Gender Makes Sense
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Foreword

It is a privilege as well as an honour for me to recommend this Gender Makes Sense publication. I hereby take the opportunity to underline the importance of gender awareness and the respective policies in Stabilisation and Reconstruction Operations in a NATO context. This publication will widen our understanding of the importance of gender aspects in our work and will lead to more inclusive activities in our operations.

Lessons learned from recent armed conflicts such as in Bosnia, Kosovo, Afghanistan and Iraq, as well as from activities in man-made and natural disaster relief operations, frequently show deficiencies in gender awareness. Present and future conflicts require military leaders and soldiers who are educated and trained in gender awareness and thus will be better equipped to meet the challenges in theatre. In spite of these efforts, gender is often ignored or neglected. This publication focuses on a solid and systematic method to gender perspectives in NATO activities, based on a cross-dimensional approach in order to promote gender integration, which contributes to more security.

Yours sincerely,

NATO Secretary - General
Jaap de Hoop Scheffer
**Preface**

It is a great pleasure to introduce to you *Gender Makes Sense. A Way to Improve Your Mission*, a publication of the CIMIC Centre of Excellence (CCOE). It is two years since we co-organized the seminar *Gender and Civil-Military Relations: Moving Towards Inclusion?* The reactions to the seminar report were such that we deemed it right to continue the discussion on this important subject.

To some, the idea that NATO as a military organisation, or CIMIC for that matter, pays attention to gender is perhaps somewhat out of the ordinary. To those, I say that they fail to recognise that gender awareness in a military mission is of vital importance, as it has been amply proven that it contributes a great deal to the success of the mission. This publication is illustrated with many examples to prove my point. It has never been our intention to offer a comprehensive survey of the significant role gender plays in civil-military relations. Our goal is to reach out to soldiers and civil actors in a conflict zone and offer them a first introduction on gender awareness in civil-military relations and the possibilities to address gender within the military part of a mission. With this publication, the CCOE wants to send out a strong signal to all military organisations to adopt and improve the gender perspective in their military planning and during operations.

Finally, I want to thank the authors for their hard work and 1(NLD) CIMIC Bn for their support.

Yours sincerely,

Colonel Bert Kuijpers  
Director CIMIC Centre of Excellence
Gender Makes Sense

Introduction

Looking at gender aspects in Peacekeeping Operations is relatively new for Armed Forces. That is quite understandable as gender-related issues are not always visible or noticeable. Firstly, military personnel are not familiar with the subject and, secondly, they have no experience in combining gender expertise with their peacekeeping mission experience. For centuries, the army has been a male-dominated organisation with a male culture. Competences such as being physically strong, mentally tough and decisive are selection criteria that are highly appreciated. Yet, the role of the armed forces has changed and other essential, more feminine, competences, such as close listening, mental endurance and empathising are now required.

In the early years of the new millennium, gender became a modern and fashionable subject, with a high score on the political agenda. In just a few years, it was put on the military agenda, reaching the North Atlantic Treaty Organisation Headquarters (NATO HQ) in Brussels. Although the word ‘gender’ is perceived differently inside and outside the military organisation, there are many similar aspects and common views on the subject, such as socially and culturally constructed roles and the positions of men, women and children. As yet, NATO has not adopted a gender policy, but the subject has attracted a great deal of attention and some member countries give it high priority.

Why should Civil-Military Cooperation (CIMIC), as a force capability within NATO, incorporate gender awareness (GA) into NATO missions? Simply because from previous peace operations we have learned that it contributes greatly to the success of the mission. In addition, it improves the safety of the military organisation. Thus, gender awareness is not just an obligation, it is an absolute necessity.
Our primary target audience is the staffs and field teams that operate within the field of civil-military dimensions, meaning both the military and the civil actors.

The aim of this publication is

- to create a thorough understanding of the subject and to provide an insight to all levels in order to be more successful in military operations
- to focus and increase the understanding by Civil-Military Cooperation (CIMIC) operators and staff that gender awareness is an integral part of their working environment
- to stimulate the military to become more knowledgeable on gender awareness
to develop the right ‘mind-set’ of CIMIC personnel

• to provide insight to and promote understanding with our civilian partners

What is Gender?

Gender is an issue that never stands alone. It is a cross-cutting issue in peace and stability operations that affects everything from building a bridge or well, delivering humanitarian relief, security sector reform (SSR), demining, the rule of law, decision-making processes, how priorities are set for development activities, and so on. A gendered perspective can help identify different vulnerabilities, needs, interests of men and women, boys and girls; can help mainstream gender into planning and decision making processes; and maximise contribution to the stabilisation process.¹

According to the United Nations Office of the Special Adviser on Gender Issues and Advancement of Women, gender refers to ²

the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relationships between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialisation processes. They are context / time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age.

Gender is often only seen in the light of gender equality, meaning equal rights, responsibilities and opportunities for women and men, girls and boys. Equality does not mean that women and men will become the
same, but that women’s and men’s rights, responsibilities and opportunities will not depend on whether they are born male or female.

The predominant framework being used to discuss gender and peace and stability operations is that of gender main-streaming. This refers to 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 the concerns and experiences of women and men an integral dimension of 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.³

It is important to note that gender mainstreaming does not focus solely on women, although women are more often than not the targets and beneficiaries of mainstreaming practices due to their disadvantaged position in many communities.
It is important not to confuse gender with sex.

Sex:
is biologically constructed - male or female and it refers to the biological condition of men and women. All women are similar and all men are similar. Sex is impossible to change and it is not negotiable.

Gender:
is socially constructed - masculine or feminine and it refers to the role and position of men, women and children in society. It can change over time and place. Gender of women and men is not similar, there are differences (gender diversity) in terms of class, caste, religion, region and age. Gender is negotiable

Some differences between Sex and Gender:

Sex
• women give birth, men do not
• boys’ voices break at puberty, girls’ voices do not

Gender
• women are in charge of raising children
• men are decision makers

Example 1: Dehydration
Throughout the Operation Iraqi Freedom, it was imperative for Coalition Forces personnel to take in litres of liquid a day to prevent dehydration. Even so, in one particular incident a number of female soldiers were found dehydrated and, in fact, two of them died as a result. The case was investigated and it appeared that the women stopped drinking in the afternoon. They were afraid to go to the toilet during the night, as some of them had been harassed before and a few had been raped by their male colleagues. Gender awareness is as valuable within the military organisation as outside the organisation.
Positive effects on the mission

Gender awareness is essential to any military mission and will have positive effects on its outcome.

