Gender and Police Mandates in Field Operations

Reading material with reflective questions and course assignment

What is a gender perspective?

Why are we working on this?

How can I work with a gender perspective while deployed?

This reading material will assist you in developing your capacity to use a gender perspective when you are deployed. The material builds on existing information and policies from the UN and other large international organizations – primarily the EU, AU and OSCE – on practical experiences and on research. Throughout the reading material, you will find reflective study questions. These will ask you to use your experiences and material from the mission or your own organization/country to go more in-depth into the topic. At the end of the reading material, you will find an assignment that you should complete before the Swedint course. This will allow you to more effectively exchange information with other course colleagues.
Reading material: Gender and Police Mandates in Field Operations

With reflective questions and course assignment

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1. Introduction

“An understanding of how conflict has affected the lives of women as compared to men, and girls as compared to boys, helps police peacekeepers to better understand the context in which they are working. This ensures that police peacekeepers do not make matters worse for the local population or reinforce past discrimination. Having an in-depth understanding of the gender issues in a particular country should ultimately lead to better-informed decisions and more effective implementation of police mandates” (UNPOL 2015).

The online lecture and this short introduction will assist you in developing your capacity to use a gender perspective when you are deployed. The material builds on existing information and policies from the UN and the other large international organizations, primarily the EU, AU and OSCE, on practical experiences and on research.¹

The first sections provide you with key terms and a background as to why we are working to strengthen the use of a gender perspective in international operations and missions.² How you will use the gender perspective on a day-to-day basis will then depend on your mission mandate and your exact function. Therefore, the final sections of this reading material and the PowerPoint presentation contain a framework of key areas.

Throughout the reading material, you will find reflective study questions. These will ask you to draw on your experiences and on material from the mission to which you will be deployed – or from your own organization/country – in order to go more in depth into the topic. Begin by doing the following:

1. **Select one mission**: If you are being deployed to a specific mission, then you chose this one. If you are not yet assigned to a specific mission, you can use examples and material from online pages on ongoing peace operations and missions. Select one mission which you think resembles the kind to which you might be assigned. You find links to such missions in this footnote.³

2. **Select one function**: Do the same regarding what kind of function/job you might be assigned to when you are deployed. That is, select one that you have been given, are likely to get or that you have worked with before.

The important thing is that you have one mission and one function in mind when you work with the questions. This will help you to form more concrete examples and make it easier to exchange ideas with your course colleagues. You do not have to complete all of the study questions, but you should select the ones you feel are most central in terms of how they can assist you in strengthening your capacity to work with a gender perspective. Once you have been deployed and assigned to a specific function, you can also use this material to finetune what a gender perspective will mean for you in practice while you are in the field.

At the end of the reading material, you will find **an assignment that you should complete before the course**. This assignment builds on your answers to the study questions. The assignment will allow you to more effectively exchange information with other course colleagues. In the appendix, you will find additional suggestions for further reading.

¹ Parts of this text draw on two evaluations of EU missions, see Olsson & Sundström et al. 2012 and Olsson et al. 2014.
² In this report, ‘mission’ and ‘operation’ will be used interchangeably.
2. What is a gender perspective?

Let us begin with key terms: gender, gender equality, gender mainstreaming, and gender balance. In order to focus and make the work more effective, the UN and other organizations have formally defined what is meant by them. This provides staff with a better opportunity to communicate and to understand what the mission is trying to achieve. We will base our discussions on definitions used in the UN, but the EU, the AU and the OSCE operate under similar understandings.

2.1. Gender

The most fundamental term is gender. Originally, we focused primarily on women, as they are the group being discriminated against. However, by the 1980s, it had been realized that men’s and women’s roles and situations are interrelated. Therefore, it is not possible to improve women’s situations if men’s situations and roles are not part of the effort. Moreover, women, men, girls and boys can face different problems during a war or a crisis. This makes it crucial to understand the situation of every group. For example, if you have worked with sexual violence, you know that women, men, boys and girls can all be victims, but that the crimes can look different in terms of form, perpetrator, context, and assistance needed.

‘Gender’ is therefore not just another word for ‘women’. Rather, gender can refer to both men and women – including masculine and feminine stereotypes – and the relationship between them. A commonly used definition has been established by the UN:

“Gender refers to the social attributes and opportunities associated with being male and female, and the relationships between women and men, and girls and boys, and those between women and those between men.”

