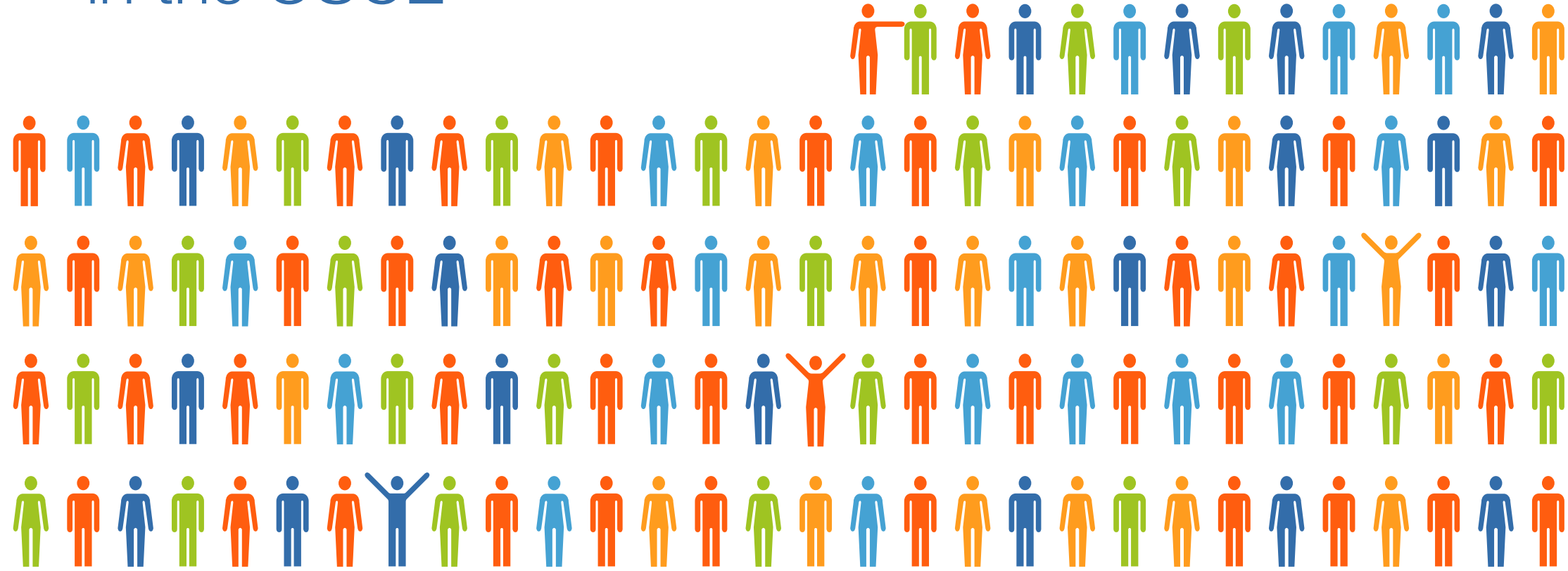


# Gender matters in the OSCE





“Security, economic growth and sustainable democratic development throughout the OSCE region can only be achieved with the equal participation of both men and women.”

*OSCE Chairperson-in-Office, Kazakh Secretary of State and Minister of Foreign Affairs, Kanat Saudabayev*

“The full and equal exercise by women of their human rights is essential to achieve a more peaceful, prosperous and democratic OSCE area. We are committed to making equality between men and women an integral part of our policies, both at the level of our States and within the Organization.”

*Declaration of Heads of States & Governments – OSCE Istanbul Summit 1999*



“For the OSCE, the struggle for gender equality has a special meaning, as our participating States understand that sustainable progress toward security, economic prosperity, fundamental freedoms and human rights requires the full participation and empowerment of women.”

*OSCE Secretary General Marc Perrin de Brichambaut*

“Gender Equality is the equal enjoyment by women and men of socially valued goods, opportunities, resources and rewards. The aim is not that women and men become the same, but that their opportunities and life chances become and remain equal.”

*DAC/OECD 1998*

The Gender Section has created this resource for OSCE staff and managers to facilitate the process of mainstreaming gender aspects into OSCE policies and operations. The integration of a gender approach in OSCE daily activities and decisions is of critical importance for the OSCE's desired impact for improved security in its participating States. This is evidenced by the goals laid out in the OSCE 2004 Action Plan for the Promotion of Gender Equality and the subsequent Ministerial Decisions advocating for the stronger involvement of women – alongside men – in the OSCE's work and the improvement of their status and rights. It has been widely proved that gender equality is not only a fundamental ethical imperative inherent to Human Rights, but it also vastly improves

the efficiency and success of policies and programmes on the ground.

This CD aims at providing comprehensive, practice-oriented and easy to follow information about the main gender concepts, methods and practice. It is broken down into five chapters covering: 1) the basics of gender concepts and terminology, 2) the international and OSCE frameworks for gender-based decisions and policies, 3) the concept of gender mainstreaming, 4) a compilation of guidelines and examples on how to put gender mainstreaming into daily practice and 5) a list of helpful links, resources, modules and publications. The main target group of this tool are OSCE staff members and programme managers in the

Secretariat, Institutions and Field Operations with varying levels of experience working on gender issues. This resource is also expected to be useful for Delegates of participating States to the OSCE and for practitioners, policy makers and implementing partners in the various host countries.

It is the hope of the Gender Section that this tool better equips OSCE staff with the necessary knowledge to recognize and seize opportunities to incorporate gender dimensions into much of their work. This tool is, however, not a substitute for in-depth training on gender matters nor for tailor made gender technical assistance. The Gender Section remains committed to provide technical expertise and advice wherever needed.

*Jamila Seftaoui*  
*Senior Adviser on Gender Issues*

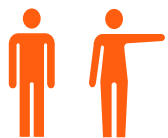
The Senior Adviser on Gender Issues thanks the permanent missions to the OSCE of Canada, Liechtenstein, Austria and the Netherlands for their funding and support for the production of this tool. Sincerest thanks also to Fredericka Gregory, Maria-Pia Kothbauer, Princess von

Liechtenstein, Kyle Scott, Anvar S. Azimov, Dora Bakoyannis, Velimir Alic, Andrew Tesoriere, Janez Lenarcic, Tone Tingsgaard, Alexandra Prevedourakis and Eva Biaudet for their video statements. Thanks also to the following individuals for their contributions

and assistance in preparing this publication: Jennifer Adams, Sonja Bush, Cedric Rousseaux, Nicole Watson and gender focal points in OSCE field operations, the Secretariat, ODIHR, High Commissioner for National Minorities and Freedom of the Media.



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contents**



# Gender definitions



# 1

This chapter provides the background and framework for understanding and working with gender concepts. Key issues, definitions and standard terminology are explained to create a common understanding and to allow for the effective use of this tool. This chapter will enable users to confidently understand gender terminology and to identify how gender directly relates to all aspects of the OSCE's work.



In this chapter





An OSCE/ODIHR staff member encourages students at the Central Asian Youth Network Conference to challenge gender stereotypes, 1 November 2004. (OSCE)

## Gender and sex

Gender is a term used to describe socially constructed definitions of roles for women and men. Gender does not mean “sex” and does not refer only to women. The term sex, describes the biological characteristics of male and of female human beings. Gender refers to the conception of tasks, roles, norms and functions attributed socially in a differentiated manner to women and men in society and in public and private life. Through their activities in society and in the private sphere, and the way they behave in relation to each other, both women and men shape gender roles, standards and norms. Women as well as men are actors of change in the definition of tasks and roles expected from them.

This means that gender is an acquired identity that is central to both sexes, that is learned, that can change over time, and that varies widely within and across cultures.

See also: *OSCE Glossary* [↗ Link](#)



### Examples

In many cultures across the world, boys learn that crying is a sign of weakness. It is an idea that is transmitted to them by their immediate social surrounding. When a boy cries, he might be perceived by those surrounding him as not behaving in a manly fashion but rather, as “behaving like a girl”. In biological terms, the boy will still be a “man” (sex) if he cries, but his behaviour and the way it is classified socially refers to what society identifies as “masculine” or “non masculine” behaviour; a gender role.

Biologically, women are the sex capable of giving birth. Yet, both men and women are able to raise and care for children. In other words, there are no “biological” barriers preventing a man from raising a child. However, in many societies, raising and caring for children is considered the exclusive task of women; a gender role.

It is important to understand that socially constructed notions of gender vary across cultures and time and are subject to change. Within different cultures gender roles are passed down from one generation to the next. For example, certain professions or positions (e.g. mechanics, military, police, chiefs and heads of organizations) used to be and may still be, accessible only to men. However, history has shown that this can change over time. Today, for example, there are more and more women Heads of State. Changes in gender roles can result from progressive or sudden social change. Wars or revolutions are two such examples. A change in social patterns and roles that used to define who was the breadwinner and head of a household or who took care of the children could be the result of reforms and gender sensitive policies but can also be redefined as a consequence of a societal upheaval.





European fashion on display in a store in Bishkek, Kyrgyzstan, June 2008. (OSCE/Eric Gourlan)

# Gender stereotypes

**Gender stereotypes** are generic attitudes, opinions or roles applied to women and men based on unjustifiably fixed assumptions.

Gender stereotypes continue to be widespread and often give rise to bias and gender based discrimination. Gender stereotypes are governed by society and reflect common social norms and ideas on how a boy/man or girl/woman is expected to behave. These ideas are often reinforced or reproduced by the media, religion and global political and economic processes. Stereotypes play a decisive role in perpetuating gender inequality in societies.



## Examples

There are specific stereotypes that are attributed to both men and women, the most common being the notion of public and private spheres of influence; in other words, the idea that men go to work and that women take care of the children and the household. Gender stereotypes are evident in the belief that certain functions, jobs, posts and professions can be held only by men or only by women. The following examples illustrate some of the common stereotypes and their consequences:

**Stereotype:** “Heads of States are men and only men can deal with politics”.

**Contradiction:** In Iceland an opinion poll in the 1990’s showed that school children believed that only women could become president because they could not remember ever having a male president (Ms. Vigdis Finnbogadottir served as president from 1980 until 1996).

**Stereotype:** “A security or military officer is by definition a man”.

**Contradiction:** Although there is no evidence that men are the only ones who can adequately serve in such positions, this assumption explains how women are not traditionally associated with these functions and are therefore, either discouraged from applying to such posts or are not hired for them.

**Stereotype:** “Men cannot deal with gender issues, therefore the appointed gender focal points should be women”.

**Contradiction:** Globally, there are many prominent examples of gender equality advocates who are male. Kofi Annan and Muhammad Yunus are two such examples. Also among OSCE male gender focal points, there are excellent gender advocates.

**Stereotype:** “Women are worse drivers than men”.

**Contradiction:** Statistics show that women have fewer accidents than men.

**Stereotype:** “If most senior positions are filled by men, it’s because men are more competent than women”.

**Contradiction:** This illustrates merely the prevalent assumption/stereotype that women are viewed as less qualified than men and therefore less frequently hired for higher positions. (The presence of men is not a proof that they are effectively more competent.) Yet women offer a different perspective than men on many topics and, therefore, vary and strengthen the quality of organizational output.

The following article shows that addressing gender stereotypes is also an important issue within EU politics:

## Getting Rid Of Gender Stereotypes

*EU Parliament Calls for Less Sexism in Advertising*

Members of the European Parliament [...] voted in favour of a report which calls on advertisers to stop portraying men and women in traditional gender roles. European lawmakers are concerned that the way women and men are portrayed in marketing and advertising is making it more difficult to dispel old-fashioned ideas of traditional gender roles [...]. Constant images of women in the kitchen while men clean their cars outside are reinforcing sexist stereotypes, the study argues. [...] Swedish MP Svensson told the German news agency DPA that people are often not aware of how much they are influenced by advertising. “When women and men are portrayed in a stereotypical way the consequence may be that it becomes difficult in other contexts to see women and men’s resources and abilities in areas other than those of the traditional gender roles.”

Source: Spiegel online, 03.09.2008 [↗ Link](#)



# Gender-based discrimination

**Gender-based discrimination** is any distinction, exclusion or restriction made on the basis of socially constructed gender roles and norms which prevents a person from enjoying full human rights, resources, opportunities and the right to contribute and influence.

A typical example for gender-based discrimination is a woman who is not employed or promoted for a certain job even though she is qualified, based on the employer's fear that she will dedicate her energy and time to her children and will therefore not devote enough time and effort to the job. The idea that it is not possible for a woman to be a mother and fulfil her tasks at work is based on stereotypes that can lead to gender-based discrimination, especially given the fact that the same stereotype is not applied to male professionals with children. This situation is also partially due to the incorrect, but pervasive assumption that women are too emotional and, unlike men, cannot make rational decisions.

This stereotypical relocation of women's work to the private sphere has resulted in quantifiable impacts. In many countries, women are

A woman holds a child as she reads a ballot during the Ukrainian parliamentary elections, in Kyiv, 26 March 2006. (OSCE/Urdur Gunnarsdottir)



not treated equally before the law, receive less pay for equal work (in 2008 the average gender pay gap for the EU was 16.6%)<sup>1</sup> and women often lack protection from abuse and violence. It is an internationally recognized fact that gender-based discrimination impedes global development: in 2007 UNESCAP estimated that the annual economic cost of gender-discrimination in the Asia-Pacific region alone reached 80 billion USD<sup>2</sup>.

<sup>1</sup> European Commission. <http://ec.europa.eu/social/main>.

<sup>2</sup> [http://www.unescap.org/pdd/publications/survey2007/01\\_Survey\\_2007.pdf](http://www.unescap.org/pdd/publications/survey2007/01_Survey_2007.pdf) [jsp?catId=681&langId=en]

# Gender equality

**Gender equality** is the equal enjoyment by women and men of opportunities, resources, socially valued goods, rights and rewards. It is de facto the absence of discrimination and distinction on the basis of being a woman or a man in opportunities, in the allocation of resources or benefits, in access to services and



Ambassador Fredericka Gregory, Permanent Representative of the Delegation of Canada to the OSCE.

the enjoyment of rights. It is thus, the full and equal exercise by men and women of their fundamental rights. The aim is not that women and men become identical, but that their opportunities and their benefits become and remain equal.

Gender equality is embedded in the global human rights framework and as such concerns all aspects of our lives. It is often measured according to social, economic, civil and political rights and their realization.

## **Examples of gender equality are:**

**Education:** same percentage of enrolment and graduation of girls: and boys in primary and secondary school;

**Economy:** women and men have equal access to and control over resources; jobs and markets; equal access to senior posts, equal pay for equal work;

**Politics:** equal representation in politics and participation in decision-making processes, gender-sensitive budgetary resource allocations;

**Legislation and legal framework:** women and men are treated equally before the law or by policies, and that different needs and roles are reflected accordingly (e.g. right to maintenance payments for single parents, parental leave, protection of victims in cases of domestic violence).



A biology class in Peje/Pec, western Kosovo, offers Roma teenagers the chance to catch up with the education curriculum's science component so that they can join their peers at the local school. (OSCE/William Henley)

For the OSCE, gender mainstreaming is a strategy to achieve gender equality in all areas and levels of the OSCE's policies and operations. Mainstreaming means that the different needs, concerns and possible contributions of women and men are considered during activity planning, implementation, monitoring and evaluation, and that equal benefits and rewards are ensured for both women and men, girls and boys from any OSCE policy or activity.

**Example:**

When analyzing a project on voters' education and registration, one will discover that often, women and men do not have the same needs regarding access to the voting site, time restrictions, or the availability of public transportation because they have different social and private responsibilities and different levels of mobility. The project should, therefore, take these differences into account and ensure that the needs of both men and women regarding the process of voter's registration and education are met.

# Gender mainstreaming

**Gender mainstreaming** is the process of assessing the implications for women and men of any planned action, and taking them into consideration including in legislation, policies or programmes, in any area and at all levels with the aim of advancing and achieving gender equality.

# Gender analysis

**Gender analysis** refers to the “study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision making powers, etc. between women and men and taking into account their assigned gender roles”<sup>1</sup>. Gender analysis is particularly relevant when initiating an intervention, in order to ensure that the project addresses the needs of both women and men and contributes to gender equality or at least does not perpetuate unintentionally an already existing inequality.

Gender analysis can be carried within all levels of interventions: from specific communities, to a country as a whole and even at the level of global policy, legal frameworks, education, security and good governance.

<sup>1</sup> *European Commission, 1998.*



## Example:

Gender analysis entails examining the differential impacts of laws and traditions on women and men. In Kosovo, for example, women play a very minor role in public and political life. While women are legally able to participate in politics and run for office, in reality, there are very few female politicians. A gendered analysis of this situation indicates that the reason for the lack of female participation is not due to the legal system but rather, to the tradition that women belong in the kitchen and men are meant for politics and business. This traditional belief is more pronounced in rural areas and small towns and does not necessarily vary between different ethnic groups [↗ Link](#). The results from this analysis help to identify the area where raising awareness and controlling selection processes is most needed: a greater participation in local politics by women.





Police officers from southern Serbia share a moment of relaxation at their graduation ceremony, Bujanovac, 22 September 2006. The in-service training programme was supported by the OSCE and implemented by the Serbian Interior Ministry. (OSCE/Milan Obradovic)

# Gender-sensitive objectives

**Gender-sensitive objectives** are objectives that specifically integrate a gender perspective by taking into account different interests and needs of men and women. Objectives determine what needs to be achieved by an intervention. Gender sensitive objectives display measurable, verifiable and achievable expected changes wanted for both women and men with respect to a given subject, in a given period of time, in a given area.

**Example:**

To improve service delivery of community police forces so that cases of assault, of violence against women and of child abuse are reduced to the national average, within two years in a province.

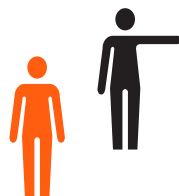
# Gender-sensitive indicators



**Gender-sensitive indicators** provide information on the progress of achieving specific targets with equal benefits to women and men, girls and boys in the context of a given subject, a given population and over a given period of time. Gender sensitive indicators inform about the degree of change with regard to specific concerns/benefits of women and men, girls and boys over a set period of time. Indicators are qualitative and quantitative, measurable, verifiable, achievable and are not limited to statistical data. Their aim is to compare and monitor trends and changes based on predefined expected benefits for women and men, girls and boys with respect to a given topic.