Gender awareness will result in:
• better access to and communication with the local population
• better access to and communication with International Organisations (IO), Governmental Organisations (GO) and Non-Governmental Organisations (NGO)
• by and large improved effectiveness in all CIMIC activities and contributes to the Effects Based Approach to Operations (EBAO)
• enhancement of the overall ‘situational awareness’
• better advice to the commander on which he can make better-founded, judicious and balanced decisions

Better access to local populations, organisations and authorities can lead to more information sharing, and improvement of mutual understanding and respect. It will add to the situational awareness and thus build up a better, safe and secure environment.

Legal framework

There are all kinds of agreements in which gender aspects are included, such as the Geneva Conventions and Protocols, the Charter of the United Nations (UN) and the Universal Declaration of Human Rights. However, at the beginning of the new millennium, new resolutions were passed.
Throughout the 1990s, the International Community (IC) noticed bad gender practises during UN and NATO missions, such as the one on the Balkans. Most of the victims were women and children. Since then, international agreements focus in particular on women and children as generally being the most vulnerable individuals in need of special attention.

The most significant agreement on gender is the UN Security Council Resolution 1325: *Women, Peace and Security* (2000). It marks the first time the Security Council addressed the disproportionate and unique impact of armed conflict on women, recognized the under-valued and under-utilised contributions women make to conflict prevention, peacekeeping, conflict resolution and peace-building, and stressed the importance of their equal and full participation as active agents in peace and security.
Other significant decrees are the European Parliament Resolution on Participation of women in peaceful conflict (2000) and the UN General Assembly Resolution on A world fit for children (2002). The message in these resolutions is clear to incorporate a gender perspective into Peacekeeping Operations (PKO) and Peace Support Operations (PSO).

Many countries have accepted and implemented Resolution 1325 and developed their National Action Plans (NAP)1325. EU discussions have already started on its Action Plan 1325 and it is very desirable that NATO follows suit. Therefore, NATO must begin to work on its own Action Plan, that will facilitate the soldiers in theatre.

Example 2: Shaving beards
In 2005 the Iraqi government, together with the Coalition Forces, continued their recruiting programme for the Iraqi Police Service. Before entering basic police training, American soldiers, who assisted in the selection procedure, forced the recruits to shave off their beards and crop their hair. This American shaving tradition for law-enforcement agents was not well received, to say the least, and some young men even refused to do so. The military failed to comprehend the implications of the loss of the beard for Iraqi male individuals. Many Muslims are very proud of their beard and consider it as a sign of their religion. Besides, clean shaven faces could very well be considered as ‘working for the Americans’. As a consequence, the men would be regarded by many as traitors and generally the willingness to join the police service decreased.
**UN Security Council Resolution 1325**

In Resolution 1325 on Women, Peace and Security, the Security Council recommends that gender perspectives become integral to all United Nations conflict prevention and peacebuilding, peacekeeping, rehabilitation and reconstruction efforts. The Resolution stresses the importance of ensuring the protection of women’s rights and the full involvement of women in all aspects of promoting and maintaining peace and security, with a strengthened role in decision-making. It recommends specialised training for peacekeepers regarding the protection, special needs and human rights of women and children, and urges greater representation of women at all levels in peacekeeping operations. It also notes the need to consolidate data on the impact of armed conflict on women and girls, and requests the Secretary-General to include in his reporting to the Security Council, where appropriate, progress on gender mainstreaming in peacekeeping missions and all other aspects relating to women and girls.

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**Example 3: Friendly or hostile**

Northern Afghanistan, 2003: the ISAF mission. A local man picks up his weapon when a German patrol passes. The patrol reacts immediately and an exchange of fire starts. Luckily, nobody was injured, but in a tense situation like this casualties on both sides are not uncommon. The question was: why did the man pick up his weapon? What were his intentions: was he suspicious about soldiers in general; was he hostile to the ISAF soldiers; did he want to protect his family? In a talk afterwards, it appeared that the man only wanted to protect his family; he was not a combatant. He was seeing the ISAF military for the very first time, as they had not operated in the area before. Fortunately, the German soldiers were able to prevent escalation. Not all men with a weapon are combatants, especially when they are in their own domestic environment.
NATO’s Definition of Gender

All NATO member countries are UN member states, and most of the NATO participants are members of the European Union (EU). This makes the relation with the earlier-mentioned resolutions easier to understand.

NATO is working on a definition of gender. According to NATO, the term gender refers to the social differences and social relations between women and men. It therefore refers not to women or men, but to the relationship between them, and the way this is socially constructed. A person’s gender is learned through socialisation and is heavily influenced by the culture of the society concerned.

This NATO definition still needs to be adopted by the NATO Military Committee. The draft definition continues with the gender of a person is socially constructed and therefore learned and can be changed; but this does not mean it is easy or uncomplicated to do so. Gender differs and varies within and across cultures, and over time. It results in different roles, responsibilities, opportunities, needs and constraints for women, men, girls and boys.

Example 4: Different perceptions
For men, ‘safety’ usually means ‘no more fighting’; for women it often means more Freedom of Movement (FOM), no harassment, no rape and more personal protection. In addition, ‘safety’ for women also means better access to water resources, to the fields and the market place, thus enabling them to provide for their daily needs.
That NATO is concerned with gender in peace operations becomes clear from the words of the Secretary-General, Jaap de Hoop Scheffer in April 2006:

“It is my strong belief that if we embed a good standard of gender awareness in policy, training and operations, we will substantially influence and enhance effectiveness”

Illustration 4: ISAF CIMIC team in Afghanistan
Gender and CIMIC

Gender is fully visible in areas where CIMIC is operating. It is fully integrated in this complex civil dimension, where key players and stakeholders are so important for the success of the mission.

Some focal areas where gender and CIMIC meet are
- health
- education
- infrastructure
- economy & employment
- civil authorities
- humanitarian relief
- security

Example 5: Changing attitudes towards HIV/AIDS
The traditional sexual behaviour of men in South Africa contributes widely to the spread of HIV/AIDS. However, today a percentage of men realize that if they do not change their sexual behaviour, their children would soon stay behind as orphans at a very early age. Against the prevailing morals, they decided to use condoms and also prevent contracting the infection by abstinence or partner reduction.

We have to focus more on who our stakeholders are from a gender perspective, understand how they are interlinked, how it influences power relations and thus how they can influence our CIMIC-related activities.
The gender perspective is essential in our understanding of

- the authorities from the local level up to district, provincial and even national governmental level
- all vulnerable groups that need consideration in the respective Areas of Responsibility (AOR), up to nationwide presence
- the military organisation from unit to group to platoon up to mission HQ level. At these levels, the commanders and the staffs (branches, divisions, Subject Matter Experts) are important, along with all other military assets that communicate directly with civil actors in their respective environment, such as:
  - Psychological Operations (Psy Ops)
  - Human Intelligence (Humint)
  - Public Affairs (PA)
  - Information Operations (Info Ops)
  - Political Adviser (POLAD)
  - Media Operations (Media Ops)
The military should be more sensitive to:

- local organisations that deal with gender sensitive issues, such as human rights in cases of domestic violence, from local levels up to nationwide influence
- IOs, GOs and NGOs that are affiliated with gender-related topics or activities and have experience in this discipline.