What does this mean? It means that the situations for women and men can be different, and that they might have different abilities to handle threats, crises, and ongoing social developments. This also makes it likely that women and men can be affected by peace operation activities in different ways. This will become apparent if you read human rights reports that disaggregate the information by sex. Preparing for what such gender differences can mean for your work when you are deployed is a central part of your responsibility.

It is important to note that gender roles vary over time and between different countries. The roles of men and women will not be the same in your country compared to the area where you are deployed. In fact, gender roles can vary between different groups living in the same country. What women are responsible for, or what proper masculine behavior means, can differ between different ethnic groups, or between urban and rural settings. For example, if your work involves meeting with populations from different ethnic groups, women can live under very different security conditions in these groups. The same is true for the men.

This is probably something that you have many examples of from your work – most of this is quite commonsensical. What the international organizations are trying to do now

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* Regardless of what measure you use, there is no state anywhere in the world that has achieved equality between men and women.
is to use those insights systematically to further improve the implementation of peace operation mandates and to ensure an improved situation for both men and women.

2.2. Gender equality

Women and men are also valued differently in all societies all over the world. And as women and men face different situations and play different roles, the value difference affects their capacity to act or to get access to resources – such as money, information or legal protection. Therefore, there is a power dimension to gender that is captured in gender equality.

According to the UN:

“Gender equality refers to the equal rights, responsibilities and opportunities of women and men. Equality does not mean that women and men are the same but that women and men’s rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration – recognising the diversity of different groups of women and men” (UNPOL 2015).

An international convention outlining what gender equality means in practice was adopted in 1979, the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW). It has been signed and ratified by a majority of states the world over. For example, Article 15 states that women and men should be equal before the law, have the same “legal capacity” to enter into agreements, own land etc., and have the same right to freedom of movement (Grina 2011, 445). Countries regularly hand in reports on their work with CEDAW to the UN. In addition, women’s organizations often write their own shadow reports which provide more critical insights. Moreover, states have been allowed to make exceptions to CEDAW which can help you identify issues that are particularly sensitive. Therefore, reading material on CEDAW for the country to which you will be deployed is a good source for understanding the host state dynamics and issues on discrimination that you might observe. Most states have developed plans to address the identified problems that can give you additional insights.

In 2015, the member states of the UN adopted the Sustainable Development Goals. The fifth goal is to achieve gender equality and empower all women and girls. There are several targets. Particularly for the police, three central ones are to:

- End all forms of discrimination against all women and girls everywhere.
- Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation.
- Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.

Countries report on progress and challenges as well as develop action plans to reach these targets. These can constitute a good source of information when you are preparing.

Reflective question: Take a moment and search online for your own country’s CEDAW report and if there are plans for how to reach the Sustainable Development Goal on Gender Equality. What are the main problems for gender equality that they identify? Do
these problems have any effect on your work in the police service? Make a similar search and analysis of the country to which you might be deployed.

### 2.3. Gender mainstreaming

**Gender mainstreaming**, often short for gender equality mainstreaming, is an approach designed to effectively handle gender differences and to ensure that our main work contributes to gender equality over time. A key lesson learned is that this needs to be integrated into the core of our work, and not be conducted as a side project.

Gender mainstreaming is defined by the UN as:

> "...the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality" (UN Economic and Social Council, 1997).

As with the other terms, most organizations have followed the UN’s understanding, although the EU places even more emphasis on gender equality. Similar terms used are ‘gender perspective’ or ‘gender integration’.

In short, the definition means that gender mainstreaming is about how we realize the mandate and conduct our daily tasks. For example, if your mission is mandated to contribute to Internally Displaced People (IDP) camp security, then mainstreaming can mean the following: In the short term, the execution of that mandate analyzes and adapts its regular day-to-day tasks so that the mission supports the improved security of both men and women in the camp. In the longer term, our efforts should support that women and men get a more equal say in their own protection. We should strive for a fairer distribution of resources between men and women which will allow them to work more equally for their own security needs. This can involve how we distribute information, who gets consulted on the security situation, and how material resources are distributed.

**Reflective question:** Have you got experience from supporting gender mainstreaming in your own police service? If so, what are key experiences that you bring with you to the field?

### 2.4. Gender balancing

**Gender balancing** focuses on improving the participation of women in relation to that of men, i.e. to improve the balance in representation to make it more even. It involves all forms of functions and levels, including improving the number of women in leadership positions. A central theme is to remove discriminatory practices and to address negative stereotypes in male dominated organizations.