## **Example:**

The project aim is that “women own at least 50% of the newly constructed shops in the open markets of XY and are able to reimburse the credits received and achieve economic independence within one year from project’s start”



# Sex-disaggregated data

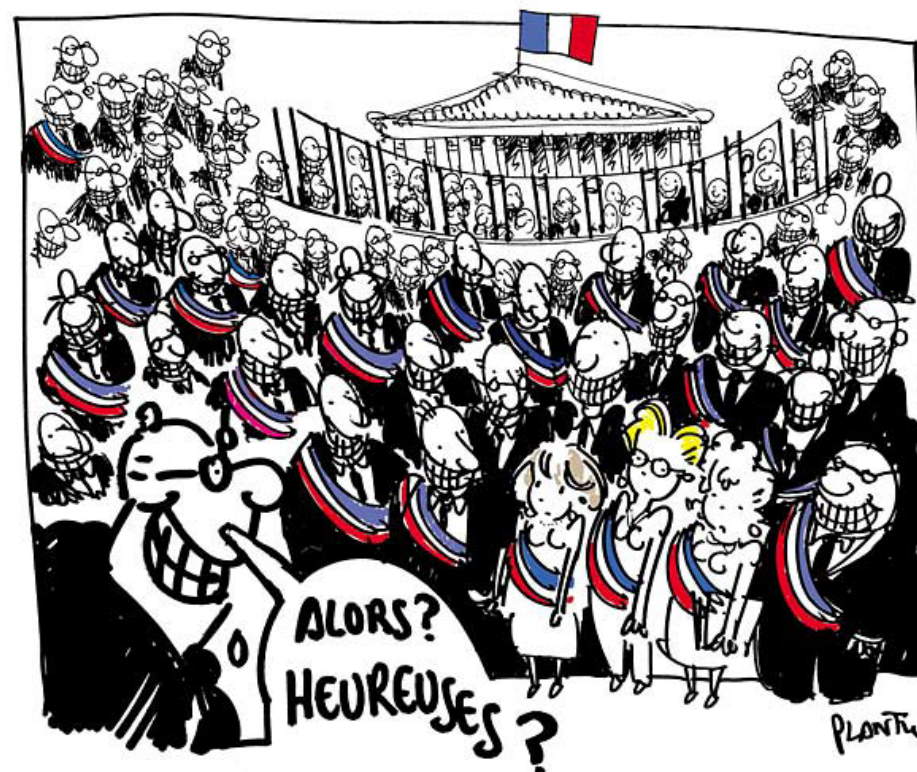
**Sex-disaggregated data** means that all data is cross-classified by sex, presenting information separately for each sex, for women and men, and sometimes boys and girls. Sex-disaggregated data reflect roles, shares, participation and presence at events in numbers or in percentages. It gives information on various conditions for men and women in every aspect of organizations and societies. It is often used to reflect different literacy levels, wage gaps, property ownership, participation in politics, representation in different Job categories, etc. The SG's Annual Evaluation Report on the Implementation of the 2004 Action plan for the Promotion of Gender Equality in the OSCE uses exclusively sex-disaggregated data<sup>1</sup>.

Sex-disaggregated data is essential for assessing the reality of gender differences in a society or specific sector at a given point in time and identifying barriers to gender equality.

## Example

For policy makers dealing with mining issues, there is a significant difference in receiving the message: "113 persons have been killed by landmines in village xy in April" as opposed to:

"So... Happy now?" ©Plantu  
Courtesy of Plantu to Jamila Seftaoui, OSCE.



"92 women, 11 girls and 10 boys have been killed by landmines in the village xy in April". The second sex-disaggregated account shows that the severely hit places are the ones where women seem to be present and active and therefore better facilitates the search for solutions and implementation of safety guidelines in the creation of a more efficient demining policy. Other examples for sex-disaggregated data:

For country specific, sex-disaggregated data please see: <http://www.weforum.org/pdf/gendergap/report2007.pdf>.

<sup>1</sup> See [http://www.osce.org/documents/sg/2009/09/39746\\_en.pdf](http://www.osce.org/documents/sg/2009/09/39746_en.pdf).

## Participation in Politics:

Data as at 31 December 2009

Total Members of Parliament (worldwide):  
44,790

Gender breakdown known for: 44,214

Total men: 35,947

Total women: 8,267

Total percentage of women: **18.4%**

(Source: Inter-Parliamentary Union [Link](#))

[Click here to check the number of women in your country's parliament](#) [Link](#)





# International and OSCE standards

# 2

This chapter provides an overview of the international legal framework related to gender, which guides and informs the work of the OSCE and participating States. Part one of this chapter explains the differences between international legally binding laws, universally accepted standards, norms and guidelines. The second part of the chapter introduces key OSCE documents and commitments, which outline the OSCE's gender equality goals, in line with the international normative and legal framework. The final section of the chapter describes the different institutions and levels involved in implementing OSCE gender commitments.

In this chapter





Former OSCE Chairperson-in-Office, Greek Foreign Minister Dora Bakoyannis and Serbian Foreign Minister Vuk Jeremic speak to journalists in Belgrade, 2 February 2009. (OSCE/ Milan Obradovic)

# The International Framework

The most important international conventions and resolutions relevant for gender equality, besides the *UN Charter (1945)* [↗ Link](#) and the *Universal Human Rights Declaration (1948)* [↗ Link](#), are the *UN Convention on the Elimination of All Forms of Discrimination against Women – CEDAW (1979)* [↗ Link](#), the *UN Security Council Resolution 1325 (2000)* [↗ Link](#) and the *Declaration on the Elimination of Violence Against Women (1993)* [↗ Link](#).

In addition, and guided by the international human rights framework, additional Conventions and protocols, such as the *1966 International Covenant on Civil and Political Rights (ICCPR)* [↗ Link](#) or the *International Convention on Economic, Social and Cultural Rights (ICESCR)* [↗ Link](#) constitute key documents.

# CEDAW



*The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)* [↗ Link](#), adopted in 1979 by the UN General Assembly, is often described as an international bill of rights for women. Consisting of a preamble and 30 articles, it defines what constitutes discrimination against women and sets up an agenda for national action to end such discrimination. Countries that have ratified or acceded to the Convention are legally bound to put its provisions into practice. They are also committed to submit national reports, at least every four years, on measures they have taken to comply with their treaty obligations.

The Convention defines discrimination against women as “... any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.”



By accepting the Convention, States commit themselves to undertake a series of measures to end discrimination against women in all forms, including:

- to incorporate the principle of equality of men and women in their legal system, abolish all discriminatory laws and adopt appropriate ones prohibiting discrimination against women;
- to establish tribunals and other public institutions to ensure the effective protection of women against discrimination; and
- to ensure elimination of all acts of discrimination against women by persons, organizations or enterprises.



The Convention provides the basis for realizing equality between women and men through ensuring women's equal access to, and equal opportunities in, political and public life – including the right to vote and to stand for election – as well as education, health and employment. States parties agree to take all appropriate measures, including legislative and temporary special measures, so that women can enjoy all their human rights and fundamental freedoms.

The Convention affirms the reproductive rights of women and targets culture and tradition as influential forces shaping gender roles and family relations. It affirms women's rights to acquire, change or retain their nationality and the nationality of their children. States parties also agree to take appropriate measures against all forms of traffic in women and exploitation of women.

H.S.H. Maria-Pia Kothbauer, Princess von Liechtenstein, Head of the Permanent Mission of the Principality of Liechtenstein to the OSCE.



*All countries hosting an OSCE field operation have ratified the CEDAW and thus, are obliged to implement it and report regularly to the CEDAW Committee*

*You can find all government and NGO reports here: [↗ Link](#)*

## Beijing Declaration



*The 1995 Beijing Declaration* [↗ Link](#) and its Platform for Action (PfA) is a historical milestone. It is an agenda for women's empowerment aiming at the removal of all the obstacles to women's active participation in all spheres of public and private life and guaranteeing women's full and equal share in economic, social, cultural and political decision-making. This means that the principle of shared power and responsibility should be established between women and men at home, in the workplace and in the broader national and international communities. Equality between women and men is a matter of human rights, a pre-condition for social justice and a necessary and fundamental prerequisite for equality, development and peace.

Furthermore, within this process, the term 'gender' has evolved to mean more than just a strong focus on women, but also encompassing the social and power relations between men and women. The Platform for Action emphasizes that the discrimination faced by women can only be addressed in partnership with men and working together, towards the common goal of global gender equality. The Platform for Action acknowledges the diversity

of women's and men's experiences and recognizes that some women face additional barriers to empowerment. Following from this, a number of documents have been adopted, such as the Beijing +5 Declaration and the Beijing +10 documents, as supplements to the initial Beijing Declaration.

See also:

[↗ http://www.un.org/womenwatch/daw/beijing/platform/plat1.htm#statement](http://www.un.org/womenwatch/daw/beijing/platform/plat1.htm#statement)



## UN Security Council Resolution 1325

One of the most important documents for the OSCE is the 2000 *UN Security Council Resolution 1325* on women in conflict prevention and crisis management and violence against women. *OSCE Ministerial Decision 14/05 on Women in Conflict Prevention, Crisis Management and Post-conflict Rehabilitation* captures many of the document's key elements. The unanimously adopted UNSC resolution 1325 is a formal and legal document issued by the *United Nations* [↗ Link Security Council](#) [↗ Link](#) requiring all countries, not only the parties tied in conflict to respect the rights of women and support their participation in peace negotiations and in post conflict reconstruction. It specifically addresses the disproportionate and unique impact of war on women as well as women's under-valued and under-utilized contributions to conflict resolution and sustainable peace, calling for the equal and full participation of women as active agents of peace and security.

*The full text and further information can be found here [↗ Link](#).*

In short, UN Security Council Resolution 1325 contains commitments on the following issues:

- Increasing the **representation of women at all levels of decision making** regarding the prevention, management, and resolution of conflict;
- Incorporating a **gender perspective in field missions** and training staff on the specific needs, rights and protection of women;
- Adopting a **gender perspective in the negotiation of peace** agreements;
- **Respecting all international law** applicable to the rights and protection of civilian women and girls;

- **Adopting special measures to protect women and girls from gender-based violence** in situations of armed conflict;
- 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**.



### Additional UN Resolutions

*Resolution 1820* [↗ Link](#), adopted in June of 2008, confronts sexual violence in conflict and post-conflict situations. Key provisions of the resolution recognize a direct relationship between the widespread and/or systematic use of sexual violence as an instrument of conflict and the maintenance of international peace and security; commit the Security Council to considering appropriate steps to end such atrocities and to punish their perpetrators; and request a report from the Secretary General on situations in which sexual violence is being widely or systematically employed against civilians and on strategies for ending the practice.

Building on SC. Res 1820, the UN Security Council unanimously adopted *Resolution 1888* [↗ Link](#) on 30 September 2009 that aims to further strengthen the efforts of the international community to combat sexual violence in armed conflict. The resolution, co-sponsored by more than 60 UN Member States, calls on the UN Secretary-General to appoint a Special Representative to intensify efforts to end sexual violence against women and children in conflict situations and who should engage on a high level with military and civilian leaders.

Also building on prior resolutions – 1325, 1820 and 1888 – Resolution 1889, adopted on October 5, 2009, focuses on women's participation

*Politico-Military Counsellor Loic Simonet of France listens as the OSCE Senior Adviser on Gender Issues, Jamila Seftaoui, delivers a speech to the OSCE Forum for Security Co-operation. 1 April 2009, Vienna. (OSCE/Susanna Löff)*



and urges Member States, UN bodies, donors and civil society to ensure that women's protection and empowerment is taken into account during post-conflict needs assessment and planning, and factored into subsequent funding and programming. The resolution also calls on all those involved in the planning for disarmament, demobilization and integration programmes, in particular, to take into account the needs of women and girls associated with armed groups, as well as the needs of their children.

## UN Declaration on the Elimination of Violence Against Women

The OSCE's work on Violence Against Women (VAW) is based on the 1993 *UN Declaration on the Elimination of Violence Against Women* [↗ Link](#) and the 2008 General Assembly Resolution on the Intensification of Efforts to Eliminate all Forms of Violence Against Women. The Declaration calls on States to take coordinated- and comprehensive – action to effectively combat violence against women in all its forms. The extent and devastating consequences of VAW world-wide have been recognised and the United Nations took the lead in combating this heinous trend in all its forms.

“Violence against women not only constitutes a gross violation of human rights but also has enormous social and economic costs, and undercuts the contribution of women to development, peace and security.”

*Ban Ki-Moon, <http://endviolence.un.org/>*



Kyle Scott, former Charge d'Affaires of the United States Mission to the OSCE.





# Key OSCE commitments and documents

This section introduces key OSCE documents and commitments, which outline the goals that have been set to achieve gender equality within the Organization, as well as promote gender equality in participating States, in line with international standards and norms.

The OSCE's work is rooted within the international legal framework, particularly with respect to international human rights standards. That non-discrimination and gender equality are central to peace and stability has been recognised by OSCE participating States, as well as

UN Security Council Resolution 1325 on Women, Peace and Security and the UN Declaration on the Elimination of Violence against Women, among others. Furthermore, at the 1999 Summit in Istanbul, participating States agreed *that the full and equal exercise by women of their human rights is essential to achieving a more peaceful, prosperous and democratic OSCE area*. In following years, the OSCE has committed itself to achieving gender equality by adopting an Action Plan for the Promotion of Gender Equality in 2004 and subsequent supplementary documents.

In organizational terms, the OSCE has committed itself to international best practice. The OSCE is committed to creating a gender-sensitive working environment and management culture. The OSCE is an equal employer and aims to achieve a gender balanced composition of staff at all levels. Internal policy documents, such as staff instructions and the professional working environment policy including the OSCE Code of Conduct, also explicitly forbid discrimination, harassment and sexual harassment.

*Find the full text of the 2010 Professional Working Environment: Guide on the OSCE Policy against Harassment, Sexual Harassment and Discrimination here: [↗ Link](#).*



Flags with the English, German and Russian abbreviations for the Organization for Security and Co-operation in Europe in front of the Hofburg Congress Centre in Vienna.(OSCE/Mikhail Evstafiev)

## Ministerial Council Decision 14/04 and the OSCE Gender Action Plan

The OSCE aims to achieve gender equality within its own operations, as well as in participating States. To that end, a gender perspective is to be taken into account in all of the Organization's activities, projects and programmes. The *2004 OSCE Action Plan for the Promotion of Gender Equality, adopted by Ministerial Council Decision 14/04* [↗ Link](#), calls for increased efforts to achieve equal treatment of women and men within all areas of the Organization. While internal processes, such as recruitment and programming in the OSCE's executive structures, are specifically outlined in the Action Plan, the ultimate goal of the document includes the promotion of gender equality in participating States. In order to reach this goal, the Action Plan assigns the following tasks and responsibilities to the OSCE Secretariat, Institutions, Field Operations and 56 participating States:

- Ensuring that **all OSCE policies, programmes and activities** are gender mainstreamed;
- Providing staff members with **tools and training on gender mainstreaming**;
- Developing a professional, gender-sensitive management culture and **working environment**;
- Increasing the share of female managers in higher positions through innovative **recruitment strategies**;
- Supporting the **efforts of participating States** in achieving gender equality;
- Highlighting and promoting the **role of women in conflict prevention and peace reconstruction** processes;
- Monitoring and evaluating progress on the **implementation** of the Action Plan for the Promotion of Gender Equality.

Ambassador Anvar S. Azimov, Permanent Representative of the Permanent Mission of the Russian Federation to the OSCE.



In addition to these obligations, the Action Plan calls for the promotion of the rights, interests and concerns of women in six priority areas where inequality and discrimination are most prevalent:

- 1 Non-discriminatory legal and policy frameworks;
- 2 Preventing violence against women;
- 3 Participation of women in political and public life;
- 4 Participation of women in conflict prevention, crisis management and post-conflict reconstruction;
- 5 Equal opportunity in the economic sphere;
- 6 National mechanisms for the advancement of women.

### Consolidated Implementation Plan – March 2006

An Implementation Plan on Gender Mainstreaming was made available by the Office of the Secretary General in March 2006. The goal of the Implementation Plan is to institutionalize and operationalize the 2004 Action Plan in the Secretariat and Institutions. Primary objectives of the Implementation Plan are:

- To set up an organization-wide network to ensure gender mainstreaming in order to meet the overall aims of the Action Plan
- To equip staff members with the tools and to elicit their commitment to effectively mainstream gender into their work
- To promote a gender sensitive working environment and management culture
- To establish gender mainstreaming milestones by tracking progress through monitoring and evaluation activities
- To improve the OSCE's capacity to promote gender equality in its activities in participating States.



### Monitoring

The Permanent Council, on the basis of the Secretary General's Annual Evaluation Report on the Implementation of the the 2004 OSCE Action Plan for the Promotion of Gender Equality, is to hold a discussion each year especially devoted to gender issues. One aim of the discussion is to review and, if necessary, update policies and strategies on gender mainstreaming and the promotion of gender equality.



*For more information please see the Secretary General's Annual Report on Gender Equality (2008) [↗ Link](#), (2009) [↗ Link](#), Annexes to the Report [↗ Link](#) and the Gender Section Fact Sheet. [↗ Link](#)*

## Ministerial Council Decision 14/05 on Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation

In line with United Nations Security Council Resolution 1325, the OSCE adopted Ministerial Council Decision 14/05 [↗ Link](#) in December 2005 on Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation. This Decision integrates the UN commitments into the Organization's own obligations and activities and calls on participating States to ensure women's full participation in conflict prevention, crisis management and post-conflict rehabilitation.

The OSCE 14/05 Decision adds emphasis on the following:

- Reinforcing steps to be taken by the OSCE regarding the **recruitment of women** to senior OSCE decision-making positions.

- Supporting **empowerment of women and girls** including training, education and women's involvement in all stages of peace processes (Para 6 and 7).
- Evaluating **gender mainstreaming in conflict prevention processes** and activities.

To further the aims of this Decision, the Gender Section has developed the *OSCE GenderBase* [↗ Link](#), an online tool to assist in increasing the number and visibility of female experts working in the military and police fields and to highlight profiles of qualified women specialists who are interested in and available for assignments with the OSCE.