**Example 6: Building water wells**

As water is a primary basic need, all kinds of ‘out of area operations’ deal with the problem of providing locals with access to clean water. Building water wells is a way to support the civil environment and also win the hearts and minds of the local population. From a gender perspective, there are different angles to look at this problem regarding the beneficiaries, the owners, the users, the location and the sustainability of the well. Mostly women fetch the water and use this trip as a social event. Therefore, they prefer to cross a certain distance to a well. The military must consider all aspects and the implications of conducting such projects, in order not to lose force acceptance.
**Gender Comprehensive Approach**

The following diagram gives an overview of what is meant by a Gender Comprehensive Approach. All aspects in this diagram play an important role in the civil-military dimension in which CIMIC operators do their work. All the subjects addressed refer to CIMIC core business or trigger areas of CIMIC interest. Gender aspects are an integral part of this environment and of CIMIC activities.

Explanation of the *Gender Comprehensive Approach diagram*
- Civil-Military Relations (CMR) in the centre of the diagram is the civil dimension in which the link with gender has previously been explained (chapter *Gender and CIMIC*).

*Figure 1: Gender Comprehensive Approach diagram (Feddema and Houdijk, 2007)*
• **CIMIC Liaison** is a CIMIC core function. It is essential to build up good relations with all kinds of civil actors such as GO’s, IOs and NGOs, starting in the pre-deployment phase and followed up in the mission area. CIMIC operators must also realise that their civilian counterparts are perhaps not all gender aware; they will thus have to understand the perceptions, prejudices and stereotypes of their counterparts.

• **Advising Commanders.** An essential part of CIMIC activities is to provide input (recommendations, advice) to commanders so that they can make better decisions based on founded arguments and well-designed Courses of Action (COAs). A gender approach can only enhance this kind of input.

• **Cultural Awareness** (diversity) is strongly linked to gender awareness. It shows all kinds of important gender-based interlinks to religion and other cultural aspects of society, such as codes of family honour (revenge), circumcision (boys and girls), rape (domestic violence), traditions, habits and customs. It is important to zoom in on the historical background of the host nation in order to better understand the changed context of the country over time and the changing gender roles.

• **Moral Competence.** Today, all military should be trained and educated in their own code of conduct in order to be aware of their moral competence. This is directly linked to all kind of situations, where CIMIC operators will encounter ethical dilemmas that force them to make the right on-the-spot decisions.

• **Human Rights (HR).** There is a direct link between sexual violence and human trafficking as far as violations are concerned. Actually, there is a gap between the private situation of citizens and what their authorities declare.
The Universal Declaration of Human Rights did not deliver the expected results. Sovereign countries undersign all kind of laws, conventions and resolutions but that does not mean that the implementation of these agreements is automatically guaranteed. In their daily business, CIMIC teams will face these so-called ‘gap situations’ all the time and it is up to them how they deal with these situations.

- **Sexual Violence.** Domestic violence can be sexual (i.e. gender-based) violence involving mostly women but also children. For example, globally 84% of the rape victims are women. It is essential for CIMIC operators to identify the vulnerable groups in their AOR. The military must become aware of the fact that for vulnerable citizens there is not always a change in their situation during the conflict and the post-conflict period. Sometimes it does not change for the better at all, on the contrary sometimes it gets even worse. It is known for example that violence against women
in (post-) conflict areas is currently getting worse, as impunity continues to prevail. Any transitional justice mechanism does not really help.

Example 7: Interrogating a local woman

In 2004, the Coalition Forces in Iraq wanted to interrogate a woman from a Shi’ite-dominated village in a known fundamentalist area. Without her husband or any other relative present, they took her away to their military compound. When the military took her back, her family didn’t trust her anymore. After all, she could have been raped or sexually abused in other ways. The villagers perception of the coalition forces was based on local perception and stereotypes. The results of this gender insensitive approach were disastrous: the woman was punished to death by stoning and the husband took his own life as he was unable to protect his wife, which is considered as shameful. The overall result was: more hostile villagers; spread of negative feelings towards the Coalition Forces to other villages; less security in the area - more IEDs and suicide attacks; less contact with the local population thus less situational awareness; more negative publicity in the media.

- CIMIC Organisation. To have the appropriate CIMIC organisation in-theatre depends on ‘Force Generation’, where planners focus on what is needed to meet the expected tasks. It all starts with a proper basic training in gender awareness for future CIMIC operators, with the NATO CIMIC Basic Course and the NATO CIMIC Staff Course. Crucial to this process is the inclusion of female operators in field teams.

- Media Awareness. The use of the media can be seen as a window of opportunity for sharing successes on gender sensitive subjects. Yet, it can also generate bad practices when gender-related issues
go totally wrong. Therefore, CIMIC operators must be able to use the media for their own purpose.

- **Human Trafficking.** Subjects related to human trafficking are modern slavery, the sale of human organs (mainly of vulnerable persons) and the kidnapping of children with the purpose of putting them up for sale.

- If we link human trafficking with sexual violence, the word “prostitution” immediately pops up. Wherever the IC conducts a mission, there is an increase in prostitution. Although some of the organisations in the IC might deny this negative impact, it is crystal clear that when there is a certain (sexual) need or interest, there is also a market. Therefore, prostitution is a realistic answer to fulfil these needs in an international operational environment where all kind of organisations (military included!) are working together. The UN and NATO have enough experiences from their missions in the Balkans, Africa and Asia of which sexually transmitted diseases are silent witnesses.

- **Civil Assessments.** In order to provide commanders with a better ‘situational awareness’, civil assessments are made to provide him with the necessary information. This will result in better-founded, judicious and balanced decisions. Sometimes external expertise (e.g. Functional Specialists) is needed to make expert assessments, or different people are needed to create better access to certain groups (for example, women in Islamic countries). Assessments are therefore directly linked to advising the commander and Quick Impact Projects.