> “In the security sector in developed, developing, fragile and post conflict states there is a significantly higher proportion of men, thus gender balancing is a tool for recruiting and retaining women in the security sector, and in governance and oversight sectors” (Mobekk 2010, 279).

Since the 1990s, the United Nations – now also followed by other international organizations – has aimed to improve the number of uniformed women being sent out on mission. For example, in 2009, the UN launched “The Global Effort Initiative” aiming
to raise the number of women police in peace operations to 20 percent (UNPOL 2015). In combination, standards of behavior have been strengthened and consideration as to women’s access to equipment have been made to eliminate potential structural forms of discrimination.

Reflective question: Have you been involved in efforts to improve the number of women in your own police service? What did that work entail in practice and what were factors for success? Are there lessons learned from this work that you bring to the mission?

3. Why are we working on this?

This section will present a short background and outline the main policy decisions and ideas. These are the reason for why you are working on this and something you are contributing to through your work.

3.1. The framework for gender equality is established

Improvements and changes in gender equality constitute one of the largest social developments that has taken place in most states the world over. For more recent developments, the UN has played a key role, starting with the formulation of the UN Charter in 1945. After active lobbying and pressure from the only four women signatories present at the negotiations (from Brazil, the Dominican Republic, Australia and the United States)6, the Preamble came to read:

“We the peoples of the United Nations determined to save succeeding generations from the scourge of war which twice in our lifetime has brought untold sorrow to mankind, and to reaffirm faith in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women and of nations large and small” (United Nations 1996 [1945], 103, emphasis added).

With the formation of the Commission on the Status of Women (CSW) in 1946 by the UN’s Economic and Social Council (ECOSOC), the international community began to track global developments on gender equality more systematically (see United Nations 1996, 11–15; UN Women n.d.).7 From the beginning, gender equality was closely connected to human rights – the Declaration of Human Rights is therefore central – and to access to justice and protection. The initial work focused on legal developments to establish formal equal rights by removing discriminatory laws. As we discussed, the key result was the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), adopted in 1979. As noted by the UN:

“But even with the elimination of formal legal obstacles, discrimination often remained. Discrimination against women is defined in CEDAW as: “Any distinction, exclusion or

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6 For an overview, see for example, Skard (2008).
7 After the UN Decade for Women, the CSW’s mandate was widened to promote issues related to “equality, development and peace”. The mandate was again expanded after the Beijing conference to support gender mainstreaming in the UN system and to review developments in the areas included in the Beijing Platform for Action (see UN Women n.d.).
restriction made on the basis of sex that leads to the violation of the human rights and fundamental freedoms of women in the political, economic, social, cultural, civil or any other field." In order to come to terms with this, it was apparent that women’s situation and women’s rights have to be more closely connected to broader ongoing economic, political and security processes. The UN Decade for Women, declared by the General Assembly for the period 1975–1985, was a forum where this was further discussed.

An important step was taken at the UN Decade for Women’s third international conference, held in Nairobi in 1985. It was declared that we should consider all issues to be women’s issues. This is important, because the lesson learned was that it is not possible to successfully address women’s situation separate from that of men’s situation. For example, the UN cannot continue to work for security for men in one forum and then discuss the security of women in another. In short, we are not talking about ‘women’s issues’; we are talking about the need to use a gender perspective in the regular work for development, security and human rights in order to improve equality. These questions and standpoints were further addressed and formalized in the Beijing Declaration and Plan of Action, adopted in 1995 at the Fourth World Conference on Women held in Beijing; the ten-year follow up of the UN Decade. The result was the 1997 UN decision to use “gender mainstreaming” as the standard approach to address gender inequality (see United Nations 1985; United Nations 1996; Olsson 2000; Carey 2001; Hafner-Burton and Pollak 2002; Charlesworth 2005; Tryggestad 2009; Pratt and Richter-Devroe 2011; Dharmapuri 2012).