Former Greek Foreign Minister, Dora Bakoyannis, 2009 OSCE Chairperson-in-Office.

## Ministerial Decision 15/05 on Preventing and Combating Violence against Women

The OSCE's work on Violence Against Women (VAW) is based on the 1993 United Nations Declaration on the Elimination of Violence against Women and the Convention on the Elimination of all forms of Discrimination against Women (CEDAW). VAW is a priority within the thematic gender work of the OSCE and is reflected in the 2004 Action Plan. Having recognized the human rights and security dimensions of VAW, the OSCE adopted Ministerial Council Decision 15/05 [↗ Link](#) in 2005. This Decision integrates the UN commitments into the Organization's own obligations and activities and calls on participating States to take pro-active steps toward preventing and combating violence against women. By calling upon States to *prevent* violence against women, *protect* victims and *prosecute* perpetrators of violence against women (the "three P" approach), the OSCE's concept of eliminating violence against women is directly

tied to gender equality and comprehensive security.

### Bringing Security Home – A compilation of good practices to combat violence against women in the OSCE region.

In 2009, the Gender Section in the Office of the OSCE Secretary General published a compendium of good and innovative practices in the prevention of violence against women, the protection of victims of gendered violence and the prosecution of the offenders.

This resource book, entitled: *Bringing Security Home: Combating Violence Against Women in the OSCE. A Compilation of Good Practices* comprises more than 95 examples of effective strategies for the prevention, protection and

prosecution as well as strategies for the involvement of men and youth in addressing domestic violence, as well as violence against women in the context of armed conflicts.

Conceived as a technical reference tool, the volume not only gives precise descriptions of the approaches that have been internationally implemented and found to be successful in addressing VAW, it also stimulates further research and future action. By providing lessons learned, the publication assists policy makers and practitioners from governmental and NGO sectors in better shaping their current and future initiatives and helps OSCE participating States in implementing their commitments. The publication is available in English, Russian and French and is part of a project funded by Austria, Finland, France, Germany and Greece.

*A copy of the publication can be found here* [↗ Link](#).

## Ministerial Decision 7/09 on Women's participation in political and public life

The 2009 Ministerial Council Decision was adopted in response to continued concern over the under-representation of women in the OSCE are in decision-making structures within the legislative, executive and judicial branches. The Decision calls upon participating States, among others, to:

- Take measures to ensure balanced recruitment, retention and promotion of women and men in security services, including the armed forces;
- Develop legislative measures to facilitate the participation of women in decision-making in all spheres of political and public life;
- Promote shared work and parental responsibilities between women and men in order to facilitate women's equal opportunities to effectively participate in political and public life.

*The full text of MC Decision 7/09 can be found here*  
[↗ Link.](#)



A woman casts her ballot during the 11 February 2007 presidential election in Turkmenistan. (OSCE/ Lubomir Kopaj)



The OSCE has developed a number of key documents on gender and gender mainstreaming.

## The key documents for gender mainstreaming in the OSCE are:

**Ministerial Council Decision No. 14/04:**  
2004 OSCE Action Plan for the Promotion of Gender Equality [↗ Link](#) which outlines the areas of intervention and responsibilities of the different areas within the OSCE in terms of achieving and promoting gender equality. Also available in Albanian, Armenian, Russian and Serbian, plus all OSCE official languages.

**Ministerial Decision No. 14/05**  
on Women in Conflict Prevention, Crisis Management and Post-conflict Rehabilitation [↗ Link](#)

**Ministerial Decision No 15/05**  
on Preventing and Combating Violence against Women [↗ Link](#)

**Ministerial Decision No 7/09**  
on Women's participation in political and public life [↗ Link](#)



A link to the Secretary General's Annual Evaluation Report on the Implementation of the 2004 OSCE Action Plan for the Promotion of Gender Equality Executive Summary 2009 can be found here [↗ Link](#).



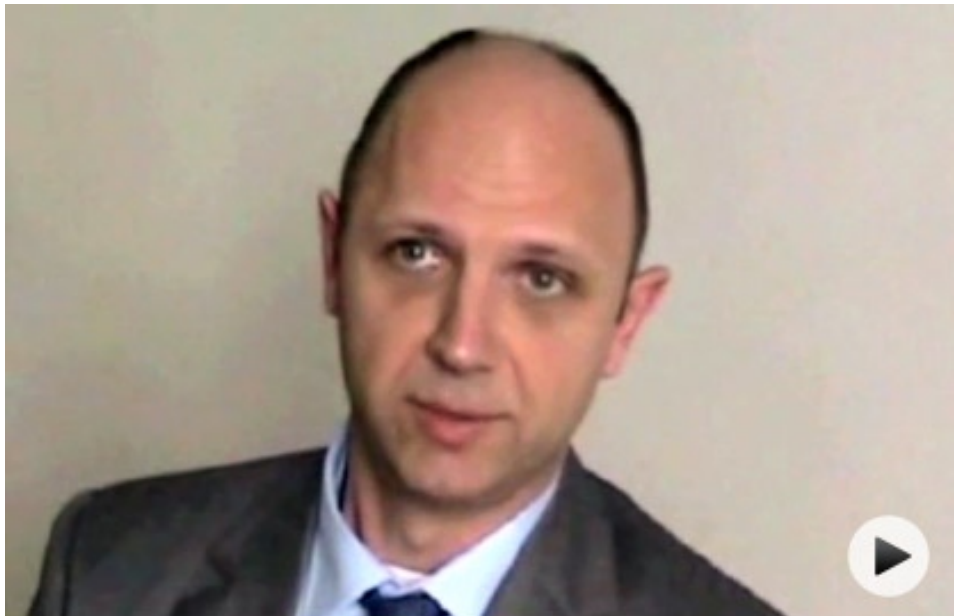
## Gender Mainstreaming: A collective responsibility

Cadets celebrate their graduation at the Police Training Centre in Sremska Kamenica, Serbia, 15 December 2008. The OSCE works closely with the Serbian Interior Ministry on bringing policing in line with European standards. (OSCE/Milan Obradovic)

Gender mainstreaming is the responsibility of the entire OSCE. Achieving gender equality is a collective, organizational and programmatic effort that the Action Plan tasks all staff, across all levels with and includes the Chairmanship, the Parliamentary Assembly, the Office of the SG, Institutions, Sections, participating States, Field Missions and Senior management. However, as stressed in the SG's 2009 Evaluation Report, assigning responsibility to various offices and institutions alone will not bring about gender equality. Change can only be achieved if the OSCE's most valuable resource- its staff- recognises the importance of the issue at stake and fully supports the implementation of the 2004 Action Plan in every way through its work.



The involvement of men in the goal of achieving gender equality is vital, especially since possible future change requires the approval and input of men. Unfortunately, very few male professionals work in the area of gender. However, the current practice is one of moving away from this trend, with many institutions urging qualified men to become involved in gender initiatives. For example, throughout the OSCE men are encouraged to become gender focal points and gender officers.



Velimir Alic, Gender focal point in the Press and Public Information Section.

## Gender mainstreaming: Actors and levels

Management throughout the OSCE, whether in the Secretariat, the Institutions or the field operations, works towards an improved “gender-sensitive and professional working environment and management culture”. Along with the participating States, managerial staff is responsible for reviewing the organizational rules and regulations in order to effectively mainstream gender, where necessary. Management has a vital role to play in the visibility of the Action Plan. It reviews the progress made and maintains an active exchange, both within the OSCE and with other organizations, on the implementation of gender mainstreaming.

The **Gender Section** in the Office of the Secretary General advises on the development, implementation, monitoring and evaluation of the OSCE’s overall gender mainstreaming strategy. It also develops operational tools, guidelines, instruments, resources and capacity-building materials to assist staff members and political bodies of the participating States in implementing the Organization’s policies for gender equality. Through direct technical assistance, targeted thematic projects, expert’s

seminars, awareness raising activities, capacity building sessions, the monitoring of organizational statistics trends and the formulation of operational recommendations, the Gender Section assists the OSCE leadership, the staff members, Field Missions and Institutions in implementing the 2004 Gender Action Plan. The Gender Section works together with other organizations, such as the Council of Europe, the United Nations and NATO.

In the field, it is the **Heads of Missions**, who are responsible for implementing the 2004 Action Plan and putting the OSCE's gender commitments into practice. The 2004 Action Plan outlines specific responsibilities for Heads of Missions:

- Locating staff for appointment as a Gender Focal Point;
- Establishing terms of reference for the Gender Focal Point(s);
- Establishing a working group or other horizontal structure for planning the implementation of the Action Plan;
- Discussing the implementation of the Action Plan during staff meetings;
- Ensuring that the implementation of the Action Plan is adequately covered in the field operation's programme outline and budget;
- Providing access to training on gender mainstreaming for staff;
- Incorporating a gender perspective into all work-related reporting;
- Carrying out projects within the priority areas highlighted in the Action Plan (see 3.2.3);
- Publicizing projects related to the promotion of gender equality in mission reports and press releases;
- Making use of tools and technical assistance on gender mainstreaming (e.g. from the OSCE Gender Section, from ODIHR, from NGOs);
- Consulting with other international organizations regarding gender equality and gender mainstreaming;
- Taking the necessary steps to promote gender equality in the host country (e.g. attending or endorsing events).



Ambassador Andrew Tesoriere, Head of the OSCE Centre in Bishkek.

The **Gender Focal Points** in the Missions, Secretariat and Institutions are key staff involved in gender mainstreaming. Supported by the Gender Section, the Gender Focal Points are at the forefront of the effective and practical implementation of gender mainstreaming.

Not just Gender Focal Points, but all people working towards the promotion of gender equality face daily challenges. Gender Focal Points must be committed, credible, show perseverance and safeguard the integrity of the OSCE's gender equality goals. Resistance to gender mainstreaming- or to gender equality in general- is common and the logic behind it varies greatly, from misinformation or lack of information about gender issues, to restricted resources, to cultural or traditional perceptions about gender roles. Therefore, it is useful to be equipped with potential strategies and tools for countering opposition.

Tips for dealing with common challenges:

- Be informed about the interests of those who challenge you. Try and understand their point of view in order to effectively analyze their reasons for resistance.
- When dealing with a State party, refer to the Constitution, international commitments and

Participants of an OSCE annual meeting of gender focal points pose in front of the Rathaus in Vienna, 1 April 2008.



other policies of the government regarding gender equality.

- Prepare yourself for difficult questions. For example, “Why should gender equality be a priority in a time of economic hardship?”
- Avoid being too theoretical or philosophical about gender equality.
- Be positive about gender equality and prepare a list of practical examples and best practices. Use available tools, facts and figures to strengthen your argument.

The focus of argumentation should be to remind decision-makers that gender mainstreaming and gender equality are not only about women's rights, but are important to enhance the efficiency and inclusiveness of their own programmes and activities.

- Stress that gender mainstreaming is not only about women; it encompasses both men's experience and the broader social agenda as well. Depending on your area of work, point out the importance of the role played by men in ensuring gender equality.
- It is important to take into account restrictions and obstacles that decision-makers face.

Efforts to overcome resistance to gender mainstreaming are more effective when articulated in a win-win context.

— Try to offer a number of options, allowing decision-makers to choose for themselves the most appropriate one. Being flexible and open to compromise will work in your favour. “Pilot Programmes” are good, cost-effective ways of demonstrating added value which can be replicated on larger scales in the future.

— Sexual harassment and unprofessional attitudes towards people involved in gender work are serious barriers that may not be easily surmountable through good argumentation strategies. This is one of the reasons why demonstrative gender sensitivity by senior management and clearly spelled out internal policies and code of conducts are vital elements in the gender mainstreaming process.

For more information on dealing with challenges to gender initiatives, please see the UNDP publication, *Gender Mainstreaming in Practice: A Handbook*. A link to the document can be found here [↗ Link](#).

In addition to the Gender Section, Heads of Missions and Gender Focal Points, many other actors in the OSCE support gender mainstreaming:

— The Human Rights and Democratisation units at ODIHR support the national mechanisms, laws and the implementation of projects targeted at women’s rights in several OSCE countries hosting field operations.

— The OSCE Department of Human Resources works toward gender balanced recruitment and creating a professional and

gender friendly working environment including policies against harassment and discrimination.

— The OSCE Training Section supports OSCE staff in the development of relevant skills, such as gender awareness and incorporating gender mainstreaming into project cycles.

For a complete list of responsibilities as set out in the Action Plan, please click here: [↗ Link](#).

Ambassador Janez Lenarcic, Director of the Office for Democratic Institutions and Human Rights (ODIHR).



## Who are the OSCE actors for the promotion of gender equality?

### Decision – Making Bodies



#### Summit

The highest political body: Meeting of Heads of State or Government, irregular meetings. The last summit meeting took place in 1999 in Istanbul. Open to all delegations and Mediterranean and Asian Partners for Co-operation, other international organizations and non-governmental organizations.

#### Ministerial Council

Meeting between the Ministers of Foreign Affairs from the 56 participating States, meeting once per year except on years during which there is a summit.

#### Permanent Council

The OSCE's regular body for political consultation and decision making. Includes the 56 Ambassadors to the OSCE, meeting every Thursday.

#### Three-committee structure

Counsellors from the 56 participating States discuss issues from the three dimensions: (1) politico-military, (2) economic and environmental and (3) human dimension.



### Implementing and monitoring



#### Gender Section, Office of the Secretary

**General** Supports OSCE political bodies, executive structures and participating States to implement the Gender Action Plan. Provides technical assistance, guidance, tools and capacity building to various OSCE stakeholders and staff. Monitors the gender-related cross-dimensional implementation of gender related decisions.

#### Office for Democratic Institutions and Human Rights

Observes elections and promotes Human Rights, democracy, tolerance and rule of law.

#### Office of the Representative of the Freedom of the Media

Monitors violations of the freedom of expression.

#### High Commissioner on National Minorities

Seeks early solutions to ethnic tensions.

#### Parliamentary Assembly – Special Representative on Gender Issues

Facilitates dialogue between the Parliaments of the 56 participating States.

### Including gender issues in all OSCE activities



#### Gender Focal Points in the Secretariat

A network of staff members who work to include gender issues in the activities of every unit.

#### Gender Focal Points in Field Operations

A network of staff members designated to support the inclusion of gender issues in all activities of the 18 field operations.

#### Training Section

In charge of providing training on gender issues to all OSCE staff.



Everybody is responsible!



## Gender-sensitive Management

The most valuable resource of the OSCE is its staff. In line with the OSCE's Action Plan for the Promotion of Gender Equality and the recommendations of the Secretary General's Annual Evaluation Reports, human resource management activities must employ gender mainstreaming in order to achieve the OSCE's goals. A gender-sensitive management is a management aware of and taking proactive, corrective action against discriminations,

stereotypes and difficulties that women (or men) might face in being hired to the Organization, in performing without harassments, in advancing their careers and being promoted on equal footing with the other sex.

### Gender-sensitive Human Resource Management

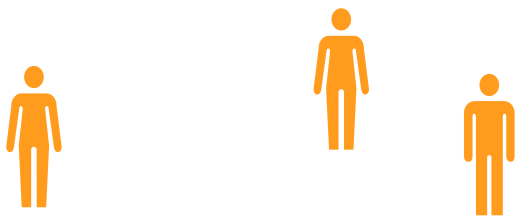
Since the OSCE is an equal opportunity employer and is committed to the creation of a gender-sensitive working environment and management culture, the Department of Human Resources and Chiefs of Fund Administration have an important role to play in integrating a gender perspective throughout the Organization. In addition, the Training Section contributes to the foundation of gender-based knowledge amongst staff by offering relevant courses that enable staff to effectively perform their duties.



Martine Rosenthal monitors the withdrawal of the Russian Federation armed forces from a security zone they had established south of the Georgian-Ossetian administrative boundary line in the aftermath of the 2008 August conflict. (OSCE/David Khizanishvili)

The OSCE does not have a quota system or affirmative actions for the recruitment of professional women. The selection process is based solely on the skills and qualification of the applicants. However, the Action Plan has set a very clear policy that aims to achieve gender balance amongst OSCE staff while keeping in mind the principle of the qualification and suitability of the candidates to the different posts. The Chiefs of Fund Administration and the Department of Human Resources can ensure the integration of a gender perspective within the recruitment process by implementing – among others – the following steps:

- Gender-sensitive formulation of advertised positions – is the chosen language and description of a nature to discriminate, discourage or favour any of the 2 sexes? Are there special requirements that would impede men or women from applying to a post?;
- Stating explicitly in the vacancy notes that gender equality is one of the principles of the OSCE and that candidates are expected to show gender awareness as a basic requirement to work with the OSCE;
- Given equal qualification for a given post, women would be preferred. This is particularly crucial to stress in advertisements for posts in positions and areas with a pronounced imbalance of male and female staff;
- Ensuring a gender-balanced shortlist of applicants to be invited for interviews (based on profiles and competences);
- Ensuring gender-balanced interview panels whenever possible;
- Analyzing recruitment procedures regularly on gender-sensitivity and adjusting if necessary;
- Performing regular analysis of sex disaggregated data and taking necessary steps to improve gender balance in weak areas;
- Develop a strategy for improving the gender balance of the recruitment for higher / management positions;
- Monitor the internal working environment in order to guarantee equal treatment and opportunity for both women and men and disseminate necessary information to staff and management in this regard;
- Ensure that performance appraisals reflect the gender awareness and sensitivity of management staff (develop a gender equality scoreboard for assessment, see Action Plan 2004. DHR and the Gender Section intend to look into the development of specific indicators);
- Follow-up on the recommendations made in the Secretary General's Annual Evaluation Report. The latest Report can be found here [↗ Link](#);
- Coordinate and communicate regularly with the Gender Section on data and current and future activities.



# Gender mainstreaming

# 3

The objective of this chapter is to “de-mystify” gender mainstreaming and to illustrate how gender issues can be naturally integrated into day-to-day project work without much effort. Each step of the project cycle will be briefly explained and the link between programming and gender mainstreaming highlighted. Gender Analysis, the findings of which affect every stage of project planning, will be explained in greater detail. This chapter will also provide links to relevant project tools and concrete and practical examples from the three dimensions to illustrate how gender mainstreaming adds value to the work of the OSCE and increases project impact and efficiency.