- **Quick Impact Projects (QIP).** These often modest projects are an excellent tool for commanders to win the hearts and minds of the local population. They also have a direct link to ‘CIMIC Lines of Activity’, as part of Annex W in the Commander’s Operational Plan (OPLAN) or Operations Order (OPORD), and the focal areas in which CIMIC operates. A gender awareness approach will have a positive influence on people and situations and will enhance the effect of the QIPs.
Disarmament, Demobilisation and Reintegration (DDR) and Security Sector Reform (SSR). In Peacekeeping Operations, Peace Support Operations and Peacebuilding Operations, the IC has introduced several programmes such as DDR and SSR with pillars such as Police Reform, Defence Reform and Justice Reform. These programmes will surely influence the work of the military with their primary focus on security and stabilisation. The opposing forces can easily be disarmed, but they are then left quite vulnerable. If there is no sustainable plan to reintegrate combatants into society, they can easily pick up their arms once more and again become a direct threat to the mission.

Traditionally, DDR processes have focused on male, able-bodied combatants. Scant attention has been given to the needs of the most vulnerable: women and children involved in armed groups, the wives and dependents of combatants and those mentally and/or physically disabled in the conflict.
Example 8: Female combatants

During the civil war in Nicaragua (1979-1985) approximately 30 per cent of Sandinista National Liberation Front (FSLN) combatants were women, some in leadership roles, and many more in support roles that included taking responsibility for supplies and maintaining safe houses. Their return to society after the war was problematic. The female combatants were as such often not accepted because they did not fit in with ‘machismo’, the predominant male culture. The effect was that they were socially and economically excluded.
This meant that DDR programmes have often overlooked the needs of a large segment of the population participating in and associated with armed groups and forces.

**Example 9: Domestic violence**

This situation took place directly after a conflict period in central Africa in the mid-nineties of the last century, where brutal violence was a daily occurrence. The first focus for the UN and other humanitarian organisations was humanitarian aid, with especially women and children as first priority after being immediately identified as vulnerable groups. There was also a high degree of domestic (sexual) violence in which women and children were mostly the victims. After several months up to a year, the economic situation became a higher priority and from then onwards, the unemployed men became the vulnerable group. Research revealed a correlation between these unemployed men, staying at home and the increase of domestic violence. An extra effort to get these men back to work and to give them an income and better hope for the future helped to decrease the domestic violence.
Gender at the tactical and operational levels

In this part, we focus on the tactical and operational levels in missions. Though it is not easy to make a clear distinction between both levels, for analytical reasons we consider three phases when addressing the whole theatre (mission area): pre-deployment phase, deployment phase and transition phase.

Pre-deployment phase

During the planning, assessment and training phase before deployment of a mission - pre-operations - gender should be taken seriously and taken into full account.

This means that this preparatory phase of the mission should:

- include knowledge and experience on gender-sensitive issues observed by the CIMIC team and civil actors in the AOR, such as access to water, education, health, security and domestic violence. This will improve the planned CIMIC activities. At this time, the liaison with civil actors begins, as well as the information exchange on gender-sensitive aspects with CIMIC personnel in the AOR. In the case of an Initial Entry Operation (IEO), the first unit entering the AOR requires a different approach to gender-sensitive issues, using more civil expertise from IOs, NGOs and local civil actors;
- include additional cultural advice on specific gender-related topics for education and training purposes of CIMIC personnel and other military staff;
- include examples and case studies in mission training, using practical material from the area and using gender experts. It is good to practice different gender-related scenarios in the Mission Rehearsal Training (MRT) and the Mission Rehearsal Exercises (MRE). Case studies and experienced people in the white cell can support this. In this phase, it is important for CIMIC operators to
update themselves, read documents on the current situation, share and exchange information and knowledge on gender-related issues;

- use the GENDER AWARENESS approach for ‘Force Generation’, in order to assemble the necessary CIMIC staffs and CIMIC teams at all levels. Female CIMIC operators might have better access to local women and women’s organisations. Female soldiers are needed in certain gender-sensitive situations, for example house searches, check points and body searches. Female soldiers also have a different perception and intuition that gives a special flavour to their advice and assessments. The use of female soldiers in combination with male soldiers provides a better overall approach;

- link with the Joint Operations Planning Group (JOPG). In this group the synergy starts; staffs are working together and focus on a common goal. In the JOPG, information is collected, exchanged, assessed and analysed. In addition to CIMIC staff and other military personnel, other key players are also present at the JOPG. All members synchronise their efforts in order to create the best COAs. Thus a good focus on gender-sensitive aspects at the JOPG will certainly give added value to the planning process and support commanders in their decision making.

**Deployment phase**

Gender awareness at both the tactical and operational levels is essential for the success of the mission. All preparations made in the previous phase should be incorporated into the mission itself.
The deployment phase includes:

- typical mission-related topics such as assessments and advice to commanders. Sometimes it is better to ‘do-no-harm’ than to persevere.
- liaison with organisations and local authorities as an essential part of CIMIC. This is the logical continuation of the pre-deployment phase. The military and civil actors can learn from each other, develop ideas and share best practices. In the long run, better results will be achieved if gender-awareness is integrated into important tools such as communication, listening, dialogue and sometimes ‘silent diplomacy’.
- the JOPG or its equivalent as the unremitting vital tool to share information on gender-sensitive issues.
- the Information Operations Coordination Board (IOCB) as another tool to increase ‘situational awareness’. It is a typical coordination platform during NATO lead operations, representing almost all staff elements that are similar to the JOPG. At this level, the Joint Staff and Civil-military Co-operation (J9) can contribute essential information on gender issues.
• the SSR. The international judicial aspects on gender should be compared to domestic laws and customs to ascertain any friction. CIMIC staff should ask themselves how any possible discrepancies will affect the mission and how to balance them.

• QIPs, which should preferably be directed at the vulnerable local population. Consider the consequences for all stakeholders with the successful completion, failure or absence of the project. Taking no action can be as valuable as action.

• the DDR, as it is essential to study the role and position of men, women and children in their social context. By overlooking those who do not fit the category of a ‘male, able-bodied combatant’, DDR activities are not only less efficient, but run the risk of reinforcing existing gender inequalities in local communities and exacerbating economic hardship for women and children participating in armed groups and forces.
Some of them may have an unresolved trauma due to violence experienced during the conflict. Such conditions are fertile ground for re-recruitment into armed groups and forces; together with the presence of small arms, these factors undermine the peacebuilding potential of DDR processes.

Thus do not overlook the
- female combatants
- female victims
- child soldiers
- physical handicapped
- mentally handicapped

At the end of their deployment, the unit has to hand-over the mission to the next military unit; normal rotation with a similar organisational structure. The deployment phase for the incoming unit actually starts
during the pre-deployment phase, when the unit builds up the operational picture or situational awareness and learns about its contacts.

In this phase, networking on resource-sharing continues and the identified, noted and learned lessons are communicated. Furthermore, success stories are released in order to convince sceptical people and future commanders. Also, the past bad practices are shared as the new units can learn from them as well. It is important to know that due to frequent mission rotations and inadequate hand-over / take-overs, a great deal of knowledge and experience has been lost.