Another central outcome of the UN Decade for Women was that it strengthened the role of women’s organizations from around the world. They remain important actors to this day and will probably be important sources of information for you during your deployment. Consulting women’s organizations is a recommendation present in most international policies on gender. In the 90s, women’s organizations had also started to gain access to the UN system. In combination, Member States were taking an increased interest in gender equality. As a result, there was rising pressure on the UN’s Department of Peacekeeping Operations (DPKO) that it should start to use gender mainstreaming. In 1999, the DPKO launched a project called Mainstreaming a Gender Perspective in Multidimensional Peace Operations, which was financially supported by Member States such as Sweden, Denmark, Norway, Switzerland and Croatia. This project resulted in the Windhoek Declaration and Namibia Plan of Action; a plan then adopted by the General Assembly and recognized by the Security Council on the initiative of Namibia in October 2000 (for an overview of the entire process, see, for example, United Nations 1985; United Nations 1996; Olsson 2000; Carey 2001; Olsson 2001; Pilch 2003; Cohn, Kinsella and Gibbings 2004; Binder, Lukas and Schweiger 2008; Fujio 2008; Olsson 2009; Tryggestad 2009; Pratt and Richter-Devroe 2011; Dharmapuri 2012).

In addition, the Security Council had begun to slowly become more aware of the need for a gender perspective in 2000. The main push came when Bangladesh persuaded the other Council members that it should issue a Presidential Statement on Women, Peace and Security on International Women’s Day in March. Furthermore, in October, a meeting was arranged for the Security Council where women’s organizations from Guatemala, Somalia, Tanzania, and Sierra Leone presented their concerns to the Council members. Namibia, which held the chair of the Security Council, then organized the first Open Debate on Women, Peace and Security, during which about forty countries presented their concerns and requests. The Security Council, still under Namibian chairmanship, then adopted the first resolution on Women, Peace and

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9 This was the third conference. The previous two were held in Copenhagen (1980) and in Mexico City (1975).
The global push for gender equality has since continued. Gender equality is by now becoming more and more integrated in key policies and documents. For example, two of the main UN Security Council resolutions on the use of police in peace operations, resolutions 2185 (2014) and 2382 (2017), explicitly outline the need to gender mainstream and improve women’s participation. In adopting resolution 2382, it is stated that the Security Council will:

“...continue to promote and support the finalization and operationalization of the Strategic Guidance Framework for International Police Peacekeeping. It requested the Secretary-General to, among other things, provide updates on progress in terms of gender-responsive police reform and protection activities, where mandated, including efforts to make national police services more accessible and responsive to women.”

Reflective question: Look up and read through UN resolutions 2185 and 2382 and the Strategic Guidance Framework for International Police Peacekeeping. A) What do they say about gender and women’s situation? B) If you have worked with some of the identified issues, select one and consider what you would say is central for successfully addressing that in a peace operation.

3.2. Adopting the UN Resolutions on Women, Peace and Security

Since the adoption of resolutions on Women, Peace and Security is central for why peace operations work with a gender perspective, let us look closer at these resolutions. Today, in addition to resolution 1325 (October 2000), seven other thematic resolutions have been adopted: resolution 1820 (June 2008); 1888 (September 2009); 1889 (September 2009); 1960 (December 2010); 2106 (June 2013); 2122 (October 2013); and 2242 (October 2015). As a result, many states have today developed so-called National Action Plans on Women, Peace and Security which often include issues related to police, rule of law and access to justice. There is also a resolution which focuses on addressing Sexual Exploitation and Abuse, resolution 2272 (March 2016).

Reflective question: Take a moment to search online to see if your own country has a National Action Plan on Women, Peace and Security. If so, what does it say about the police? Make a similar search and analysis for the country to which you might be deployed.

Central themes in the resolutions are to improve women’s participation and protection – to make them more equal to the efforts made for the participation and protection of men – and to strengthen gender mainstreaming. These efforts should take place from the prevention of a conflict to the rehabilitation and peacebuilding after a conflict, including relief and recovery.

So, what do these themes mean and why them? When the Security Council adopted resolution 1325 in October 2000, the resolution rested on a substantive work by a number of actors: Member States (such as Bangladesh, Namibia, Canada, and Jamaica); women’s organizations (not least from areas affected by armed conflict); and UN actors (see Tryggestad 2009). Because the process has been moved forward and carried to such

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10 The Security Council members that unanimously adopted resolution 1325 were – apart from the permanent five (China, France, Russia, the United Kingdom, and the United States) – Argentina, Bangladesh, Canada, Jamaica, Malaysia, Mali, Namibia, the Netherlands, Tunisia, and Ukraine (see Hill et al. 2003).