In this chapter





# What is Gender Mainstreaming?

Mainstreaming a gender perspective in all types of activities is a globally accepted strategy for promoting gender equality. Mainstreaming is not an end unto itself but, rather, a means to the end goal of gender equality. Mainstreaming requires that the experiences of both men and women are central to all activities – policy development, research, advocacy/dialogue, legislation, resource allocation, planning, implementation and monitoring of programmes and projects.

In the OSCE, gender mainstreaming is defined as follows:

Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experience an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, such that inequality between men and women is not perpetuated.



The OSCE Permanent Council at the Hofburg in Vienna, 29 January 2009. (OSCE/Mikhail Evstafiev)

# Gender mainstreaming as a strategy to achieve gender equality

It is important to understand that gender mainstreaming is not merely an “add women and stir” approach. Nor does it suffice to simply include the term ‘gender equality’ to an already existing activity. Gender mainstreaming requires the inclusion of the perceptions, experiences, knowledge and interests of women, as well as men, within the process of policy-making, planning and decision-making. Mainstreaming can reveal a need for changes in goals, strategies and actions to ensure that both women and men, boys and girls can influence, participate in and benefit from development processes. It often necessitates changes in the basic structures and processes of organizations in order to create an environment conducive to the effective elimination of gender inequality.

Gender mainstreaming is an ongoing process, which should be reflected in all aspects of the OSCE’s work.

See <http://www.un.org/womenwatch/osagi/pdf/factsheet1.pdf>

The diagram below illustrates an organizational overview of gender mainstreaming in the OSCE:



# Gender mainstreaming in the project and programme cycle

## Gender Analysis

An important first step in developing a gender inclusive project or activity is a gender analysis. The analysis should take into consideration external factors (for example, social structures and traditions) as well as internal infrastructure. A gender analysis lays the foundation for the incorporation of gender at every step of the project cycle. Gender analysis can be implemented through a number of methods: desk review, interviews and focus groups are only a few examples.

A gender analysis should take into consideration four basic questions concerning the situation of men and women, boys and girls with regard to the circumstances under which the project is being developed:

- 1 Who is doing what?
- 2 Who has access to which resources?
- 3 Who has control over which resources?
- 4 Who needs what?

A vendor sits in front of her stand with household goods in Bishkek, June 2004. (OSCE/Mikhail Evstafiev)



General conclusions about the conditions of the community as a whole often fail to pin-point the real needs of individuals and should, therefore, be avoided. Rather, findings that target a specific group or issue are much more effective and, when employed, result in the formulation of more effective strategies. For example, the observation that “the population as a whole is under-served” is not as useful as a more specific observation, such as “rural women lack access to educational services”. The goal of gender analysis is to target specific problems and the portion of the community that they directly effect.

To **assess the impact of a project** on an entire community, the differentiated effects on men and women, boys and girls must be identified. To do this, the key questions to be answered are:

- 1 Who gains what through this specific action?
- 2 Who loses what?
- 3 What will the results of the project be and how do they affect men, women, boys and girls?

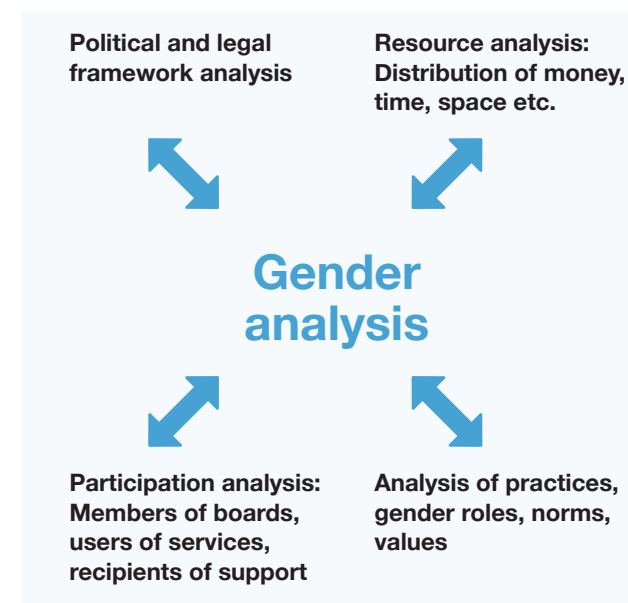


It is crucial that the expected outcomes of any given policy or project are anticipated in terms of differentiated benefits with regard to the different parts of the population. If employed correctly, gender analysis has the possibility to drastically increase the efficiency and success of the project cycle in that it brings to attention not only gender inequalities but also differences in economic, social and cultural privilege. Every community is rife with diversity, and therefore, policies and projects that seek to impact these communities, should reflect those differences.

As outlined in the diagram below, all impact related questions should be constructed using

the framework of the cultural and political contexts in which the project is to take place. In addition, all efforts should be made to identify prevalent discriminatory practices and attitudes in order to ensure that they are not re-enforced or perpetuated unintentionally by the project.

*The diagram illustrates the four key components of gender analysis:*



Performing a gender analysis is important for several reasons:



- a) Gender analysis results in identification of **real problem areas** within communities;
- b) It is essential for the development of **targeted indicators**;
- c) It lends itself to the formulation of **monitoring and evaluation criteria**;
- d) It guarantees the **accountability** of the OSCE and other implementing partners and illustrates the commitment of the Organization to gender equality;
- e) By incorporating the needs of all affected parties, it ensures that all beneficiaries identify with and support the project; a factor critical for **ownership** and **sustainability** of the project;
- f) It precludes the unintentional perpetuation of gender inequality or discriminatory practices.

Kazakh police women join government officials and civil society representatives to discuss co-operation on promoting and monitoring women's rights, Almaty, 11 December 2008. (OSCE/ Eugenia Benigni)



**Gender analysis** can be carried out through:

- Sex-disaggregated data of the country/ sector/area
- Research papers
- Community surveys
- Assessments and observations (attention: observations alone cannot create a base for a gender analysis, they can only indicate areas that should be thoroughly analysed)

- Workshops with a diversity of participants
- Focus group discussions

*For more information on gender analysis please see the publication, Filling the Gaps: Gender in the Analysis, Policy and Strategy Development prepared by the Gender Section and the Conflict Prevention Center. A link to the publication can be found here [↗ Link](#).*



Passengers waiting for train in a subway station in Madrid, the location of the 15th OSCE Ministerial Council, November 2007. (OSCE/Velimir Alic)

### Example of a successful gender analysis – Gender Equity in Lone Parent Support Services, UK

The One-Parent Families Support and Information Network (OPFSIN) is a UK organization that supports parents who are caring for children after separation or divorce. In a bid to reduce poverty through gender equality, OPFSIN joined up with Oxfam UK's Poverty Programme and conducted a four year joint gender analysis of OPFSIN services and infrastructure. Historically, most of OPFSIN clients and service users have been single mothers.

Additionally, most of the management and service delivery staff were also female. However, of the 15,000 single parents caring for children in the OPFSIN-serviced area, around 10 per cent were male with only one per cent of their clientele being single fathers. The two organizations launched an extensive project starting with a gender analysis exercise that included the board, staff, volunteers and service users. The next step was to collect sex-disaggregated data in order to assess how many women and men used their services. The results of the gender analysis indicated that fathers were not making use of OPFSIN's services because they

were not delivered in a way that appealed to men. Consultations with single fathers resulted in the identification of the main problem: because OPFSIN had a prominently female staff, the services had been tailored to be most useful for women. OPFSIN realized that they needed to offer services in a way that appealed to both men and women. Further consultations and discussions led to the establishment of a resource centre complete with computers and a library of relevant materials. The resource centre acted as encouragement for men to visit OPFSIN and enabled them to seek help through an online advice service without having to ask for it face to face with a female employee. In addition, the availability of this new service also enabled remote users to access the information. The success of the programme is clear; over 300 fathers have registered as members, an increase of almost 100 per cent since the project's inception!

*Summary from: Oxfam UK Poverty Programme. 2004. See Both Sides: A Practical Guide to Gender Analysis for Quality Service Delivery. For a link to this document, please click here [Link](#).*

# Gender Mainstreaming in the project cycle

Gender mainstreaming does not refer to one single action, but is rather, a strategy that entails the integration of a gender perspective into all steps of the project cycle. In the OSCE, the project cycle is broken down into four steps:



- 1 Project Identification
- 2 Development
- 3 Implementation
- 4 Monitoring & Evaluation



It is often the case in technical projects, especially within the first dimension (politico-military) that no obvious differentiated implications are assessed for men and women. However, gender mainstreaming is applicable to all projects and activities, no matter how slight the impact on both sexes may be. For example, a project on the control of small arms and light weapons (SALW) may seem to have

absolutely no relation to gender. However, a gender analysis of the project brings to light issues closely tied to gender. Some of the issues illustrated by a gender analysis include the differentiated impact of SALW based violence on men and women, responsibility for transporting and/or hiding SALW and willingness to co-operate with authorities on collecting SALW. By identifying these specific problem areas and the groups of people affected, projects can be better formulated to provide effective solutions.

*The Steps outlined below show how gender can be integrated into all phases of the project cycle.*



## 1. Gender in project identification

Good project preparation is essential to ensure that a project is appropriate, relevant, realistic, resource efficient and timely. Making sure that these criteria are met will result in future challenges and problems being minimal. Gender mainstreaming the identification phase of the project can be achieved by following these steps:

- Incorporate both women's and men's experiences when carrying out a situation analysis, a problem analysis or stakeholder assessment;
- After identifying the main problem, specify objectives that could help to solve the problem for both men and women, rather than society as a whole;
- Analyse the possible implications a project could have for men and women in that specific societal/cultural context;
- Work with project implementation partners who have demonstrated experience and are aware of gender issues;
- Aim for balanced participation of male and female beneficiaries (unless the project is gender specific);
- Identify indicators for measuring project progress and the differentiated impact on men and women;
- Allocate funds for extra resources, such as expert advice, should the gender analysis result in unforeseen outcomes.

## Tools for project identification



### a) Desk research:

- Country reports, surveys and research (always ask for sex disaggregated data)
- International and national legislation
- National action plans (not only for the specific technical area under consideration in the project but also with regard to the fulfilment of commitments on human rights, gender equality, non-discrimination. etc.)
- Statistics providing sex disaggregated data with regard to the technical subject of the project (for example, number of male and female victims of land mines per annum).

### b) Consultative discussion with:

- Government officials
- Civil society representatives
- Representatives of other international or donor organizations

### c) Multi-stakeholder consultations:

- Stakeholder environment analysis
- Stakeholder training needs assessment
- Gender needs assessment workshops
- Focus group discussions
- Interviews

### d) Evaluations:

- Lessons learnt from previous projects
- Opinion polls



## Stage

## Project planning

Components of this stage	Required steps	Gender sensitive elements
<b>Developing a project vision</b>	Developing preliminary ideas about the problems to be addressed	— Gather information on the cultural/political situation within the host country for both men and women.
<b>Situation analysis</b>	Situational analysis including a variety of factors: political, social, cultural and legal circumstances are a few examples. The specific situation will have a huge impact on the implementation and success of the project	<ul style="list-style-type: none"> <li>— Pay attention to the gender-related aspects of the various situational factors. How do these factors shape the lives of men and women in the area?</li> <li>— Identify potential beneficiaries of the project. How will the benefits of the project vary for men and women?</li> </ul>
<b>Needs assessment</b>	Identification of the specific needs of potential beneficiaries	<ul style="list-style-type: none"> <li>— Consult both men and women on the expected outputs of the project. Identify potential discriminatory practices and attitudes within the community. Take measures to counteract these problem areas by tailoring deliverables to meet the needs of both sexes.</li> <li>— Take advantage of available tools, publications and expertise on gender mainstreaming at the local level. Some helpful sources of information may include: gender focal points, Gender Section publications and tools, local NGOs, academics and other experts, policy analysts, legislation on gender equality.</li> </ul>

## Stage

## Project planning

Components of this stage	Required steps	Gender sensitive elements
		<ul style="list-style-type: none"> <li>— Conduct a <b>Gender Analysis</b> to understand the following:               <ul style="list-style-type: none"> <li>— Division of labour: the ways in which women are producers and contributors in the area under review</li> <li>— Women and men’s access to and control over the resources</li> <li>— Women and men’s decision-making mechanisms, ability to access services, opportunities available in business or political arena</li> </ul> </li> <li>— Identify the immediate needs of both men and women vis à vis the objective(s) of the project and its expected outputs.</li> </ul>
<b>Participation analysis</b>	Stakeholders’ analysis	<ul style="list-style-type: none"> <li>— Distinguish between the types of stakeholders – beneficiaries, contributors and third parties – and the project’s expected outcomes for each.</li> <li>— Always use sex-disaggregated data.</li> </ul>
	Involving stakeholders in the process	<ul style="list-style-type: none"> <li>— Be selective when choosing your implementing partner. How does the implementing partner ensure gender equality in their organization?               <ul style="list-style-type: none"> <li>— Does the organization have a policy/action plan for promoting gender equality?</li> <li>— What activities has the Organization carried out on gender equality or on women’s rights in particular?</li> </ul> </li> <li>— If possible, maintain balanced participation of women and men.</li> </ul>

## 2. Gender in project development: Using the LFA approach during proposal development

Before developing a project, all necessary information should be assessed and analyzed. The OSCE works with the logical framework approach (LFA), which sets out the following project components:

- 1 The overall objective is the broadly formulated project goal, explaining long-term benefits of the project to its wider environment (there can only be one overall objective). The overall objective is usually not specific, but rather broad. E.g. “Economic participation is enhanced in the OSCE area”
- 2 As a second step, project objectives are formulated (there can be more than one objective). These are more specific and they reflect what the project intends to accomplish. The project objective should explain the expected impacts of the project, how the project will affect the current situation and what difference it will make to the beneficiaries. E.g. “Women’s entrepreneurship is promoted in Samtskhe-Javakheti” or “Lethality as a result of land mines in area xy is reduced”.

Elementary school children in Serbia, September 2006. (OSCE/Milan Obradovic)



- 3 Project results describe the concrete services, or products that the project will deliver. These are the measurable outputs of the activities that will be carried out. E.g. “50% of Women have access to business services”, “Women have increased disposable incomes “, “A third of the area xy is successfully cleared of land mines”, “Roads leading to markets, water collecting points and schools are successfully de-mined”
- 4 Activities are the actions carried out to achieve the results. E.g. “Women are

trained in accountancy and computer skills”, “De-mining courses and follow-ups are performed in xy areas”,

- 5 Assumptions are external factors that lie outside the team’s control but they are likely to influence the project’s success. They are preconditions that need to be in place before a project can start (e.g. funding, support of host government etc.).

For further information on project planning and the LFA approach, please click here [↗ Link](#).



OSCE staff members put up posters inviting people to check their names on the preliminary voter lists for Albanian parliamentary elections in July, Durres, April 2005. (OSCE/Edlira Shtepani)

## Developing Gender sensitive indicators and means of verification: measuring progress on the integration of gender aspects in programming

While the LFA steps 1-5 (see above) provide an overall outline of the project, it is necessary to set short term goals and indicators, to monitor the progress of a project. What are indicators or other means of verification and how can they be employed to ensure that project implementation is on track?

### a) Indicators:

Indicators are quantitative and/or qualitative references that provide a simple and reliable means to measure project progress and achievement. Indicators are not used to monitor the final objective, but rather, serve as a measurement of short and mid term progress.

“An indicator is a pointer. It can be a measurement, a number, a fact, an opinion or a perception that points at a specific condition or situation, and measures changes in that condition or situation over time. In other words, indicators provide a close look at the results of initiatives and actions.”<sup>1</sup>

<sup>1</sup> *Guide to Gender-Sensitive Indicators, Canadian International Development Agency, 1997*

Indicators are the primary tool for measuring success in terms of effective integration of a gender perspective and short term results.

Gender-sensitive indicators are used to:

- Measure conditions or situations that affect men and women differently

- Signal changes in power relations between women and men over time

- Determine access, use and control of resources and distribution of costs and benefits among men and women

- Point out changes in living conditions and in the roles of women and men over time as a result of project activities

- Provide important inputs for the planning, implementation, and evaluation of field projects and other programmes



Good indicators should be **specific**, **measurable**, **accurate**, **realistic** and **time-specific** or “**SMART**”: In short, indicators should be simple and easy to measure. Depending on the project, indicators are quantitative (sex-disaggregated data, statistics, number of trainings conducted, etc.) and/or qualitative (people’s perceptions and opinions, judgements, ideas, etc).

*Some examples of possible gender-sensitive indicators are:*

- Number of women and men holding elected political office
- Changes in male and female participation rates in training programmes (for example, police forces, military, security services)
- Employment rates differentiated by sex (for example, in special sectors such as police, security, etc.)
- Increase in the number of female staff members in management positions
- Number of reported cases of domestic violence differentiated by sex
- Shift in ideology employed by police when working with victims of trafficking.





Girls in national costumes have fun at the award ceremony for 'The Colours of Friendship' drawing competition held by the HCNM-supported Centre for Multilingual and Multicultural Education, Osh, Kyrgyzstan, 1 June 2008. (OSCE/Dildora Khamidova)

## **b) Means of Verification**

Means of verification is a term that refers to the sources of information the team will use to collect the indicators. For example, an indicator such as, "A minimum of 50 women report improved business skills as result of training", the means of verification might be the interviews with beneficiaries, pre-and post training tests, participant registration forms, etc. For monitoring purposes, it is best to develop means of verification templates that are easy to use and easy to process.

*Consult the Guide to Gender-Sensitive Indicators, Canadian International Development Agency (CIDA), 1997 [Link](#) for more details on gender-sensitive indicators and examples.*

*When developing a project proposal that is gender-sensitive, all the above mentioned issues have to be taken into account, even if it is for a rather simple action such as the organization of a conference (see also Guide to Gender Mainstreaming in OSCE events, August 2006 [Link](#)).*

*At any stage of the project cycle management, the Gender Section staff can be consulted on how to proceed regarding gender mainstreaming.*



### Developing Gender Sensitive Budgets

When developing a project, keep in mind that any resources that have been allocated to the activity, should have benefits for men and women. It is important to recognize early in the project cycle whether budget allocations are unbalanced towards male or female beneficiaries. Gender sensitive budgeting does not mean that separate budgets should be created for men and women. On the contrary, gender sensitive budgeting as a logical and integral part of gender sensitive programming, should simply reflect a balanced project geared towards the inclusion of all people. The development of gender sensitive indicators is central for mainstreamed budget planning.