Illustration 10: Distributing humanitarian aid, Afghanistan
**Example 10: To build or not to build**

It does not make sense to promote female education by building a girl’s school if there is no local commitment in a Joint Operations Area (JOA). In this case, reference to all kinds of Treaties, International Laws, Conventions and Resolutions to emphasize on why it is such a good idea to build a girls school does not have any significance.

---

**Transition phase**

Transition is a hand-over to representatives of civil society and part of the ‘exit-strategy’. At this time, the following aspects have to be taken into consideration:

- to find out if local authorities and organisations on gender-related issues need support to secure a smooth transition. For the final transfer of gender-sensitive projects and contacts, CIMIC staff might be required to stay in the mission area longer.
- the previous collected cases from vulnerable groups, in order to build up a collective memory on gender aspects, next to the lessons learned. An official gender memory is indispensable to improve on our policies, doctrine and procedures, so that future CIMIC operators will be better equipped to do the job in future missions.

A typical military tool is the use of manuals, Tactics, Techniques, and Procedures (TTP) and checklists. Other organisations have a similar approach and, on the topic of gender, many ‘gender checklists’ are at our disposal. Some of these are referred to in the literature overview or links.

A search on the internet easily results in a wide range of checklists. These lists will cover areas that are closely linked to CIMIC such as health, education, water, resettlement or urban development.
Illustration 11: Afghanistan. ‘You can get a child out of a war zone, but how do you get the war out of a child?’ (WarChild, http://www.WarChild.nl)

CIMIC Operator Analysis

This analysis is nothing more than a sort of checklist for the CIMIC operator, following a step-by-step approach to find out if the right things are done in the right order.

It all starts with the commander’s intent
- what does your commander want?
- what is the result that must be achieved?
- is it still supporting the mission?
This is followed by an assessment of gender aspects of the CIMIC operator’s job; what are the needs, views and ideas of women and men towards a particular issue? In the case that questionnaires or checklists are used, it is advisable to avoid standardisation, certainly in culturally sensitive environments. In meetings with the local population, a friendly conversation is preferred over a formal interview. Use the links in the Gender Comprehensive Approach (see Figure 1) to include all relevant subjects. The diagram can be used as a guideline for CIMIC operators to analyse their relations on gender sensitivity.

Together with other staff divisions and SMEs, CIMIC planners will take all necessary steps in the planning process to include gender relevant aspects in the OPLAN i.e. in the CIMIC part of the plan, Annex W.

The OPLAN is followed by an OPORD that provides a more detailed description on how to carry out the operation. CIMIC staff will provide guidance and directions for the subordinate units at the tactical level. CIMIC teams will participate in conducting the operation and will fulfil their tasks, while keeping the commander’s intent as guidance.

Finally, all CIMIC personnel will evaluate the obtained results. They will share their experiences, draft the lessons learned and follow up the learning process.

Example 11: Changing role of women
Compared to the 1970s, the Afghan women of today have to face an entirely different situation with respect to the Freedom of Movement (FOM). Serious constraints were imposed on them by war lords, power brokers and the Taliban with respect to dress code (burkas), education and work outside the home.
Concluding remarks

Gender is not just a woman’s thing.
In the definition of gender, it was made clear that gender is not only about women. It addresses all men, women, children and other vulnerable groups in peace and conflict situations.

Gender is an integral part of CIMIC activities and supports the military mission, e.g. enhances situational awareness.
CIMIC is seen as a ‘Force Multiplier’ and gender awareness can further improve this principle. It should spread unchecked and should influence other non-kinetic military elements.

The Gender Comprehensive Approach is a method to cover all aspects of CIMIC operations, both on tactical and operational levels, and leads to a much better performance of CIMIC tasks.
Whatever the tasks, there is no single formula on how to complete them. The best advice available to commanders is based on a good assessment, clear communication and dialogue and proper exchange of information and knowledge with military as well as civilian counterparts.

Illustration 13: Women and children, the most vulnerable groups in conflict zones, Africa
Recommendations

The following is recommended:

- Gender awareness (or the lack of) does not only affect the operational and tactical levels, it also influences the strategic level. It is significant that staffs at the strategic level are fully gender aware.
- An institutional gender memory within NATO is indispensable to improve NATO policies, doctrines and procedures in order to make all soldiers better equipped for their job.
- Gender issues should be incorporated into mandates, directives, and all phases of military planning and implementation.
- Gender awareness should be included into CIMIC job descriptions.
- Although gender awareness has recently been introduced into CIMIC training & education within the CCOE, it is highly recommended to also introduce gender awareness into other military elements that work in the civil-military area.

It is therefore advisable:

- to integrate gender awareness into all NATO exercises;
- that commitment from command level is needed to successfully carry through gender awareness;
- that gender information is collected in all assessments, monitoring and evaluation projects;
- for female military staff to participate at mission-theatre level within NATO armed forces in order to build stronger links with local communities. They will also act as role models for other women in the Area of Operation (AOO);
- that gender awareness must not take place in splendid military isolation, but must at least follow the gender developments in global society;
- that NATO must endorse UNSCR 1325 and begin their own Action Plan 1325.

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Footnotes


3 In CWINF Guidance for NATO Gender Mainstreaming (pp 13) approved at the 2007 meeting of the Committee on Women in the NATO Forces (CWINF) held at the Julius-Leber Barracks, Berlin, Germany, from 11 June to 15 June 2007. See http://www.nato.int/issues/women_nato/cwinf_guidance.pdf (accessed April 16 2008)