a high degree by women’s activism, a central area of the resolution is to recognize and improve the participation of women in the work for peace and security. For example, the Security Council is:

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

The resolution stresses the relevance of women’s organizations from the host society participating in the entire peace process – from prevention to peacebuilding – and on all levels (Olsson 2000; Carey 2001; Olsson 2001; Chinkin and Charlesworth 2006; Binder, Lukas and Schweiger 2008; Fujio 2008; Barrow 2009; Bell and O’Rourke 2010; O’Connell 2011; Disney and Gbowee 2012). While originating primarily as a ‘rights issue’, the question of women’s participation has increasingly turned into an argument about the increased sustainability of a peace process. That is, that women’s participation makes peace more durable (Krause et al. 2018). This argument has also been inspired by research findings that gender inequality affects the risk of armed conflict (Caprioli 2000, 2005; Melander 2005a, 2005b) and that gender equality positively affects the success of peacebuilding (Gizelis 2009, 2011).

In addition to local women’s participation in peace processes, women working in the UN system had long felt discriminated against because of limitations in work opportunities in peace operations. This resulted in the creation of a network of female personnel trying to pressure the UN to deal with issues of internal discrimination. Increasing the number of women among peace operation personnel – that is, improving internal participation – therefore became another central part of resolution 1325 (Olsson 2000; Olsson 2001; Carey 2001; Charlesworth 2005; Olsson 2009; Karim and Beardsley 2017). In relation to this process, policies to improve the working environment – such as creating equal opportunities and handling harassment – are also key to success (see, for example, Olsson 2001; Harris and Goldsmith 2010; Schoeman 2010). The question of internal participation in peace operations has increasingly also been connected to questions of improved effectiveness (Batt and Valenius 2006; Bridges and Horsfall 2009; Olsson and Tejpar 2009; Dharmapuri 2011; Beardsley and Karim 2013, 2017). Moreover, it has been considered important to address negative behaviors of mission personnel, such as cases of sexual exploitation and abuse, in addition to handling behavioral issues internally in an operation. The primary approach is to handle these problems through the Standards of Behavior (Carey 2001; Olsson2001; Higate and Henry, 2004; Batt and Valenius 2006; Murphy 2006; Nduka-Agwu 2009; Kearney et al. 2011; Nordås and Rustad 2013).

Another key theme of resolution 1325 is the need to improve the protection of women in situations of armed conflict. Many women’s organizations had long argued that women’s security has not been given equal consideration to men’s security (see, for example, Carey 2001; Aolain 2006; Chinkin and Charlesworth 2006; Fujio 2008; Bell and O’Rourke 2010). For example, the resolution states that:

“Expressing concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and recognizing the consequent impact this has on durable peace and reconciliation.”
When resolution 1820 was adopted in 2008 it strengthened the focus on improving protection from Sexual and Gender-Based Violence related to armed conflict (SGBV). Three of the resolutions have since continued to strengthen the UN’s work with prevention and removing impunity for SGBV (1888, 1960, and 2106). These resolutions on protection affect how we should understand mission mandates on Protection of Civilians, supporting police and security sector reforms, capacity building etc. If you want more information, the UN Secretary General publishes a report each year on efforts to address SGBV. This can contain examples valuable for when you are preparing for deployment. There is also an increasing number of studies and guidelines on how to handle SGBV that can be relevant (see, for example, UNPOL 2015).

In our efforts to improve protection, the question of credibility is central. That is, the UN, EU, AU and OSCE, and other international organizations and member states are trying to prevent cases of sexual exploitation and abuse and other forms of misconduct perpetrated by mission personnel (see Pilch 2003; Anderson 2010; Aroussi 2011; Nordås 2011).

The final area of resolution 1325 addressed is that of gender mainstreaming. As it is formulated in the resolution, the Security Council:

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

In accordance with gender mainstreaming, all of the assignments in a mission mandate need to be analyzed and executed in a manner that ensures that the effects do not discriminate and that implementation benefits both men and women. As such, gender mainstreaming concerns all forms of missions – from the strategic to the technical – and all mandated assignments need to be considered from this perspective. For the police, it can involve security for IDP camps, crowd control operations, engagement with community projects, and all forms of support to institutional development and capacity building.