#### **An example:**

The objective of a project is to increase the number of children belonging to an ethnic minority who attend school in a given area. The project team knows, from the gender analysis performed during the drafting of the project, that female children are usually kept at home from an early age in order to help with household tasks. The consequences of low school attendance is that a majority of girls from this ethnic group marry at a young age, never enter the formal economy and remain poor and dependent on their spouses. 4.000 Euros are allocated for the project. A gender sensitive budget would reflect that the project is hop-

ing to impact the lives of both the male and female children. Therefore, at least 50% of the 4.000 Euros should be allocated to activities that promote girl's school attendance. In this case, since the majority of children not attending school are female, more money should actually be earmarked for them.

*For more information on gender sensitive budgeting, click here [↗ Link](#).*



## Stage

## Project planning

Components of this stage	Required steps	Gender sensitive elements
<b>Identification of problems</b>	— Identifying the core problem	<ul style="list-style-type: none"> <li>— Underline what the different implications are for women and men, girls and boys.</li> <li>— Include gender experts in your team if possible and consult the Gender Section staff and the Gender Focal Point in your Mission.</li> </ul>
<b>Identification of project's objectives, outputs and activities</b>	Defining the project's: <ul style="list-style-type: none"> <li>— overall goal</li> <li>— objectives (purpose)</li> </ul>	<ul style="list-style-type: none"> <li>— Explain how the project goal contributes to improving any gender inequality issue.</li> <li>— State the objectives and outline what changes they will bring about for women and men, girls and boys.</li> <li>— When applicable ask the following questions:               <ul style="list-style-type: none"> <li>— How does this project contribute to the overall goal of gender equality?</li> <li>— Will this objective bring about improvements for women?</li> </ul> </li> </ul>
	Describing the project's <ul style="list-style-type: none"> <li>— expected outputs (results)</li> </ul>	<ul style="list-style-type: none"> <li>— Determine how the project will impact on the situation with regard to women and to men independently?</li> <li>— State how the expected outputs respond to women's and men's concerns and needs.</li> </ul>
	<ul style="list-style-type: none"> <li>— tasks (activities) and required inputs</li> </ul>	<ul style="list-style-type: none"> <li>— Design a plan that takes into account the contributions and needs of women and men in terms of activities, training, equipment etc.</li> </ul>



## Stage

## Project planning

Components of this stage	Required steps	Gender sensitive elements
<b>Completing the Logical Framework Matrix</b>	<ul style="list-style-type: none"> <li>— Setting objectively verifiable indicators (OVIs)</li> <li>— Defining the means of verification</li> <li>— Stating important assumptions and risks</li> </ul>	<ul style="list-style-type: none"> <li>— Define indicators that are gender-sensitive – that measure the changes for both women and men, for girls and boys.</li> <li>— Indicate what evidence you will use as a basis for measuring the changes for both women and men. When possible refer to sources of information containing sex- disaggregated data.</li> <li>— Point out any gender inequalities and/or barriers to women’s (or girl’s) full participation in the project.</li> <li>— Consider any risk of increasing – unintentionally – gender inequality, imbalances or discrimination to one of the sexes.</li> </ul>
<b>Work plan &amp; drafting the project proposal</b>	<ul style="list-style-type: none"> <li>— Assigning responsibilities</li> </ul>	<ul style="list-style-type: none"> <li>— Include both men and women on the project development team.</li> <li>— Select staff who have demonstrated an understanding of gender.</li> <li>— Train the staff on the importance and methodology of gender mainstreaming. Coordinate with the Gender Focal Point, consult if needed the Gender Section, hire a gender expert to assist.</li> </ul>

## Stage

## Project planning

Components of this stage	Required steps	Gender sensitive elements
	<ul style="list-style-type: none"> <li>— Calculating a budget</li> </ul>	<ul style="list-style-type: none"> <li>— If applicable, include within staff costs, funds for the allocation of a key individual to co-ordinate and have oversight responsibilities regarding the integration of gender.</li> <li>— If applicable, anticipate costs for gender trainings for the implementing partners.</li> <li>— Verify if the donors are interested in financing the whole project, including the gender activities. (Usually, most donors are willing to fund activities to reduce gender inequalities as part of approved operations by the OSCE).</li> </ul>
	<ul style="list-style-type: none"> <li>— Writing a project document</li> </ul>	<ul style="list-style-type: none"> <li>— Use gender-sensitive language in writing the proposal. Consult the Gender Section or Gender Focal Point, when in doubt.</li> </ul>
<b>Appraisal</b>	<ul style="list-style-type: none"> <li>— Verifying the design of the project</li> </ul>	<ul style="list-style-type: none"> <li>— Make sure culture and gender issues have been addressed in the analysis and the assessment of the project impacts on gender roles.</li> </ul>

For more guidance see: *OSCE project proposal template* + *OSCE project management manual* [↗ Link](#)



### 3. Project Implementation

The project implementation phase is the step of the project cycle when all previous theoretical and preparation work is put into practice. Project implementation, even when based upon gender mainstreamed project identification and development phases, still requires constant monitoring. No matter how comprehensive the project planning, no project is perfect. Whenever gaps or challenges are identified, they should be addressed and/or revised as soon as possible. The purpose of this section is not to provide guidance on project management in general, but rather, it outlines how gender mainstreaming targets and preparatory steps should be effectively translated into practice. It is during the project management and implementation phase, that the project team can put its efforts at incorporating a gender perspective to the test!

*Areas that may not seem to have gender specific implications, or usually pertain to male-dominated environments such as security, disarmament, policing, early warning, etc., actually present significant opportunities for gender analysis and the inclusion of women during project activities. Innovative thinking and even the smallest attempt to integrate gender into the general activities within these areas, can bring about the necessary changes for greater impacts and efficiency.*

The list below is not exhaustive but summarizes key points that should be kept in mind during the implementation phase:

- Assess gender training needs of a) OSCE project staff b) project partner staff and provide training.
- Aim at gender sensitive staffing in terms of balance and in order to avoid teams dominated by one sex.
- Avoid assigning staff members to stereotypically gender related tasks. For example, ensuring that capable women occupy positions as drivers can make a difference in project outreach.
- Conduct regular project review meetings with the project team and stakeholders to assess whether you are making full use of both women's and men's capacities with regard to your project; use the gender-sensitive indicators, which have been developed during project identification and development.
- Talk to men and women during monitoring and field visits to identify differentiated needs and concerns; Collect sex-disaggregated data (utilize this as means of verification).
- Aim for gender balanced participation at any project event (community groups, trainees, workshop participants, local authorities, etc.).
- Include gender issues in your monitoring report (internal) and project progress reports (external).
- Make gender sensitive monitoring and reporting part of your routine. Consult or contract a gender expert to assist when necessary.
- Ensure that gender considerations are integrated in any speaking points, briefings, press releases and other forms of media documentation; Correct gender-insensitive language and avoid gender stereotypes.

## Tools for Project Implementation

- the project documents including the project indicators and the LFA
- gender training needs assessment
- project review meetings
- gender-sensitive reporting and documentation
- reporting templates

For more information, please see the publication, *Mainstreaming Gender into OSCE Events*. A link to the document can be found here [↗ Link](#).  
 For further information on project planning and the LFA approach, please click here [↗ Link](#).



## Stage Project implementation

Components of this stage	Required steps	Gender sensitive elements
<b>Managing</b>	<ul style="list-style-type: none"> <li>— Managing people and information and addressing problems</li> </ul>	<ul style="list-style-type: none"> <li>— Improve the performance of the project by ensuring that the <i>management</i> is sensitive to and aware about existing gender stereotypes and inequalities and is willing to incorporate a gender perspective into strategies and actions.</li> <li>— Communicate with the beneficiaries and seek their feedback regarding cultural and gender issues.</li> </ul>
<b>Monitoring progress</b>	<ul style="list-style-type: none"> <li>— Providing periodic progress reports</li> </ul>	<ul style="list-style-type: none"> <li>— Regularly monitor and report feedback on the cultural and gender implications of the project.</li> </ul>

## 4. Monitoring & Evaluation

Project evaluation is the assessment of the completed project, including its development, implementation and results. It assesses the performance of the project team, captures and documents lessons learned and identifies necessary follow-up action. If a gender analysis has been conducted and gender mainstreaming applied during the project cycle, evaluating the gender dimensions of an intervention is not difficult.

*Monitoring and evaluation, if carried out regularly and efficiently, can also aid in the assessment of whether previous assumptions with regard to different parts of the project including the gender aspects might have been correct. Therefore, monitoring and evaluation present the opportunity for corrective measures or changes in direction, if necessary, towards ensuring the project's expected benefits are realized.*

### Project Evaluation assesses:

**Relevance:** To what extent are project results and activities relevant to the needs of the beneficiaries and to solving the problem that motivated the project?

**Efficiency:** To what extent are project results and activities achieved at a reasonable cost (human and material)?

**Effectiveness:** Were the expected results and benefits realized?

**Impact:** Did the project activities/results bring real change and are they contributing to the programme objective?

A vendor sells hand-made carpets at an open air market in Ashgabad, June 2006. (OSCE/Armonds Pupols)



**Sustainability:** To what extent are the benefits of the project likely to continue to be of use for the beneficiaries; to what extent did beneficiaries/ local organizations take ownership of the project?

**Coherence:** Is the project coherent and complementary to other OSCE or other international initiatives in the project area?

**Value-added:** To what extent does the project add a unique value to other interventions made by the host country or international organizations working on the same/similar issues? Keeping these seven general evaluation principles in mind, an evaluation can easily be gender mainstreamed.

In addition to establishing gender sensitive monitoring and evaluation principles, also consider the operational set up:

- Who is responsible for monitoring?  
E.g. Is staffing appropriate?
- How do stakeholders and beneficiaries participate in the monitoring process?  
E.g. Do men and women have equal opportunity to comment and provide feedback?
- When will monitoring take place?  
E.g. Does the monitoring schedule ensure that

both men and women are available and not at times that make it more difficult for one gender to attend?

- What tools will be used to record observations and what mechanisms exist to review progress?  
E.g. Do you have an indicator-based monitoring template, which ensures that all the necessary means of verification can be applied?

*The project team should reflect on its assessment findings and always seek ways and means to improve and optimize project relevance, efficiency, effectiveness, impact, sustainability, coherence and added value. Remember that the availability of sex-disaggregated data is essential for a sound project evaluation, but that statistical data alone is not enough to evaluate a project's overall success.*



<http://www.gtz.de/de/themen/politische-reformen/demokratie-rechtsstaat/10076.htm>

## Stage

## Project evaluation

Components of this stage	Required steps	Gender sensitive elements
<b>Evaluation</b>	<ul style="list-style-type: none"> <li>— Evaluating the design of the project</li> </ul>	<ul style="list-style-type: none"> <li>— Organize a discourse with all the stakeholders <i>on missed opportunities</i> with regard to:               <ul style="list-style-type: none"> <li>— the gender perspective in the implementation of your project</li> <li>— the relevance of your project to women’s and men’s needs</li> <li>— the stakeholders’ participation</li> </ul> </li> <li>— Identify obstacles the project has faced in addressing gender and cultural issues.</li> <li>— Test the original assumptions regarding project impacts on culture and gender roles.</li> </ul>
	<ul style="list-style-type: none"> <li>— Evaluating project results</li> </ul>	<ul style="list-style-type: none"> <li>— Verify the effectiveness of your project through interviews with both men and women.</li> <li>— Analyze the extent to which project results have contributed to improving gender equality.</li> <li>— On the basis of the projects’ implementation make recommendations regarding a gender aspect.</li> </ul>
<b>Lessons learnt</b>	<ul style="list-style-type: none"> <li>— Describing your experience</li> </ul>	<ul style="list-style-type: none"> <li>— Identify possible improvements, as well as the positive aspects of the practical application of a gender perspective.</li> </ul>
<b>Final report</b>	<ul style="list-style-type: none"> <li>— Submitting a final project report</li> </ul>	<ul style="list-style-type: none"> <li>— Describe the achievements while pointing out their gendered aspects and/or impact.</li> </ul>

## Tools for Evaluation

- workshops on lessons learnt
- interviews with men and women
- focus group discussions
- project review meetings
- opinion polls
- external evaluators



## 5. Reporting

Reporting provides the OSCE and the project team the opportunity to present their work to external stakeholders and the pS. Awareness of gender issues and the goal of promoting gender equality are both Organizational goals and part of international legal frameworks and best practices. As such, the OSCE has a responsibility to serve as a role model for successful implementation of gender and promotion of gender equality. As media outlets provide the best modus of visibility, reporting and engaging in the release of information through press releases and speeches, for example, is crucial.

Project progress and results, especially those related to gender, should be integrated into general reporting formats and special reports. The focus should not only be on women, but should rather reflect improvements for both men and women resulting from OSCE projects (for example, access to male-dominated resources and involvement in previously male dominated areas of politics). Similar to other stages of the project cycle, the perpetuation of stereotypes and gender discrimination should be avoided at all costs. Photos, for example, used in reports, should portray both men and women as active citizens in various capacities. The language of reports should be gender-

sensitive, containing gender-friendly language. For information, please consult the checklist found on page 24 of the *Filling the GAPS* publication. A link to the document can be found here [↗ Link](#).

For those working in the Press and Public Information Section of the Secretariat, institutions and field operations brings extra responsibility in terms of **gender-sensitive reporting**. It is important that achievements towards gender equality are communicated.

If necessary, additional reporting guidelines should be developed and/or training in gender-sensitive reporting should be available to communication officers.





# Key Challenges for Gender Mainstreaming

Todd Minerson, Executive Director of the White Ribbon Campaign; Jamila Seftaoui, OSCE Senior Adviser on Gender Issues; Elisabeth Rehn, Finnish Minister of State at an OSCE symposium in Vienna, 8 June 2009. (OSCE/Blanca Tapia)

Gender mainstreaming continues to face challenges on numerous levels. This section will highlight the key issues that are relevant to the work and operational context of the OSCE. Being aware of attitudes and issues at stake will assist OSCE staff to identify solutions and remain flexible in order to overcome and work with these challenges.



Challenges accompanying gender mainstreaming are mostly related to:

— **Resistance to change especially when change involves re-distribution of power and resources.** Mainstreaming gender will most probably involve the introduction of changes within an organization. This may include:

a) **At the internal level:** a change in the selection and recruitment practices to allow for more equal opportunities to both sexes; the introduction and enforcement of sexual harassment policies; the introduction of additional services for parents such as child care services, etc. This will necessarily entail the shifting of resources as well as the transformation of work culture, thus introducing important changes to the organization which may not be readily accepted by all those involved.

b) **At the external level,** this may involve a change in programming, in selecting allies and project partners and in how the organization will phrase and communicate its work.

— **Lack of political will**

Gender mainstreaming is rarely an automatic process, nor is it a bottom-up process. Rather, the biggest successes for gender equality have been achieved through leadership and top-down policies – attesting the importance of political commitment and leadership as primor-

dial “change factors”. Coherent and consequent gender mainstreaming will only take place if there is political will and disposition at the highest levels within an organization.

— **Lack of knowledge and skills**

Staff, volunteers and members are not necessarily recruited on the basis of knowledge and familiarity with the concept and practice of gender mainstreaming. Hence, lack of knowledge and conceptual and practical skills in gender mainstreaming may also play a key role in hindering the process.

— **Lack of resources**

Mainstreaming gender within an organization and at the level of its external interventions will undoubtedly require additional human and material resources. The organization will need to invest in bringing in casual and/or permanent expertise, staff training, external and internal analysis, etc. Such an investment will be a condition *sine qua non* for gender mainstreaming and may require additional financial resources.

*(Adapted from Gender Mainstreaming Reference Kit, Europe-Mediterranean Human Rights Network, September 2008)*



# Gender Mainstreaming: Putting it into practice

# 4

The goal of this section is to illustrate how gender mainstreaming can be put into practice. A set of questions and practical examples below outline how – with creativity and commitment – gender equality principles can be applied and integrated into all projects and activities in the OSCE.



In this chapter



# Gender Mainstreaming in the Management policies, Recruitment, Staff Development

On an organizational level, gender mainstreaming is an ongoing process.

## **Gender Mainstreaming at Policy Level**

In 2007 the OSCE Secretariat prepared a gender-sensitive proposal for the review of the Staff Rules and Regulations. The aim of the review was to improve the parental entitlements granted to male and female staff.

Thanks to the proposal and its approval by participating States, male colleagues in the OSCE are currently entitled to 4 weeks paternity leave. This represents a major change in comparison to the 4 days leave they had before the proposal!

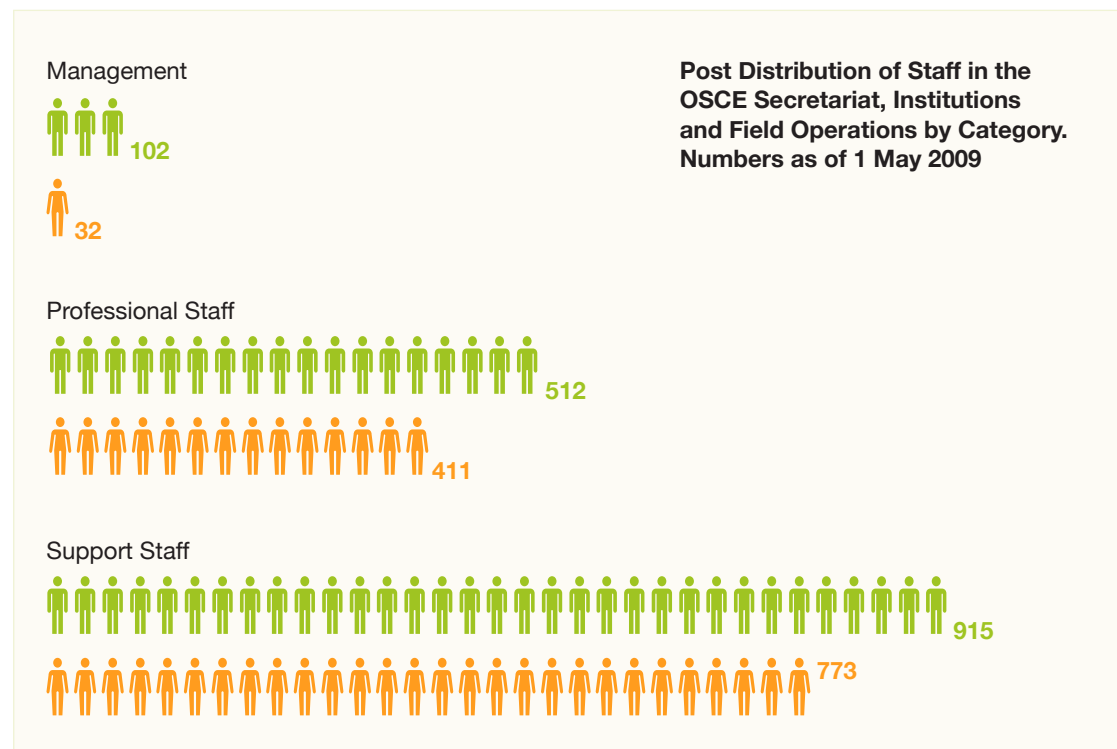
Tone Tingsgaard,  
Vice-President  
and Special  
Representative on  
Gender Issues for the  
OSCE Parliamentary  
Assembly, 2009.