9 For examples of gender checklists from CIDA, see annex page IX and further.
Acronyms

AOO  Area of Operation
AOR  Area of Responsibility
CCOE  Civil-Military Cooperation Centre of Excellence
CIMIC  Civil-Military Cooperation
CMR  Civil-Military Relations
COA  Courses of Action
COM  Commander (Function)
DCOS  Deputy Chief Of Staff
DDR  Disarmament, Demobilisation and Reintegration
EBAO  Effects Based Approach to Operations
EU  European Union
FOM  Freedom of Movement
FP  Force Protection
GO  Governmental Organisation
HR  Human Rights
HQ  Headquarters
HUMINT  Human Intelligence
IC  International Community
IED  Improvised Explosive Device
IEO  Initial Entry Operation
INFO OPS  Information Operations
INTEL  Intelligence
IO  International Organisation
IOCB  Information Operations Coordination Board
IOM  International Organization for Migration
(Joint Operations Area)
J1  Joint Staff, Personnel and Resources
J2  Joint Staff, Intelligence
J3  Joint Staff, Operations & Planning
J4  Joint Staff, Logistics
J5  Joint Staff, Planning & Policy
J6  Joint Staff, Communications & Information Systems
J9  Joint Staff, Civil-military Co-operation
JOINT EW  Joint Electronic Warfare
JOA  Joint Operations Area
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>JOPG</td>
<td>Joint Operations Planning Group</td>
</tr>
<tr>
<td>LEGAD</td>
<td>Legal Advisor</td>
</tr>
<tr>
<td>LNO</td>
<td>Liaison Officer</td>
</tr>
<tr>
<td>MEDIA OPS</td>
<td>Media Operations</td>
</tr>
<tr>
<td>MOU</td>
<td>Memorandum of Understanding</td>
</tr>
<tr>
<td>MRE</td>
<td>Mission Rehearsal Exercises</td>
</tr>
<tr>
<td>MRT</td>
<td>Mission Rehearsal Training</td>
</tr>
<tr>
<td>NATO</td>
<td>North Atlantic Treaty Organisation</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-Governmental Organisation</td>
</tr>
<tr>
<td>NRF</td>
<td>NATO Response Force</td>
</tr>
<tr>
<td>OPLAN</td>
<td>Operational Plan</td>
</tr>
<tr>
<td>OPORD</td>
<td>Operations Order</td>
</tr>
<tr>
<td>OPSEC</td>
<td>Operational Security</td>
</tr>
<tr>
<td>ORG</td>
<td>Organisation</td>
</tr>
<tr>
<td>PA</td>
<td>Public Affairs</td>
</tr>
<tr>
<td>PIO</td>
<td>Public Information Officer</td>
</tr>
<tr>
<td>PKO</td>
<td>Peace Keeping Operations</td>
</tr>
<tr>
<td>PSO</td>
<td>Peace Support Operations</td>
</tr>
<tr>
<td>POLAD</td>
<td>Political Advisor</td>
</tr>
<tr>
<td>PSY OPS</td>
<td>Psychological Operations</td>
</tr>
<tr>
<td>QIP</td>
<td>Quick Impact Project</td>
</tr>
<tr>
<td>SOF</td>
<td>Special Operations Forces</td>
</tr>
<tr>
<td>SSR</td>
<td>Sector Security Reform</td>
</tr>
<tr>
<td>TTP</td>
<td>Tactics, Techniques, and Procedures</td>
</tr>
<tr>
<td>UN</td>
<td>United Nations</td>
</tr>
</tbody>
</table>
Literature

Online articles and reports


Inter-agency Taskforce on Women, Peace and Security (2003), Checklist for Gender Assessment – Work in Progress – July 2003


Office for the Coordination of Humanitarian Affairs (2005), *Gender Equality. OCHA TOOL KIT*.

http://www.peoplebuildingpeace.org/thestories/

http://www.unddr.org/iddrs/05/download/IDDRS_510.pdf

UNIFEM (2004), *Getting it Right, Doing it Right: Gender and Disarmament, Demobilization and Reintegration*.

UN-INSTRAW (2008), *Security Sector Reform & Gender. Tool 1.*

UN Lessons Learned Unit (2000), *Mainstreaming a Gender Perspective in Multinational Peace Operations.*

http://www.peacewomen.org/resources/1325/LiberiagenderChecklist.html


**Links**

*Asian Development Bank*

The bank is dedicated to poverty reduction in Asia and the Pacific through low interest loans, guarantees, grants, private sector investments. They focus on encouraging economic growth, social development, and good governance.

http://www.adb.org/gender

*Canadian International Development Agency (CIDA)*

This is Canada’s lead agency for development assistance. It supports sustainable development in developing countries in order to reduce poverty and to contribute to a more secure, equitable, and prosperous world.

http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/JUD-31192610-JXF

*Committee on Women in the NATO Forces (CWINF)*

Its mission is to advise NATO leadership and member nations on critical issues affecting women in the Alliance’s Armed Forces.

http://www.nato.int/issues/women_nato/index.html

*Development Gateway Communities*

This website is both a place to find knowledge resources focused on development issues, participate in discussions, and find people with similar interests and more. This section is on Gender and Development.

http://www.developmentgateway.org/gender/index.do

*Global Action to Prevent War*

In general, this website grounds the goal of conflict prevention in specific integrated phases over a three to four-decade period. In this section, special attention is paid to the Security Council Resolution 1325: Women, Peace and Security.

http://www.globalactionpw.org/Resolution1325/index.htm
Hunt Alternatives Fund
The Fund advances innovative and inclusive approaches to social change at local, national, and global levels.
http://www.huntalternatives.org/

International Committee of the Red Cross (ICRC)
This ICRC section is on the protection accorded to women by humanitarian law. It lists official ICRC statements in various fora, including the UN General Assembly and Commission on Human Rights; articles on women and armed conflict.
http://www.icrc.org/Web/Eng/siteeng0.nsf/htmlall/section_ihl_women_and_war?OpenDocument

MEASURE Demographic and Health Surveys (DHS)
The MEASURE DHS program is a major source of gender data, research and training for integrating gender into PHN and HIV/AIDS-related activities in the developing world.
http://www.measuredhs.com/topics/gender/start.cfm

Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women (OSAGI)
The Office's main objective is to promote and strengthen the effective implementation of the Millennium Declaration, the Beijing Declaration and the Platform for Action of the Fourth World Conference on Women (FWCW).
http://www.un.org/womenwatch/osagi/

Peacekeeping Best Practices Section (PBPS)
They assist in the planning, management and support of peacekeeping operations by learning from experience, problem-solving and transferring best practices in UN peacekeeping.

PeaceWomen
As part of the Women's International League for Peace and Freedom (WILPF) UN Office, they monitor and work towards the rapid and full implementation of United Nations Security Council Resolution 1325 on women, peace and security.
http://www.peacewomen.org/
Relief Web
This is the global hub for time-critical humanitarian information on complex emergencies and natural disasters. It covers different humanitarian organisations.