In addition to the content and aim of the resolutions, there are a number of tools available to support your work on gender mainstreaming, protection and participation. You can get access to pre-deployment training (such as this session) or in-mission training focusing even more directly on what a gender perspective means for your specific mission. The mission to which you will be deployed might also have conducted a more in-depth analysis identifying central points on gender and gender equality (a so-called ‘gender analysis’) that are key for your area of responsibility. The collection of sex disaggregated data and information are key. Otherwise, it is difficult to adapt planning, execution, and reporting (Hafner-Burton and Pollak 2002; Puechguirbal 2003; Dharmapuri 2011). In addition, there can be established support functions such as Gender Advisers or Gender Focal Points in the operation. The first UN Gender Adviser was appointed in 1999 to the mission in Sierra Leone, soon followed by the missions in Kosovo and Timor-Leste. Today, most international organizations deploy such specialists (for more information, see Puechguirbal 2003; Whittington 2003; Nduka-Agwu 2009; St-Pierre 2011 on the role of the Gender Adviser).

Reflective question: Take a moment to review and search for information about the mission you have selected. Does it mention a gender analysis having been done? If so, what are the main points that it identified? Moreover, does the material about the mission make references to the role of a Gender Adviser or Gender Focal Points? If so, what does the material say about these functions in your mission?
4. How can I work with a gender perspective?

How you will use a gender perspective in your work will depend on what mandate you operate under. For example, it depends on if the focus is on protection of civilians, police reform, or support to institutional development and capacity building. And the specific support you can give will depend on your function. For example, it will vary if you work with operation planning compared to directly supporting capacity building through interacting with local counterparts. We will now go through four main areas that existing policies and guidelines have identified as key. For each area, you will be presented with reflective questions and key points to think about when you prepare to be deployed.

As you can see in Figure 1, these four main areas are: 4.1 External integration. This area focuses on how to reach the objectives of the mission through mainstreaming the core of the work. 4.2 External participation. This area deals with questions on how to interact, and consult, with both men and women in the host community. 4.3 Internal integration. This focuses organizational issues in the operation itself, most notably, how to ensure that the operation can execute its mandate in a gender aware way. And finally, 4.4. Internal participation. This area deals with ensuring that both male and female colleagues can get fair working conditions and ensuring the professional behavior of all personnel.

It is important to already now note, however, that you will not be expected to address all areas when you are in mission. This structure aims to help you identify central aspects for your mission and to provide you with an understanding of what kind of issues that can come up when you are deployed.

Figure 1. Key areas for working with a gender perspective

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<tr>
<th>EXTERNAL</th>
<th>INTEGRATION</th>
<th>PARTICIPATION</th>
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<tbody>
<tr>
<td>4.1 Relevance for mandate/tasks/objectives</td>
<td>4.2 Relevance for collaborating with national actors and population</td>
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<tr>
<td>4.3 Relevance for capacity of the organization</td>
<td>4.4 Relevance for creating equal opportunities and upholding professional conduct</td>
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4.1. Relevance for mandate/objectives/tasks

For an operation, working to mainstream, or integrate, a gender perspective needs to begin with the interpretation of the core assignments of the mandate. As we have noted, there is a need for a gender perspective in police reform and restructuring processes; capacity building, including crimes statistics databases; supporting security for IDP camps; supporting recruitment processes in the host state police; and in the protection
of civilians. How this is support is given should then be connected to ongoing processes for gender equality in the host state. For you, an important first step is to look at the mandate assignments and to consider how implementing them could potentially affect men and women in the host population in different ways.

Going over the material from the mission, you will probably notice that a mandate and operation plans can contain two forms of writings on gender. The first is text prescribing that gender needs to be mainstreamed. This means that the mission needs to make efforts to adapt the work to ensure that it improves the situation for both men and women. The second is that the mandate and operation plans can contain specific measures meant to directly support local gender equality efforts or to improve women’s situation or security. These need to work in tandem to have a strong effect.

Reflective question: Read information about the mandate and operational documents describing the mission you have selected. A) What does the material say about gender or women more specifically? B) Are there specific aspects that you need to be aware of in terms of what women’s human rights situation looks like compared to men’s? C) Compare this information to the other reports you have read describing both men’s and women’s human rights situation and access to police and justice in your potential deployment area. Is this captured in the mandate text? D) Formulate 3–5 key points on what all of this could mean for your own daily work in the mission.