### Gender Mainstreaming in Recruitment

The Gender Section continuously follows-up and analyses the recruitment and secondment trends of professional women in the OSCE, including those in management positions. As can be seen in the bar chart below, women professionals are still under-represented in management positions. (To see the full report, please click here [Link](#).)

In order to tackle the fewer number of female applications, the Secretariat is distributing management vacancies to a wide network of organizations and persons. Recently, the challenge of finding female professionals for OSCE's police and military assignments is being addressed through the creation of a roster of female experts with adequate profiles. To register with the database, please click here [Link](#).



### Management Positions

Dec 04

Dec 05

Dec 06

Dec 07

Note: Numbers as of 1 May 2009

May 08

May 09





## Gender Mainstreaming in the OSCE's three dimensions of security

Participants discuss the role of women in military institutions at an international conference co-organized by the OSCE and the Serbian Defence Ministry, Belgrade, 5 October 2006. (OSCE/ Milan Obradovic)

In this section, a set of questions will be provided to act as a checklist for the integration of gender into the OSCE's Politico-Military, the Economic-Environmental and the Human Dimensions. The questions cover many aspects within each dimension, such as gender mainstreaming in the area of Small Arms and Light Weapons (SALW), migration and the media. Politico-military issues are generally where women's perspectives have been noticeably absent. Women, however, play an important role in security issues. For example, in the context of the SALW debate, women very often suffer directly from the proliferation of guns. In examples from various OSCE participating States we can see how women are specifically targeted in small arms violence through mass shootings at



A military monitoring officer from the OSCE Mission to Georgia observes the withdrawal of Russian troops, 8 October 2008. (OSCE/David Khizanishvili)

schools and universities. Despite the focus on fatalities we must remember that for every time a gun is used to actually shoot someone, there are likely to be many more times when it is used to threaten. This has specific impacts upon women – resulting in rape as a weapon of war, intimidation at home, or a threat that prevents a woman from leaving a partner who might be abusing.

Of course women are not only victims of armed violence and the relationship between women and guns is a complex one. Women are not only killed and injured by the use of guns, but also play other roles – sometimes as perpetrators of armed violence, sometimes encouraging the use of guns, but often as peace activists and agents of change that address issues related to conflict and security.

These questions are important in that they highlight specific instances where women's participation or inclusion can have a dramatic effect on policy development. However, the questions should be thought of as guidelines rather than a comprehensive framework for the application of gender. Depending on the operational context, needs, project objectives or resources, the project team should develop additional – project relevant – questions. Similarly, the questions below are not prescriptive, but rather encourage project teams to think creatively when developing and implementing projects.

# Gender Mainstreaming in the Politico-Military Dimension

## Political-military sector questions (UN SCR 1325)

- Have steps been taken by the host country to implement UN Security Council resolution 1325? Has a national plan of action been developed or have the principles been incorporated into another national plan of action?
- Has there been consultation to ensure that the defence reform agenda reflects the concerns of women and marginalised men? Have NGOs been included in defence review processes?
- Have women been part of any peace negotiation teams (in any role: e.g. as negotiator, conflicting party representative, etc.)
- What is the ratio of women to men in the military?

- Does this vary according to the level of the post and type (administration/combat roles)?
- Are there any women in senior positions in the military forces?
- What is the proportion of women in government bodies dealing with defence and security issues?
- What kind of training do men and women receive on security and military issues?

### **Example: Increasing the recruitment and retention of women in the armed forces of Hungary**

Hungary successfully increased the participation of women in its armed forces from 4.3% in 2005 to 17.56% in 2006. Since combat positions have been opened to women since 1996, women are able to occupy any position within the Hungarian armed forces.

Hungary's strategies to increase recruitment, retention and deployment of women include:

- Military Service Law that upholds the equal rights of men and women and guarantees non-discriminatory promotion based on professional skill, experience, performance and service time.



- An Equal Opportunity Team and Equal Opportunity Plan created within human resources.
- A Committee on Women of the Hungarian Defence Forces, established in 2003 to ensure equal opportunities for men and women. The Committee conducts research and holds meetings with servicewomen to gather experiences, from which they prepare analyses of the status of gender equality, including problems and recommendations for change.
- A network of women's focal points established at unit level.
- Steps to improve relaxation and hygienic conditions in the units.

*Gender and Security Reform Toolkit, tool 3 Defence, page 13 [↗ Link](#)*



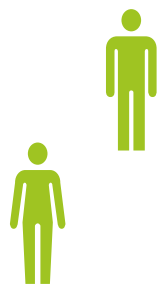


An OSCE staff member (right) talks to a police officer at a ceremony to mark the return of the Roma community to Roma Mahala, Mitrovica/Mitrovica, 30 March 2007. (OSCE/Hasan Sopa)

- Is there a national service? Is it only for men? Is it open to women?
- Is there an alternative civilian service? For men, for women?
- Is there a Code of Conduct which covers the behaviour of armed forces in relation to female civilian populations? How is misbehaviour dealt with?
- Are there women deployed in any peacekeeping military forces? In what positions and functions?

- What is the proportion of women and men in civilian operations in conflict and post-conflict scenarios?
- 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 the field (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)?
- Are there concrete measures, including codes of conduct, monitoring and reporting mechanisms, to prevent, respond and sanction against sexual harassment and human rights violations by defence personnel?

- Have gender issues been integrated into the standard training for all levels of defence personnel? Is training in gender-awareness and sexual exploitation and abuse mandatory for all personnel? Are men involved in delivering the training? How well resourced is the training?
- Is the protection of women, men, boys and girls against all forms of gender based violence, both during and after a conflict, a priority within the defence reform agenda?
- Has gender analysis of the defence budget been undertaken?
- Do general allocations of the defence budget equally provide for the security of women, men, boys and girls?
- Does the budget specify funds for women, men, girls or boys (e.g. funds to recruit more women, for maternity and paternity leave, and for health services for men and women)?
- Does the budget specify gender-related activities, inputs and costs (e.g. gender awareness and sensitisation training)?



- Do civil defence oversight bodies exist? Who are the members and what are the criteria for membership? Are the organizations represented dealing with the different security concerns of women, men, boys and girls?

**Example: From gender budgeting to military spending**

In 1996, at the National Government Conference of Commitments, the South African government committed itself to reducing military expenditure and reallocating resources to women’s empowerment in recognition of the fact that women form the majority of the poor. At this conference, the chairperson made this request: ‘We must ask departments to put their money where their mouths are, to take away spending in defence on corvettes which cost R434 million each, submarines which cost R1.1 billion each, and generals who cost R464 638 each per year’.

In the Budget debate on Defence and Intelligence in 1995, Joe Nhlanhla, Minister of Intelligence, was quoted as saying: ‘The greatest future threats to the South African people are poverty, unemployment, homelessness and inadequate health services. There is no foreseeable external military threat as far as South Africa is concerned. A realistic threat analysis may thus allow a democratic state to reallocate

resources from the security establishments to socio-economic development.’ ANC policy, as reflected in the White Paper on Defence and the Defence Review, reiterated this understanding.

The Joint Standing Committee on the Improvement of the Quality of Life and Status of Women’s CEDAW Report of 1998 says: ‘In relation to the Budget, one of the key government commitments in the Beijing Platform for Action in 1996 was to decrease and reallocate military spending to support women’s economic advancement. At present, South Africa is finalising a R30 billion agreement in relation to Defence, when the Defence White Paper itself notes that the major threats crippling the nation’s nascent democracy are poverty and crime, and not an outside threat to the Republic. This is just one glaring example of the reprioritisation that needs to happen within and across departments. If this commitment had been a top priority, the resources given to address poverty, HIV / AIDS and violence would have been able to make a major impact and save many lives.

*Edited version of the presentation by the Hon. Pregs Govender (ANC MP), to the CGE Summit, 6 Aug. 2001. 33 Gender and Security Reform Toolkit [Link](#), tool 3 Defence, page 11*



## 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 (e.g. 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?

*This video [Link](#) is on the role that women played, as fighters and as victims of violence, during the conflict in Liberia. Following the conflict, a disarmament, demobilization, rehabilitation and reintegration process began. The process aimed to ensure women's participation and address their special needs. In reality, the programme failed to incorporate a gender perspective, and therefore, failed to meet the needs of a large number of women and girls! No matter how important a programme may be, if the experiences of BOTH women and men aren't taken into account, the programme will never be able to fully succeed. This project could have been a success had the needs of women been taken into account during the project's development. In addition, this video also illustrates the value of women's participation in the creation of peace agreements, and post-conflict reconstruction.*



The bridge over the river Piandj on the Tajik-Afghan border, 29 February 2008. (OSCE/Mikhail Evstafiev)



Some 130 cadets, including 32 women and 10 members of ethnic minorities, are set to begin a one-year training course at the new Basic Police Training Centre, opened with the support of the OSCE Mission to Serbia. (OSCE/Milan Obradovic)

## Policing

- 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 certain (e.g. 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 and offering assistance and protection to male and female victims)?
- What are the main crimes committed against women and girls as well as men and boys within the home and outside of the home?

## Area: Police Assistance – Community Policing

— 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?

— Is community policing in place? How are women and men approached by the police? Are women and men equally involved in any community policing bodies such as community advisory boards etc.?

— 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?

**Project title:** “Police Training In Belarus on Behavioural Skills: Train the Trainer”

**Place:** Minsk/Belarus

**Organization/Partners:** OSCE Office in Minsk and MIA, Police Academy, Police Training Centre in Minsk

**Year(s):** 2008

### Objective:

To enhance the training capacity of the trainers at the Police Training Centre. To improve the communication and behavioural skills of police officers for their interaction with diverse groups of the population (male, female, age, ethnicity etc.)

### Approach:

The training course intends to enhance the Police Training Centre’s curriculum by introducing modern concepts of necessary communication and behavioural skills, in order to better enable police cadets in their future professional interactions with the population – both males and females. The course is designed to train police trainers (train-the-trainer-scheme) who will be using the acquired skills and knowledge for training their police cadets at the Police Training Centre (Uniformed Police). The course will be conducted by international experts who will concentrate on modules such as community policing, domestic violence, communications skills, policing with society and more.



### Impact:

- 1 Enhanced capacity of police trainers of the Police Training Centre in policing with society;
- 2 Increased awareness of police trainers of the Police Training Centre of European policing practices and international human rights standards;
- 3 Improved institutional structure for community policing and strengthening police-public partnership;
- 4 Increased awareness of police cadets on different security concerns and needs of men, women, boys and girls.





### Example Community Policing in Azerbaijan

Community policing is an area in which gender mainstreaming efforts can achieve tangible results. Policing can be made more gender-responsive by increasing the number of female recruits in police forces. While many countries cannot achieve the goal of gender equality overnight, they can carry out parallel measures with almost immediate positive results.



Please click here [↗ Link](#) for a link to the July/August 2009 OSCE Magazine feature story, ‘Gender Mainstreaming in Community Policing in Azerbaijan: Defying Entrenched Stereotypes’.

For more detailed guidelines, please see the publication “Integrating a Gender Approach into Police – Public Partnerships”. A link to the document can be found here [↗ Link](#).

### Example: Border Rehabilitation Project

The UNDP Tajikistan project aims to boost regional trade and economic growth through the rehabilitation of an integral part of a regional road network in Central Asia that directly links Dushanbe, the capital of Tajikistan, to the Kyrgyz Republic. It is also expected to benefit women, by increasing their access to basic services such as education and health. It will also enhance the marketability of their products and improve their employment prospects by establishing direct access to nearby towns. Another benefit associated with the project is the adoption of an integrated and community-based approach to HIV/AIDS in response to the seasonal migration of men, which has put local women at greater risk of contracting HIV and other sexually transmitted infections.

The Ministry of Transport together with local government, women’s associations and NGOs will monitor the project’s impact on women. In addition, the Ministry of Transport will ensure women’s participation during project implementation and encourage contractors to employ women for equal pay, ensuring safe working conditions for men and women.

Gender and Security Reform Toolkit [↗ Link](#), tool 6 border management, page 11



## Mine action, Small arms and light weapons (SALW), conventional ammunition and other remnants of war

- What is the differential impact of the (suspected or confirmed) presence of land-mines, stockpiles of SALW and conventional ammunition, liquid rocket fuel, etc, on the daily lives of women, men / girls and boys?
- Is age and sex-disaggregated data 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?

Alexandra Prevedourakis,  
gender focal point in the  
Strategic Police Matters  
Unit.



## Combating terrorism and other forms of extremism

- What is the proportion of women and men in national antiterrorist 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?

For more detailed guidelines on integrating gender in security issues, check the Gender and Security Sector reform Toolkit, ODIHR/DCAF/INSTRAW. A link to this toolkit can be found here [➤ Link](#).

Cadets graduate from the OSCE's multi-ethnic police training course in the Former Yugoslav Republic of Macedonia, May 2002. (OSCE)



The toolkit deals with the following topics:

- Security Sector Reform and Gender
- Police Reform and Gender
- Justice Reform and Gender
- Penal Reform and Gender
- Border Management and Gender
- Parliamentary Oversight of the Security Sector and Gender
- National Security Policy-Making and Gender
- Civil Society Oversight of the Security Sector and Gender
- Private Military and Security Companies and Gender
- Security Sector Reform Assessment, Monitoring and Evaluation and Gender
- Gender Training for Security Sector Personnel





## Disarmament, Demobilization and Reintegration (DDR)

### Women's capacity as partners in the disarmament effort in Albania

The Small Arms and Light Weapons Control project of the UN, which was launched in 2002 in Albania, developed a unique approach to voluntary civilian disarmament, combining weapons surrender with community-based development incentives supported by a comprehensive public awareness strategy. Within its framework, UNIFEM and UNDP implemented a comprehensive strategy to develop women's capacity as partners in the disarmament effort. A comparative survey of project and non-project areas showed that when women were beneficiaries of public awareness campaigns, weapons collection projects were more successful. The police, in particular, remarked on the support they received from women with regards to project implementation.



Some of the results of the awareness raising project were:

- After training, women became more outspoken in convincing their family members to hand in weapons. Women felt empowered by their greater participation in a debate from which they were historically excluded.

Men acknowledged the importance of women's influence in their decision to disarm.

- Women's relationships with the local security authorities were strengthened: they reported increased trust in the police and felt more able to appeal to them for help with problems.

Public views on disarmament became more comprehensive: according to interviewees of the survey disarmament is now considered not only a measure to reduce criminality, but also an important influence on political, social and economical stability.

*Written by: Vanessa Farr in Gender Mainstreaming in Practice: A Toolkit, UNDP, 2007, p. 146*

For more information, the following table highlights ways in which gender differences and inequalities may be relevant in pre-conflict, during and post-conflict situations. It is not a complete list, but it provides suggestions for further reflection.

*(Source: Gender Approaches in Conflict and Post-Conflict Situations, UNDP, 2002, page 5-6. For a link to the document, please click here [↗ Link.](#))*



## Gender Mainstreaming in the Economic- Environmental Dimension

### Economic questions

- What percentage of households are headed by a woman and/or are single-parent households? 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 against 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?



The OSCE Office in Baku supports initiatives aimed at increasing the role of women in civil society. (OSCE/Astrid Senheitel)

**Area: Economic Empowerment**

**Project title:** “Women’s Economic Empowerment and Sustainability Programme”<sup>1</sup>

**Place:** Northern Albania

**Organization/Partners:** OSCE Presence in Albania and the Centre for Economic and Business Education (CEBE); Opportunity Albania (a micro-finance institution)

**Other partners:** Local stakeholders, hospitality centres in the Northern Regions of Kukes, Dibra, Shkodra, Local Women’s Associations, Regional Employment Offices and local business associations.

**Year(s):** 2007–2009

Children looking at hand-woven rugs at an arts and craft fair organized to enhance female entrepreneurs’ business skills, Goris, Armenia, 17 October 2009. (OSCE/ Gayane Ter-Stepanyan)



**Objective:**

The overall objective was to promote economic empowerment among women as a means towards their integration into economic and social life.

**The goal of the programme was to:**

- Increase the economic opportunities for women through employment and entrepreneurship based upon market demands;
- Strengthen the institutional capacities of the existing local structures offering services to women (vocational training, employment and hospitality centres in the region) and establish partnerships among local institutions and stakeholders;

— Establish new women’s businesses; provision of entrepreneurship training coupled with business advisory services and micro-loans.

**Context:**

Poverty, the low level of education and lack of adequate protection are seen to be among the root causes of trafficking in human beings, including the re-trafficking of persons. As a result anti-trafficking and re-integration programmes for victims of trafficking are considered to be crucial by the Albanian government. As specified in the Anti-trafficking Action Plan 2005-2007, approved by the

Albanian Government, the development of the elements of economic empowerment is considered to be the most important tool, to be used in co-operation with the donor community. The Albanian National Strategy on Combating Trafficking in Human Beings and its Action Plan drafted from 2005-2007, calls for a comprehensive anti-trafficking response, requiring among other things, the improvement of support and protection services for victims and witnesses. Such a response must be provided using a co-ordinating framework for all actors in the field (both governmental and non-governmental and in co-operation with the international partners).

