, Women in conflict prevention, crisis management and post-conflict rehabilitation

Website: <http://www.osce.org/secretariat/13072.html>

MC.DEC/15/05, Preventing and combating violence against women

Website: <http://www.osce.org/secretariat/13072.html>

MC.DEC/16/05, Ensuring the highest standards of conduct and accountability of persons serving on international forces and missions

Website: <http://www.osce.org/secretariat/13072.html>

OSCE Commitments Relating to Gender Equality and Non-Discrimination (ODIHR, 2003)

3. Other OSCE documents

The Secretary General's Annual Evaluation Report on the Implementation of the 2004 OSCE Action Plan for the Promotion of Gender Equality

Outline for Heads of missions: Responsibility for the implementation of 2004 Action Plan for the Promotion of Gender Equality

Consolidated Implementation Plan on Gender Mainstreaming, SEC.GAL/41/06, 6 March 2006

Staff Instruction 21/2006 (Policy against harassment, sexual harassment and discrimination)

OSCE Code of Conduct

4. Other international documents

Convention on the Elimination of Discrimination Against Women

UN Security Council Resolution 1325, 2000

Appendix 2: Other sources of information

IGOs and gender

ODIHR – www.legislationline.org for legal references and links.

www.osce.org – Gender pages – Secretariat and ODIHR

Information on UN SC Resolution 1325

<http://www.womenwarpeace.org/index.htm>

Inventory of UN Resources on Women, Peace and Security (with document links)

<http://www.un.org/womenwatch/osagi/resources/wps/Inventory-11Oct2004.pdf>

Information on UN Special rapporteur on Violence Against Women and Convention for the Elimination of Discrimination Against Women

www.ohchr.org

<http://www.ohchr.org/english/issues/women/rapporteur/>

<http://www.ohchr.org/english/bodies/cedaw/index.htm>

UN Division for the Advancement of Women (Beijing, +5, +10 and ongoing UN activities)

<http://www.un.org/womenwatch/daw/index.html>

UNIFEM

http://www.unifem.org/worldwide/europe_cis.php

UNIFEM CIS region

<http://www.unifemcis.org/?en=1>

Council of Europe

http://www.coe.int/t/e/Human_Rights/Equality/

International Committee of the Red Cross

<http://www.icrc.org/eng/women>

International Labour Organisation

<http://www.ilo.org/public/english/bureau/gender>

<http://www.ilo.org/dyn/gender/gender.home>

NGOs and resources/document databases

<http://www.eldis.org/gender/> (Document portal)

<http://www.whrnet.org/> (Women's human rights and extensive links)

<http://www.ihf-hr.org> (Women 2000: An Investigation of the Status of Women in Central and South Eastern Europe and Newly Independent States)

<http://www.peacewomen.org> (1325, Peace, conflict prevention and resolution)

<http://www.womenaction.org> (International NGO activities)

<http://www.endvaw.org/> (Violence Against Women)

<http://www.womeninblack.net/> (Peace)

<http://www.equalitynow.org> (Human Rights)

Gender and media

<http://www.about-face.org>

<http://www.womcom.org>

<http://www.iwmf.org>

<http://www.mediawatchdogs.org>

<http://www.mediawatch.com>

6 Contact details

Gender Section
Office of the Secretary General
OSCE Secretariat
Organization for Security and Co-operation in Europe
Tel.: +43-1 514 36 294
Fax: +43-1 514 36 96
Email: equality@osce.org
Website: www.osce.org/secretariat/13072.html

Conflict Prevention Centre
OSCE Secretariat
Organization for Security and Co-operation in Europe
Tel: +43-1 514 36 122
Fax: +43-1 514 36 96
Email: pm-cpc@osce.org
Website: www.osce.org/cpc