Shevolution
The organisation supports the development of systems, services and media for women and men to work together as equals in work, life and politics.
http://www.abdela.co.uk/About_Us/about_us.htm

UN-INSTRAW
This is the leading United Nations research institute, which aims to achieve gender equality and women’s empowerment.
http://www.un-instraw.org

Women's Learning Partnership (WLP)
This organisation is dedicated to women's leadership and empowerment. It is a builder of networks, working with several (Muslim) partner organisations, to empower women to transform their families, communities, and societies.
http://www.learningpartnership.org

World Health Organization (WHO)
The WHO is the directing and coordinating authority for health within the United Nations system. It is responsible for providing leadership on global health matters, setting norms and standards and provides technical support to countries.
http://www.who.int/topics/gender/en/

For more hits, we recommend typing gender checklists or gender topics into your webbrowser and you will find a wide selection of all kinds of interesting documents that will make you familiar with the world of gender.
**Checklists**

<table>
<thead>
<tr>
<th>Elements of Conflict</th>
<th>Possible Gender Dimensions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Pre-Conflict Situations</strong></td>
<td></td>
</tr>
<tr>
<td>Increased mobilisation of soldiers</td>
<td>Increased commercial sex trade (including child prostitution) around military bases and army camps.</td>
</tr>
<tr>
<td>Nationalist propaganda used to increase support for military action</td>
<td>Gender stereotypes and specific definitions of masculinity and femininity are often promoted. There may be increased pressure on men to ‘defend the nation.’</td>
</tr>
<tr>
<td>Mobilisation of pro-peace activists and organisations</td>
<td>Women have been active in peace movements - both generally and in women-specific organisations. Women have often drawn moral authority from their role as mothers. It has also been possible for women to protest from their position as mothers when other forms of protest have not been permitted by the authorities.</td>
</tr>
<tr>
<td>Increasing human rights violations</td>
<td>Women’s rights are not always recognised as human rights. Gender-based violence may increase.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>During conflict situations</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Psychological trauma, physical violence, casualties and death</strong></td>
</tr>
<tr>
<td>Men tend to be the primary soldiers/combatants. Yet, in various conflicts, women have made up significant numbers of combatants. Women and girls are often victims of sexual violence (including rape, sexual mutilation, sexual humiliation, forced prostitution and forced pregnancy) during times of armed conflict.</td>
</tr>
<tr>
<td><strong>Social networks disrupted and destroyed - changes in family structures and composition</strong></td>
</tr>
<tr>
<td>Gender relations can be subject to stress and change. The traditional division of labour within a family may be under pressure. Survival strategies often necessitate changes in the gender division of labour. Women may become responsible for an increased number of dependents.</td>
</tr>
<tr>
<td><strong>Mobilisation of people for conflict. Everyday life and work disrupted.</strong></td>
</tr>
<tr>
<td>The gender division of labour in workplaces can change. With men's mobilisation for combat, women have often taken over traditionally male occupations and responsibilities. Women have challenged traditional gender stereotypes and roles by becoming combatants and taking on other non-traditional roles.</td>
</tr>
<tr>
<td><strong>Material shortages (shortages of food, health care, water, fuel, etc.)</strong></td>
</tr>
<tr>
<td>Women's role as provider of the everyday needs of the family may mean increased stress and work as basic goods are more difficult to locate. Girls may also face an increased workload. Non-combatant men may also experience stress related to their domestic gender roles if they are expected, but unable, to provide for their families.</td>
</tr>
<tr>
<td>Creation of refugees and displaced people</td>
</tr>
<tr>
<td>Dialogue and peace negotiations</td>
</tr>
</tbody>
</table>

**During reconstruction and rehabilitation**

<p>| Political negotiations and planning to implement peace accords | Men's and women's participation in these processes tends to vary, with women often playing only minor roles in formal negotiations or policy making. |
| Media used to communicate messages peace accords, etc.) | Women's unequal access to media may mean that their interests, needs and perspectives are not represented and discussed. |
| Use of outside investigators, peacekeepers, etc. | Officials are not generally trained in gender equality issues (women's rights as human rights, how to recognise and deal with gender-specific violence). Women and girls have been harassed and sexually assaulted by peacekeepers. |
| Holding of elections | Women face specific obstacles in voting, in standing for election and in having gender equality issues discussed as election issues. |
| International investments in employment creation, health care, etc. | Reconstruction programmes may not recognize or give priority to supporting women's and girls' health needs, domestic responsibilities or needs for skills training and credit |</p>
<table>
<thead>
<tr>
<th>Demobilisation of combatants</th>
<th>Combatants often assumed to be all male. If priority is granted to young men, women do not benefit from land allocations, credit schemes, etc.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Measures to increase the capacity of and confidence in civil society.</td>
<td>Women's participation in community organisations and NGOs is generally uneven. These organisations often lack the capacity and interest in granting priority to equality issues.</td>
</tr>
</tbody>
</table>

**Gender Analysis in Peacebuilding Initiatives**

<table>
<thead>
<tr>
<th>Key questions</th>
<th>Why ask this question</th>
</tr>
</thead>
<tbody>
<tr>
<td>How and why is gender equality relevant to the proposed results/impacts of the project?</td>
<td>All too often, gender equality issues are considered as marginal or sub-issues. Experience has shown that it is important to bring equality issues into the main proposed results for an initiative. In many programmes, attention has focused on increasing women's participation in project activities, rather than considering the overall impact on gender inequalities.</td>
</tr>
<tr>
<td>Has there been an analysis of how women can contribute to peace in this situation and how the peacebuilding initiative can contribute to gender equality?</td>
<td>Consistent with the move to mainstreaming strategies, gender equality issues should be brought into the core of the initiative. For example: an economic reconstruction programme should look at how women participate in the overall programme, not merely set aside a marginal amount of money for ‘women's projects.’</td>
</tr>
<tr>
<td>Question</td>
<td>Response</td>
</tr>
<tr>
<td>-------------------------------------------------------------------------</td>
<td>----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Has contact been made with local/regional peace organisations, especially those involving women?</td>
<td>It is important to build on local initiatives and draw in relevant expertise.</td>
</tr>
<tr>
<td>Is there a clear understanding of people's differential conflict experiences both i) between women and men and ii) among different groups of women?</td>
<td>Research has clearly demonstrated that women and men experience conflict differently. Gender imbalances in access to power are reflected in numerous ways. It is important that these differences be recognised in the general analysis and design of interventions.</td>
</tr>
<tr>
<td>Is there a clear understanding of the different needs, interests and priorities of boys and girls?</td>
<td>It is important not to assume that all children share the same needs and interests. Understanding the different priorities and situations of girls and boys should be part of the overall analysis.</td>
</tr>
<tr>
<td>Question</td>
<td>Answer</td>
</tr>
<tr>
<td>------------------------------------------------------------------------</td>
<td>--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Does the analysis include a consideration of the gender division of labour, an analysis of differential access and control of resources and consider domestic work in the calculations of work?</td>
<td>Despite the recognition of the importance of gender analysis, it is rarely done as part of the project preparation. Yet, this type of analysis should be seen as routine and part of the crucial information necessary to understand a specific situation.</td>
</tr>
<tr>
<td>Is there a clear understanding of both gender-based violence and violations of women's human rights? Do institutions and organisations have the capacity to deal appropriately with these issues?</td>
<td>Gender-based violence and lack of respect for women's human rights are often the first issues cited when looking at gender issues in peacebuilding situations, yet they are often very difficult to deal with. Organisations require sensitivity and specialised training in order to respond appropriately.</td>
</tr>
</tbody>
</table>
### Entry Points to Support Gender Equality in Peacebuilding