### Approach:

The first phase of the project aimed at increasing opportunities and strengthening local institutional structures for sustainable employment and income generation through micro/small business development for vulnerable groups, particularly women. The Centre for Economic and Business Education (CEBE) was contracted by OSCE PiA as implementing partner of this project in order to prepare a policy paper assessing the labour market and employment opportunities for women in the regions of Kukesi, Shkodra and Peshkopia. In addition, as the CEBE organized lobbying sessions with local government, institutions, and businesses aiming at their effective collaboration with regard to women's employment. According to the results of the labour market assessment and recommendations given in the lobbying session, CEBE trained a selected group of women in order to increase their possibilities of employment.

As a follow up to the first phase of the project, the second phase of the project will target increasing the economic opportunities for women in the selected northern regions through the provision of business support, advisory services and access to micro-loans.



### Impact:

- Promotion and increase in employment of at-risk women;
- Capacity building and establishment of partnerships among local institutions and stakeholders;
- Albanian (at-risk) women's marketable skills and general knowledge are enhanced;
- New women's businesses are established;
- Promotion of NGO's financial sustainability.



Produced jointly by the Office of the Co-ordinator of OSCE Economic and Environmental Activities, the Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings and the OSCE Secretariat Gender Section, the *Guide on Gender-Sensitive Labour Migration Policies*, aims at presenting good practices and providing tools on how to shape gender-sensitive labour migration processes.

For a link to the full publication, please click here. [↗ Link](#)

## 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)?
- 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.

— What are the actual barriers with which women are confronted to access and exert control on natural resources?

— What is the perception and attitude of men in the community, or even of certain women in relation to the participation of women in forums concerning the management of natural resources?

— Do women or men have constraints to participating in informational, awareness, and training activities concerning the environment?

— What are the interests and needs of men and women (at home, in the village and region) concerning water land and forests?

*For more detailed guidelines on integrating gender in environmental issues, see the guide on “Gender and environment: a guide to the integration of gender aspects in the OSCE’s environmental projects” A link to this publication can be found here [↗ Link](#).*

Women in Ashgabad on 12 April 2007.  
(OSCE/Susanna Lööf)



### Clean Energy in Rural Communities in Karakalpakstan, Uzbekistan

This pilot project is intended to demonstrate the potential for using renewable energy systems to provide small amounts of electricity to encourage sustainable development. Fifteen solar home systems (SHS) were installed in November 2003 in Kostruba, Karakalpakstan. The SHS were intended to provide households with lighting, radio, and television. After installation of the systems, 25 people were trained in their operation and maintenance.

The electricity that these SHS projects will provide is likely to improve the lives of women and children, allowing them to have better household lighting. This reduces the negative health effects from burning wood and diesel, and reduces the chance of accidental fire. However, better lighting also allows a longer working day, which may further reduce a woman's leisure time.

The project planners did not perform sex-disaggregated energy analysis before they made decisions about the project, despite the fact that it has been well established in the literature that it is crucial to perform such analysis when working with domestic energy. The project designers assumed that the project automatically would be equally beneficial for men and women. As a result of this thinking, women were not consulted in advance as to

their views on how best to prioritize their energy needs.

#### Findings:

- Women are the main domestic energy users; women and children spend the longest time inside the home and will be the main users of the SHS;
- Women carry the burden of everyday fuel collection for their domestic cooking and heating needs. Even the limited supply of electricity that these SHS would provide could make a dramatic difference in their daily schedule;
- Currently only the male population in Kostruba are aware of the project's objectives; only men participated in discussions about project implementation; and only men were targeted for training and instruction about the SHS systems;
- The level of male domination seen in Kostruba complicates project implementation. If these projects are successfully implemented, targeting both women and men, they may slowly encourage awareness-raising about women's rights in general and empowerment of village women in particular.

*Source: Gender Mainstreaming in Practice: A Toolkit, UNDP 2007, p. 149*



## Gender Mainstreaming in the Human Dimension



### Human rights questions

- Has the state ratified the Convention on the Elimination of Discrimination Against Women (CEDAW)? Any reservations? Has it fulfilled its reporting obligations on time and regularly? What kinds of problems have been identified by the CEDAW 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 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 on 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, and on stability and security?



### Example: Equal Opportunities and Discrimination in the Moldovan Labour Market

In compliance with the Constitution of the Republic of Moldova, all citizens of the country have equal rights regardless of sex. Within the project “Promotion of gender equality through legislation,” supported by the United Nations Development Fund for Women (UNIFEM), a gender analysis of the legislation and a draft law on equal opportunities for men and women was developed.

Nevertheless, indirect gender discrimination in the labour market continues to be a problem. For example, about 70 percent of complaints received by the Labour Inspection Department in the last few years were from women, and many were about the discrimination they had encountered while seeking employment. This fact was reflected in the questions asked during the interviewing process. Questions such as: are you married?, how many children do you have?, etc. are targeted at women and extremely discriminatory. Moreover, employers often requested submission of a medical certificate to prove that the applicant was not pregnant.

Elderly people represent the largest returnee population in Croatia. Widespread unemployment, difficulties in repossessing property, bureaucratic hurdles are the chief problems still deterring a large scale return of refugees. (OSCE/ Alessandro Fracassetti)



#### Why does this happen?

- Employers foresee losing profits due to the reproductivity of women and related issues: healthcare for children , possible additional sick-leave for childcare, maternity leave, etc.
- Legislation shortcomings: It is very difficult to prove the existence of this type of discrimination given that it is not directly forbidden by law.
- Gender Equality Actions.
- The Republic of Moldova conducted a CEDAW-based gender analysis of legislation to identify gaps in existing laws.
- In February 2006, the law on equal opportunities for men and women was approved by

parliament and a special article was included, stipulating the relationship between employer and employees.

#### Challenges

The next important step is the development of mechanisms and tools for the law’s implementation. The ultimate goal of the government’s policy should be the *total elimination of gender discrimination*.

*Written by: Valentina Budrug-Lungu, Project Manager, UNIFEM, Gender Equality Legislation in Moldova in: Gender Mainstreaming in Practice: A Toolkit, UNDP 2007, page 139*



## 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. women threatened with sexual violence, are they guarded by male prison guards, do they have access to bathing facilities and hygiene related materials, what happens if they are pregnant or breast-feeding, are only men subject to torture or worse forms of punishment)?



Students from Zagreb University attend a lecture during a visit to Serbia's War Crimes Chamber and the Prosecutor's Office organized by the OSCE Mission to Serbia, Belgrade, 6 May 2009. (OSCE/Milan Obradovic)

**Area: Rule of Law**

**Project title:** Capacity-Building on Gender Mainstreaming in Policy Formulation

**Place:** Skopje

**Organization (implementing partner):** Spillover Mission to Skopje and Macedonian Center for International Cooperation

**Year(s):** 2008



**Objective:**

Supporting the host country in implementation of the Law on Equal Opportunities for Women and Men and the National Action Plan for Gender Equality with a special emphasis on the strategic objective – “Improvement of gender equality machinery at national and local levels”.

**Approach:**

For the effective implementation of the gender equality concept and the law on gender equality, this project focused on the capacity building of state bodies, in charge of the implementation of the gender equality law and promotion of the gender equality. The state level gender machinery in the host country is composed of the Sector for Equal Opportunities within the Ministry of Labour and Social Policy, the Equal Opportunities Coordinators at state level and the municipal gender commissions. A national and an international gender expert made needs assessment of the state level bodies while developing a training methodology for gender

mainstreaming in policy formulation. The training methodology and a custom-made approach were used during the two training sessions organized for the Equal Opportunities Coordinators at state level and other key government representatives.

**Impact:**

- Equipped state-level Equal Opportunities Coordinators with the latest theoretical, conceptual and practical tools in the field of gender equality and mainstreaming in policy formulation;
- Raised public awareness and strengthened cooperation among the state-level Equal Opportunities Coordinators vis-à-vis the Ministry of Labour and Social Policy.



## Questions on democratization, media and elections

- 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?



A young woman casts her ballot during the presidential elections in Serbia, Belgrade, 20 January 2008. (OSCE/Milan Obradovic)

- 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 organization? 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 works 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?

### Area: Democratization and Good Governance

**Project title:** Further Strengthening of Election Processes in Ukraine

**Place:** Ukraine

**Organization/Partners:** OSCE Project Coordinator in Ukraine

**Year(s):** 2008–2010

### Objective:

To Further Strengthen the Election Processes in Ukraine by developing a unified election code

### Context:

Since Ukrainian independence in 1991, elections have been conducted under different laws, causing difficulties in implementation of the legislation and reinforcing the need for a stable electoral framework. The absence of a centralized system for citizen registration in Ukraine continues to be an obstacle in the process of forming accurate and complete voter lists.

Over the course of the past few years the election system and procedures have improved steadily. This project will build on the electoral legislation on which the success of the 2006 parliamentary and local elections was based. Codification of all election legislation in Ukraine in a single unified election code is considered to be crucial to develop consistent practices in the administration of elections, which is impor-

tant to promote public education and awareness of election procedures among election administrators, state and local governments' employees and the judiciary. Particular emphasis should be given to raising awareness of female representatives of the above-mentioned institutions.

### Approach:

The Long-Term Election Project aims at raising awareness of the election officials of various levels of election administration system on gender aspects of the electoral process and preventing any gender-based discrimination in the election management system and electoral processes. The PCU engages gender experts in the elaboration of the election code, who will provide the relevant working groups with an analysis of the gender representation impact of the selected electoral system.

All components of the project gave consideration to increasing gender awareness within the framework of electoral reform. Towards this end the analysis of current electoral legislation was conducted to ensure that it is gender-sensitive and guarantees equal opportunities for both sexes. A study trip to France to examine the codification of electoral law included meetings and discussions on special measures in French electoral legislation aimed at advancing women in the political sphere, in particular in the work of the elected bodies. Furthermore,

the PCU jointly with ODIHR and the Central European Institute for Democratic Reforms has facilitated the conduct of the National Forum of Elected Women Councillors. Among the Forum participants were women deputies from local councils of 3 oblasts. The Forum adopted a set of recommendations including the one to create an All-Ukrainian Association of Women Deputies of all Levels.

### Impact:

Given that the project only started in 2008 and will be implemented through 2010, only several outcomes have been achieved. The impact of the project will be assessed following the completion of the project. Among those projects already completed, the following outcomes have been achieved:

- Increase in participation of women in politics, in particular in the work of the elected bodies;
- Increased gender awareness of electoral processes;
- Enhanced gender equality in various aspects of electoral processes in Ukraine and general understanding of the importance of equal opportunities for all.





## Media

Even though women constitute more than a half of the world's population, only 10% of news stories worldwide have women as a central focus. Women are featured as spokespeople only in 14% and, as experts, only in 17% of news stories. These figures, taken from Global Media Monitoring Project (GMMP), – the most extensive global research into gender in news media ever undertaken – map the representation of women and men in news media worldwide.

GMMP also provides input and guidelines on gender-sensitive journalism. For a direct link to the GMMP website, please click here [➤ Link](#).

## Example of Democratisation: Municipal Gender and Equal Opportunity Focal Points, OSCE Mission to Serbia

### Objective:

To eliminate gender-based discrimination and establish equal opportunity principles at the municipal level

### Context:

The analysis of OSCE selected municipal structures with regard to equal opportunity shows a lower than average presence of women in municipal assemblies- 5.7%. – compared to the overall average in the Republic. Also, there are only 9.2% women in municipal executive councils. The situation with senior managers/ administrative positions is different: there are 46.2% women as senior managers (mostly heads of municipal departments and municipal secretaries). Women directors of public institutions are rare and mainly include typical, gender stereotyped positions, e.g. directors of kindergartens, centres for social welfare, hospitals, schools, libraries and museums. National minorities are represented in municipal structures only in areas where they actually represent a majority, for example, in the Sandzak region where 80% of municipal staff are Muslims and Northern Voivodina's region where municipal staff are 45% Hungarians and 27% Croats. Disabled persons and Roma are not

represented and refugees and IDPs cannot, by law, occupy public administration positions. Among other municipal problems highlighted are economic problems, high unemployment rates and political conflicts, which all mostly affect disadvantaged and marginalized groups.

### Approach:

— Political support for the establishment of the GEOFPs, permanent education and skills training, information dissemination, expert advice, round table discussions, capacity building, coaching and public promotion of gender equality culture.

— A high-level dialogue with Government officials is maintained in order to offer assistance in meeting international obligations in regard to the official introduction of gender equality mechanisms, particularly those comprised in the Convention on Elimination of All Forms of Discrimination Against Women (CEDAW, 1979), Beijing Platform for Action (1995) and Resolution 1325 of the Security Council (2000).

— Permanent political and expert support to the Working Group for Gender Equality by the Ministry for State Administration and Local Self Government.





A poster of a campaign to enhance women's participation as candidates in the Swiss federal elections on 21 October 2007. (OSCE/Giovanna Maiola)

**Impact:**

The main achievements of the municipal GEOFP during the first pilot phase included:

- self-organised and self-financed expansion to neighbouring municipalities
- media presentation of gender equality culture
- establishment of municipal bodies for gender equality
- co-operation with local NGOs
- measures initiated to facilitate disabled persons
- improved health protection of women
- introduction of sex-disaggregated statistics
- support for women's entrepreneurship
- initiatives for organising local institutions against domestic violence

— A Memorandum of Understanding between the OSCE Mission to Serbia and Montenegro and Vojvodina's Provincial Secretariat for Labour, Employment and Gender Equality was signed in September 2003. It reflected previous cooperation between the OSCE and the Secretariat with regard to the establishment and functioning of the municipal gender and equal opportunity focal points in Vojvodina Province.

— Aiming at visibility, in 2002 the Gender programme had about 30 presentations (interviews, public lectures, round tables, conferences, articles) at local, national and international levels.

— Generic job descriptions for GEOFP were created in 2003 as an important step towards institutionalizing those positions at the level of local administration.

## Questions on trafficking in human beings

— 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 (one of the 2 “Palermo Protocols”)?

— Is there a national action plan against trafficking in human beings? Does it address the different needs of men and women as (potential) victims of trafficking in the areas of prevention, protection and prosecution?

— 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?

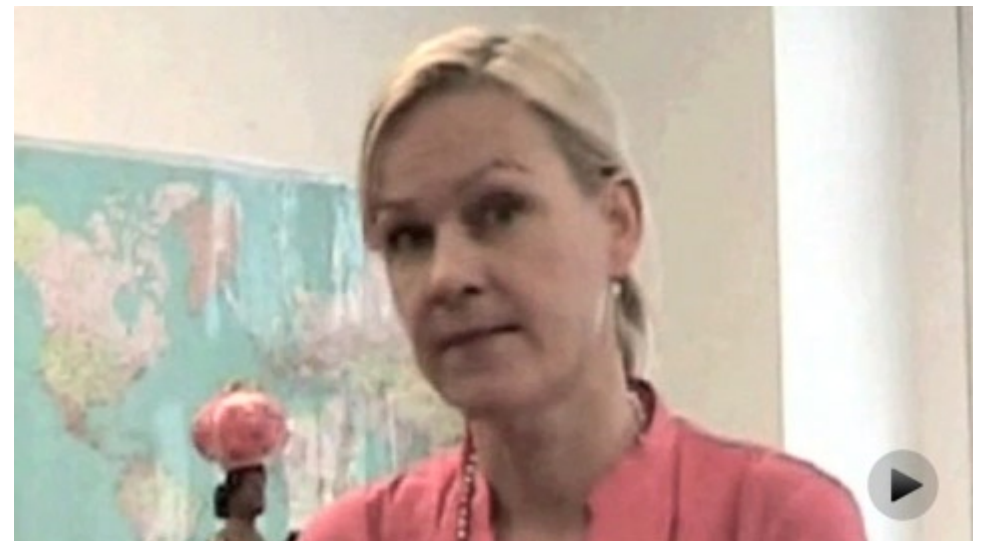
— Is relevant criminalization legislation in place for all types of trafficking?

— Are the levels of trafficking high? How do the rates differ between men and women? What is the proportion of children (boys and girls)? 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 personnel 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?



Eva Biaudet, former OSCE Special Representative for Combating Trafficking in Human Beings.

**NATIONAL REFERRAL MECHANISMS**  
**Joining Efforts to Protect the Rights of**  
**Trafficked Persons**

A Practical Handbook—ODIHR

**Approach and major goals:**

The handbook was drawn up to assist government and civil society of the OSCE participating States in developing National Referral Mechanisms for the protection of the rights of trafficked persons.

**Activities undertaken/ how the project works:**

The handbook sets out a framework for the creation and operation of an effective National Referral Mechanism (NRM). A NRM is a co-operative framework through which state actors fulfil their obligations to protect and promote the human rights of trafficked persons, co-ordinating their efforts in a strategic partnership with civil society.

It describes the international legal obligations and political commitments that form the basis for establishing an NRM. It shows how anti-trafficking measures can be conceived and implemented on a national level through an NRM. And, it draws on the grass-roots experience of non-governmental organizations and OSCE field operations in fostering the creation of successful NRMs.

**Materials, products, outcomes:**

The handbook is available in 8 languages (Albanian, English, French, Russian, Spanish, Turkish, Uzbek, Serbian/Bosnian/Croatian)



“I kidnap girls from the traffickers” says Iana Matei as she heads towards the shelter for trafficking victims that she directs in the outskirts of Bucharest. (OSCE/Blanca Tapia)





### Trafficking of men – less considered?

Research indicates that the concerns and needs of male victims of trafficking are barely considered in assessing their vulnerability to trafficking as well as their assistance and protection needs. It is recommended that anti-trafficking interventions follow a diversity approach thus taking into account not only gender but also age, education or class and the individual experiences when designing prevention, protection or prosecution measures.

*Rebecca Surtees: Trafficking of men – a trend less considered. The case of Belarus and Ukraine, IOM, 2008*  
<http://www.iom.int/jahia/Jahia/lang/en/cache/offonce/pid/8>

— 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 research (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 nationwide 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?

### Media Development

#### Example: Gender Mainstreaming Training for Journalists and Editors in South Africa

##### A gendered media discourse

“Women miners toil for R1200 a day”, reads the headline of a front-page article in a South African daily. But, the sub heading goes on, “Pioneers who have broken into a man’s world are not complaining”. Really?

At one level, this story is big news for gender equality. South Africa’s economy is built on the gold mines. Its history of migrant labour-of men leaving women in the rural areas to eke out a living while they live in single sex hostels on the mines-is based on this reality. Until recently women could not go down mine shafts. Their doing so could change the very foundations of our history.

But there is a snag. The only reason that women are being hired is that they are willing to work for lower wages than men. The story is told in a matter of fact way, mainly from the perspective of the employer. There is no critical questioning of the legal and constitutional implications of this blatantly discriminatory act. The several constitutional bodies that South Africa has established to safeguard the rights of all its citizens, such as the Human Rights Commission, the Commission on Gender Equality, and the new Employment Equity



Commission, are also not consulted. Only one of the women concerned is interviewed. Her name and identity are disclosed. Is it any wonder that she says she's happier to have a job than not to have a job at all?

### Training in investigative journalism

When sixteen journalists from mainstream media attending a course on investigative journalism thought about it, they agreed that this story could and should have been told in a different way. Through techniques like interviewing the women in private, concealing their identity, and consulting a wide range of sources, the story would in fact have been about the discriminatory practices that still plague South Africa despite constitutional provisions for gender equality- not about how grateful women are to have jobs at any price! The session on gender in the investigative reporting course formed part of a unique pilot project to mainstream gender considerations in media training.

### Gender and Diversity Analysis

The pilot project sought to build a gender perspective into all major courses. A course on race and ethics examined interviews with “people on the street” before and after the budget in one newspaper. In the before-the-budget interviews, seven people were interviewed: three men, and four women – but three white women and only one black woman (a pensioner). In the after- the- budget interviews, the number of original interviewees dropped from seven to four- three men (two black, one white) and one woman (white, and professional). Fairly blatant examples of whose voices are taken seriously.

### Gender stereotypes

The sub-editing course focused on gender stereotyping in language, headlines and design. For example, on Father's Day in June 2001, one newspaper covered a father in Alexandra township Johannesburg, who is challenging the stereotypes of irresponsible fatherhood by caring for his daughter and helping with domestic chores. But the headline reads: “Dad is an ideal Mom” – in one line reversing the important message in the story that Dad is in fact an ideal Dad!

*Adapted from: Gender in Media Training: A Southern African Toolkit, 2002*

Gender issues, while universal in their applicability, cannot stand on their own. A solid framework and strategy is necessary for the effective inclusion of gender principles and the application of gender mainstreaming. We hope this toolkit has illustrated to you the value of gender mainstreaming and of applying a gender perspective to all of the OSCE's projects, programmes and activities. Please use it to increase both the scale and quality of your work. In addition, please contact the Gender Section for additional publications, or technical assistance for the further integration of gender into your work.



# Resources

# 5



In this chapter





New information is being made available regularly by the OSCE. Visit the homepage and the Doc.In of the Gender Section in the Secretariat in the OSCE for updates, documents and all relevant information:

➤ <http://www.osce.org/gender/>

#### DOC-In:

➤ <http://docin.osce.org/docin/llisapi.dll?func=Projects.Overview&objid=46183>

# OSCE Gender information

## Decisions

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📄 Ministerial Council Decision No. 14/04 – OSCE Action Plan for the Promotion of Gender Equality, 2004

pdf English (61 KB)

➤ <http://www.osce.org/item/2269.html>

pdf Albanian (59.9 KB)

➤ <http://www.osce.org/item/2269.html?lc=SQ>

pdf Armenian (173 KB)

➤ <http://www.osce.org/item/2269.html?lc=HY>

pdf Russian (161 KB)

➤ <http://www.osce.org/item/2269.html?lc=RU>

pdf Serbian (71 KB)

➤ <http://www.osce.org/item/2269.html?lc=SR>

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📄 Ministerial Decision No. 14/05 on Women in Conflict Prevention, Crisis Management and Post-conflict Rehabilitation

English (28.1 KB)


➤ <http://www.osce.org/item/17432.html>

Russian (151 KB)

➤ <http://www.osce.org/item/17432.html?lc=RU>



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 Ministerial Decision No 15/05 on Preventing and Combating Violence against Women


English (31.4 KB)

➤ <http://www.osce.org/item/17433.html>

Russian (156 KB)


➤ <http://www.osce.org/item/17433.html?lc=RU>

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 Summary table for the 2004 Action Plan

➤ [http://www.osce.org/documents/gen/2009/01/36087\\_en.pdf](http://www.osce.org/documents/gen/2009/01/36087_en.pdf)


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 Understanding the 2004 Action Plan on Gender Equality

pdf English

➤ <http://www.osce.org/item/25937.html>


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 Implementation Plan: Measures for Implementing the 2004 Action Plan for the Promotion of Gender Equality OSCE, March 2006

pdf English (190KB)


➤ <http://www.osce.org/item/25935.html>

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 The Secretary General's Annual Evaluation Report on the Implementation of the 2004 OSCE Action Plan for the Promotion of Gender Equality, 2008


➤ <http://www.osce.org/item/33064.html>, September 2008

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 The Secretary General's Annual Evaluation Report on the Implementation of the 2004 OSCE Action Plan for the Promotion of Gender Equality, 2009

➤ [http://www.osce.org/documents/sg/2009/09/39746\\_en.pdf](http://www.osce.org/documents/sg/2009/09/39746_en.pdf), September 2009

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 Executive Summary: Secretary General's Annual Evaluation Report on the Implementation of the 2004 OSCE Action


➤ <http://www.osce.org/item/33064.html>, September 2008

➤ <http://www.osce.org/item/43225.html>, September 2009

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## OSCE Tools


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 OSCE Toolbox for the Promotion of Gender Equality, updated on a regular basis

*An overview of what international framework, guidelines and tools exist for the promotion of gender equality, from OSCE and other international organizations.*

➤ [http://www.osce.org/documents/gen/2009/03/25942\\_en.pdf](http://www.osce.org/documents/gen/2009/03/25942_en.pdf)


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 Glossary on gender-related terms, OSCE, 2006

pdf English (48,6 KB)

➤ <http://www.osce.org/item/25936.html>

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 Gender and Security Reform Toolkit, February 2008

*This toolkit was developed jointly by the ODIHR, the UN International Research and Training Institute for the Advancement of Women (UN-INSTRAW), and the Geneva Centre for the Democratic Control of Armed Forces (DCAF).*

➤ <http://www.osce.org/item/29669.html>

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 Aide-Mémoire on Gender Mainstreaming Projects, January 2007

pdf English (96.7 KB)

➤ <http://www.osce.org/item/25941.html>

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 Filling the Gaps: Gender in the Analysis, Policy and Strategy Development of the Conflict Prevention Centre, August 2006

*Guidelines developed by OSCE Conflict Prevention Centre and Gender Section of the Office of the Secretary General providing questions and hints for a gender analysis of the different OSCE Programmes.*


pdf English (Full version) (278 KB)

[↗ http://www.osce.org/item/22975.html?ch=793](http://www.osce.org/item/22975.html?ch=793)

 Filling the Gaps: Annexes, February 2008

*“Giving you the EDGE – Essential Data on Gender Equality in the countries hosting OSCE field operations” prepared by the Gender Section of the Office of the OSCE Secretary General in collaboration with field operations and the Conflict Prevention Centre.*

[↗ http://www.osce.org/gender/item\\_11\\_29802.html](http://www.osce.org/gender/item_11_29802.html)


 Guide to Gender Mainstreaming in OSCE events, August 2006

[↗ http://www.osce.org/documents/gen/2006/08/29587\\_en.pdf](http://www.osce.org/documents/gen/2006/08/29587_en.pdf)


 OSCE Magazine July-August 2009

*Presents a special focus on gender and comprehensive security: women and security, domestic violence, gender and migration*

[↗ http://www.osce.org/item/38315.html](http://www.osce.org/item/38315.html)

 Integrating a gender approach in police public partnerships projects


[↗ http://www.osce.org/gender/item\\_11\\_36581.html](http://www.osce.org/gender/item_11_36581.html)

 “Gender in environment. The guide to the integration of gender aspects in the OSCE’s environmental projects”

[↗ http://www.osce.org/gender/item\\_11\\_36575.html](http://www.osce.org/gender/item_11_36575.html)

 Guide on Gender-Sensitive Labour Migration Policies

[↗ http://www.osce.org/gender/item\\_11\\_37689.html](http://www.osce.org/gender/item_11_37689.html)

 Bringing Security Home: Combating Violence Against Women in the OSCE Region – A Compilation of Good Practices

pdf English (812 KB)

[↗ http://www.osce.org/publications/gen/2009/06/38013\\_1314\\_en.pdf](http://www.osce.org/publications/gen/2009/06/38013_1314_en.pdf)

pdf Russian (1.01 MB)

[↗ http://www.osce.org/publications/gen/2009/06/38013\\_1314\\_ru.pdf](http://www.osce.org/publications/gen/2009/06/38013_1314_ru.pdf)

pdf French (613 KB)


[↗ http://www.osce.org/publications/gen/2009/06/38013\\_1314\\_fr.pdf](http://www.osce.org/publications/gen/2009/06/38013_1314_fr.pdf)

pdf Serbian (1.48 MB)

[↗ http://www.osce.org/publications/gen/2009/06/38013\\_1314\\_sr.pdf](http://www.osce.org/publications/gen/2009/06/38013_1314_sr.pdf)

pdf Montenegrin (2.34 MB)

[↗ http://www.osce.org/publications/gen/2009/06/38013\\_1314\\_me.pdf](http://www.osce.org/publications/gen/2009/06/38013_1314_me.pdf)

 Handbook for Monitoring Women’s Participation in Elections, OSCE / ODIHR 2004

pdf English (253 KB)

[↗ http://www.osce.org/item/13585.html?ch=124](http://www.osce.org/item/13585.html?ch=124)

pdf Russian (544 KB)


[↗ http://www.osce.org/item/13585.html?ch=124&lc=RU](http://www.osce.org/item/13585.html?ch=124&lc=RU)

pdf Serbian (644 KB)

[↗ http://www.osce.org/item/13585.html?ch=124&lc=SR](http://www.osce.org/item/13585.html?ch=124&lc=SR)




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 Gender Aspects in Post-conflict Situations: A guide for OSCE staff, September 2001, partially updated 2004

➤ [http://www.osce.org/gender/item\\_11\\_14003.html](http://www.osce.org/gender/item_11_14003.html)

*The guide acts as a tool to assist OSCE field workers and decision-makers in helping post-conflict populations to recover, rebuild and realize the type of society where inclusiveness fosters peace and prosperity.*

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 Professional Working Environment. Guide on the OSCE Policy against Harassment, Sexual Harassment and Discrimination, 2010

pdf English

➤ [http://www.osce.org/documents/gen/2008/02/29577\\_en.pdf](http://www.osce.org/documents/gen/2008/02/29577_en.pdf)

pdf Russian

➤ <http://docin.osce.org/docin/llisapi.dll?func=ll&objId=19014279&objAction=Open&viewType=1>



## Other OSCE documents

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 Factsheet on Gender Equality in the OSCE


pdf English (297 KB)

➤ [http://www.osce.org/publications/gen/2010/02/42723\\_1428\\_en.pdf](http://www.osce.org/publications/gen/2010/02/42723_1428_en.pdf)

pdf Russian (321)

➤ [http://www.osce.org/publications/gen/2010/02/42723\\_1428\\_ru.pdf](http://www.osce.org/publications/gen/2010/02/42723_1428_ru.pdf)


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 List of gender focal points in field operations and institutions and Secretariat, OSCE, updated on a regular basis

pdf English (48 KB)

➤ [http://www.osce.org/documents/gen/2008/10/15845\\_en.pdf](http://www.osce.org/documents/gen/2008/10/15845_en.pdf)

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 Office for Democratic Institutions and Human Rights – Gender equality

➤ <http://www.osce.org/odihhr/13374.html>

## Documents of the OSCE Parliamentary Assembly

### OSCE Parliamentary Assembly: Gender Balance Reports

📄 Report on Gender Issues at the Annual Session, 2010

➤ [http://oscepa.org/images/stories/documents/special\\_reports/2010\\_OSCE\\_PA\\_Gender\\_Balance\\_Update.pdf](http://oscepa.org/images/stories/documents/special_reports/2010_OSCE_PA_Gender_Balance_Update.pdf)

📄 Report on Gender Issues at the Annual Session, 2009

➤ [http://www.oscepa.org/images/stories/documents/special\\_reports/2009\\_-\\_Gender\\_Balance\\_Report.pdf](http://www.oscepa.org/images/stories/documents/special_reports/2009_-_Gender_Balance_Report.pdf)

📄 Report on Gender Issues at the Annual Session, June 2008

➤ <http://new.oscepa.org/images/stories/2008-sr-gender-report-annual-session.pdf>

📄 2004 Gender Plan for Future Actions within the OSCE Parliamentary Assembly

English

➤ <http://new.oscepa.org/images/stories/gender-plan-english.pdf>

Russian

➤ <http://new.oscepa.org/images/stories/gender-plan-russian.pdf>

## International and national documents

### International Conventions:

📄 Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)

➤ <http://www.un.org/womenwatch/daw/cedaw/>

📄 Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women

➤ <http://www.un.org/womenwatch/daw/cedaw/protocol/>

📄 Convention against Transnational Organized Crime (Palermo Convention)

➤ <http://www.unodc.org/unodc/en/treaties/CTOC/index.html>

📄 Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children (Palermo Protocol)

➤ <http://untreaty.un.org/English/notpubl/18-12-a.E.doc>

📄 International Convention on the Protection of the Rights of all Migrant Workers and Their Families

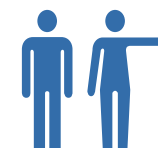
➤ <http://www2.ohchr.org/english/law/cmw.htm>

📄 International Covenant on Economic, Social and Cultural Rights (ICESCR)

➤ <http://www2.ohchr.org/english/law/cescr.htm>


📄 International Covenant on Civil and Political Rights (ICCPR)

➤ [http://treaties.un.org/doc/publication/mtdsg/volume i/chapter iv/iv-4.en.pdf](http://treaties.un.org/doc/publication/mtdsg/volume%20i/chapter%20iv/iv-4.en.pdf)






## Resolutions and Declarations

 UN Security Council Resolution 1325 on Women, Peace and Security


➤ [http://www.unfpa.org/women/docs/res\\_1325e.pdf](http://www.unfpa.org/women/docs/res_1325e.pdf)

 United Nations Declaration on the Elimination of Violence against Women


➤ <http://www.un.org/documents/ga/res/48/a48r104.htm>

 Beijing Declaration & Platform for Action

➤ <http://www.un.org/womenwatch/daw/beijing/platform/>

 Beijing +5 Declaration

➤ <http://www.un.org/womenwatch/daw/followup/bfbeyond.htm>


 Beijing +10: Review and Assessment of the Beijing Declaration and Platform for Action and Documents

➤ <http://www.un.org/womenwatch/daw/Review/english/49sess.htm>

➤ <http://www.un.org/womenwatch/daw/csw/csw49/documents.html>

 Millennium Development Goals


➤ <http://www.un.org/millenniumgoals/>

 ILO Declaration on Fundamental Principles and Rights at Work


➤ <http://www.ilo.org/declaration/thedeclaration/lang--en/index.htm>

## Manuals and tools from other Organizations


### General

 Gender Toolkit – Instruments for Gender Mainstreaming, Swiss Agency for Development and Cooperation (SDC)

➤ <http://www.deza.admin.ch/index.php?navID=21929&langID=1&userhash=8deeee51d3f8fa3603cd8e4096c9b02c>

 Gender Mainstreaming in practice: A toolkit, United Nations Development Programme (UNDP – Europe and CIS)

➤ <http://europeandcis.undp.org/home/show/6D8DE77F-F203-1EE9-B2E5652990E8B4B9>

 Gender Mainstreaming in Practice: A Handbook, United Nations Development Programme (UNDP)

➤ [http://www.undp.org/women/docs/RBEC\\_GM\\_manual.pdf](http://www.undp.org/women/docs/RBEC_GM_manual.pdf)

 Gender and Project Management, A contribution to the quality management of GTZ, German Technical Cooperation (GTZ)

➤ <http://www2.gtz.de/dokumente/bib/02-5196.pdf#search=%22gtz%20gender%20and%20project%20management%22>





## Gender and Security issues

Gender Approaches in Conflict and Post-Conflict Situations, United Nations Development Programme (UNDP)

➤ <http://www.undp.org/women/docs/gendermanualfinalBCPR.pdf>

Department for International Development: Gender and Peacekeeping Online Training Course, 2004 (DFID)

➤ <http://www.genderandpeacekeeping.org/menu-e.asp>

UN Peacekeeping Operations Best Practices Unit, Gender Resource Package for Peacekeeping Operations, July 2004

➤ <http://www.peacekeepingbestpractices.unlb.org/PBPS/Library/GRP%20Full%20Version.pdf>

Getting it Right, Doing it Right: Gender and Disarmament, Demobilization and Reintegration, October 2004 UNIFEM

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Inter-Parliamentary Union – Union Interparlementaire

➤ <http://www.ipu.org/english/home.htm>

Women in National Parliaments

➤ <http://www.ipu.org/wmn-e/world.htm>

*Useful data on Women in Parliaments world-wide and per region.*

WIDE - Globalising Gender Equality and Social Justice

➤ <http://www.eurosur.org/wide/home.htm>

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Gender Equality and the Millennium Development Goals

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United Nations Development Fund for Women – UNIFEM

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United Nations Inter-Agency Network on Women and Gender Equality (INWGE): Women-Watch

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United Nations Division for the Advancement of Women (DAW)

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Gender statistics – list of institutions where to find gender statistics

➤ <http://www.ilo.org/public/english/support/lib/resource/subject/gender.htm#statistics>

UNECE Gender statistics website for Europe and North America

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📄 WomenWarPeace – a portal on women, peace and security

➤ <http://www.womenwarpeace.org/>

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📄 Who makes the news – Global Media Monitoring Project 2009/2010

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📄 Energia – International Network on Gender and Sustainable Energy

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Designed by Ulf Harr  
Printed by Manz Cross Media

ISBN 978-92-9234-533-4  
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Cite as: "Gender matters in the OSCE.  
Ed. Jamila Seftaoui. Vienna, 2010".