<table>
<thead>
<tr>
<th>Institutional Capacity to Manage/Resolve Conflict and Build Peace</th>
</tr>
</thead>
<tbody>
<tr>
<td>Support for women’s role in peacebuilding.</td>
</tr>
<tr>
<td>What is the role of both women in mixed organisations and women's organisations in peacebuilding initiatives - both formally and informally? (Even when women have been excluded from the formal discussions, they have often played an important role through civil institutions in trying to hold governments accountable for their commitments.) Are women involved in early warning systems? Do women, as well as men, receive training in mediation, facilitation and alternative dispute resolution? Is there an analysis of the barriers that women face when attempting to participate in peacebuilding initiatives? Is there a role for women-specific activities?</td>
</tr>
</tbody>
</table>

**Institutional capacity to work with a gender equality perspective.**

Do local and international organisations have the capacity to recognise and work with gender equality issues? For example, do investigators of war crimes take full consideration of gender-based violence and do witness protection programmes consider the safety of witnesses testifying in cases relating to gender-based violence? Do organisations working with refugees have the capacity to implement the UNHCR guidelines on refugee women? Do Canadian organisations providing support and assistance have the capacity to work with gender issues?
<table>
<thead>
<tr>
<th>Human Security</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Individual security.</strong></td>
</tr>
<tr>
<td>Are the basic physical security needs of women and girls being met? Is there recognition that women and girls face specific dangers primarily related to their sex? Is there a consideration of women's sense and definition of security? (Specific issues for attention include violence against women and girl refugees, prostitution, gender-based violence, rape, etc.). In addressing basic human needs and survival strategies, is there consideration of needs of both women and men (based on their health needs and domestic roles and responsibilities)?</td>
</tr>
<tr>
<td><strong>Public and state security</strong></td>
</tr>
<tr>
<td>Do public security forces receive adequate training on women's rights and violence against women? Do women have equal access to employment in public security forces? Do they have equal access to membership in civilian review boards? Do oversight institutions (ombudsmen, complaints boards etc.) have the mandate and authority to investigate violations of women's rights related to the conflict?</td>
</tr>
</tbody>
</table>
### Political Structures and Processes

**Womens involvement.**  
Will the project support women's participation and decision-making within political structures, organisations and other institutions? Will non-governmental organisations gain insight into how better to represent their female members? Will women's organisations gain new skills and capacity in articulating policy alternatives, holding governments accountable and being advocates for change?

**Human rights.**  
Do all human rights initiatives recognise and support women's rights as human rights?

**Legal framework.**  
Special support can be directed to ensuring that the legal system complies with international norms and conventions on women's legal and human rights (including CEDAW and the Beijing Platform for Action)

**Women within state structures.**  
Will women have equal access to state employment and advancement at all levels?
### Economic Structures and Processes

**Economic reconstruction.**
Do reconstruction programmes allow for equitable participation by women? Are these programmes designed so that women can take advantage of new resources and/or opportunities? Will women's productive roles be supported by these programmes?

### Social Reconstruction and Empowerment

**Support the gains women might have made.**
In some conflict situations, women might have moved into non-traditional occupations or made other gains. Development assistance can play a role in helping ensure that there is no movement back. Support can be provided to women's organisations and efforts can be made to grant legitimacy to these new roles.

**Women's empowerment.**
Is there support for women's empowerment generally (as defined by international conventions (including the Convention on the Elimination of All forms of Discrimination Against Women - CEDAW) and the Beijing Platform for Action)? Do projects anticipate and attempt to minimise backlash?
<table>
<thead>
<tr>
<th>Possible Gender Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Institutional Capacity to Manage/Resolve Conflict and Build</strong></td>
</tr>
<tr>
<td>Peace</td>
</tr>
<tr>
<td>Ratio of women/men in decision-making positions related to</td>
</tr>
<tr>
<td>peace negotiations, confidence building, etc. Participation</td>
</tr>
<tr>
<td>of women's organisations and gender equality advocates in</td>
</tr>
<tr>
<td>peacebuilding initiatives. Capacity of organisations to</td>
</tr>
<tr>
<td>represent and advocate on behalf of women and girls (as well</td>
</tr>
<tr>
<td>as men and boys).</td>
</tr>
<tr>
<td><strong>Human Security</strong></td>
</tr>
<tr>
<td>Number of conflict related deaths and injuries (disaggregated</td>
</tr>
<tr>
<td>by sex and age). Incidence of gender-based violence. Number</td>
</tr>
<tr>
<td>of women/men displaced. Incidence of domestic violence. Cases</td>
</tr>
<tr>
<td>of violations of human rights - both women and men. Infant</td>
</tr>
<tr>
<td>and maternal mortality. Women's perception of security.</td>
</tr>
<tr>
<td><strong>Political Structures and Processes</strong></td>
</tr>
<tr>
<td>Women's participation in decision-making structures (in NGOs,</td>
</tr>
<tr>
<td>within the state, etc.). Ratification and implementation of</td>
</tr>
<tr>
<td>international agreements on women's rights and empowerment</td>
</tr>
<tr>
<td>(such as CEDAW). Number of women's organisations. Establishment</td>
</tr>
<tr>
<td>of women's machinery (properly resourced). Recognition of</td>
</tr>
<tr>
<td>women's rights as human rights. Male/female voter turnout.</td>
</tr>
<tr>
<td>Male/female candidates in electoral processes. Attention given</td>
</tr>
<tr>
<td>to mainstreaming a gender perspective in new legislation, etc.</td>
</tr>
</tbody>
</table>

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Gender Makes Sense. A Way to Improve Your Mission is a collective product by the CCOE. As mentioned earlier, this is not an extensive study but it is merely meant as a short introduction to gender awareness. In our opinion, the importance of gender for the military organisation is beyond all doubt. We hope that this publication will lead the reader to further study. For this, we recommend consultation of the literature and links listed at the back of the booklet. The selective checklists are an example of how to apply gender equality to a military mission. Each mission demands its own tailor-made gender checklists.

The given examples were chosen to not only cover female gender roles, but also the gender roles of men and children. After all, gender covers all these roles.

Most of the published photographs are from the CCOE archive. As far as possible, the rightful claimant has been stated. In some instances, that was not possible. Should a claimant feel his/her rights have been violated, we request him/her to contact the CCOE.

Any comments concerning this booklet are welcome; please contact us at the e-mail address given at the back of the booklet.

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