4.2. Relevance for cooperating with national actors and populations

The second key area focuses on our interaction with host state counterparts and how we can support that both local men and local women can participate and contribute. Here, too, there is a need to start by reviewing mission documents. Do they provide guidance on, for example, advising and mentoring, exchange of information, consultations, cooperation or direct support? If so, what actors are identified as important?

Reflective question: Read material about the mandate and operational documents describing the mission you have selected. A) What do they say about your interaction with national counterparts? Is there any reference to men and women among them? B) Does the material say something about men and women in the host population? C) And does it give you guidance as to how to reach different groups? D) Formulate 3–5 key points on what this could mean for your own daily work in the mission.

Who you cooperate with and who you meet will naturally depend on what function you have in the mission. If you work in planning, you will depend on information disaggregated by sex, and that reports on the tactical level include information from both men and women from the host state. If you work with supporting the host state police directly, it will involve considerations as to how you can reach and communicate with both men and women in the police service and with those interacting with the police. If you work at the highest leadership level, this area involves who you meet and how you communicate with counterpart representatives – men and women – about issues related to gender equality or women’s security and participation.

All personnel need to consider that women’s organizations are a particularly central group. These organizations often represent many different forms of interests. Many women’s organizations focus on supporting peacebuilding while others are involved in combating or addressing sexual violence or domestic violence, on improving women’s economic rights or strengthening political participation, or to ensure that women get better legal protection. Just note that women, like men, are political actors. As such, some women will be organized in the elite or have taken part in the armed conflict in a
direct or indirect role. For example, they can have belonged to a support wing of an armed group or be former combatants themselves.

**Reflective question:** Read information about the mandate and operational documents describing the mission you have selected. A) Does the material describe what different roles men and women played in the conflict? B) And does it identify key women’s organizations and how the mission should interact with these groups? C) If so, think about how this information can be relevant for the job that you might have in the mission. Also look at reports on gender equality or the National Action Plan and see if there is information on host state actors mentioned there which can be relevant for you.

### 4.3. Relevance for the capacity of the organization

If you are to hold a leadership position or are to work with information gathering, analysis, planning or reporting in the operation, you need to think about how you can support the integration of a gender perspective. This will be important for those on the tactical level.

A first step to ensure that gender mainstreaming is translated into the daily work of a mission can be to support the collection and use of information and data disaggregated by sex, and to make sure that this information is used in analysis and planning. This then needs to be followed up through reporting and benchmarking.

In addition, you might have support tools and experts to help you. In-mission gender training sessions can be available, and there can also be special reports that highlight the gender aspects in the mission area that can be used. Moreover, is there a Gender Adviser/Gender Focal Points in the mission? If so, what are their roles?

**Reflective question:** Read information about the mandate and operational documents describing the mission you have selected. A) Does the material describe how the mission handles gender mainstreaming today? If so, what does it say? B) Formulate 2–4 key points on what this could mean for your own daily work in the mission.

### 4.4. Relevance for equal opportunities and professional conduct

The final area focuses on our responsibility to support equal opportunities and uphold professional conduct.

Today, there is a strong focus on improving the gender balance among mission personnel, in all functions and at all levels, including leadership. This also entails ensuring that both male and female personnel can perform their assignments without discrimination. If you will be responsible for issues related to human resource management or work in a leadership position, this is naturally a particularly important area for you. It is essential that professional conduct is upheld. This is a shared responsibility for all personnel, which must also be monitored and enforced by leadership.

**Reflective question:** Read material about the mandate and operational documents describing the mission you have selected. A) What does the material say about recruitment policies and expectations of professional behavior? B) What does this information mean for your situation when working in the field? C) If you have experience in working for non-discrimination in your own police service, how can you use those experiences during deployment? C) Formulate 2–4 key points on what this could mean for your own daily work in the mission.
How men and women in the personnel treat each other also matters for the credibility of the mission. For example, problems with discrimination within the mission make it very difficult to support non-discriminatory behavior in the host state police service if that is part of the mandate. In addition, this is directly related to upholding the rules that regulate behavior of personnel toward the host population. In other words, how are the Standards of Behavior/Codes of Conduct implemented? Issues related to Sexual Exploitation and Abuse are serious offences and are in focus of efforts by international organizations and much debated in the media.

**Reflective question:** Read material about the mandate and operational documents describing the mission you have selected. A) Does the mission have a Standards of Behavior/Codes of Conduct and is there information about how these are upheld? B) What are your experiences in working to upholding such standards? And what would your main recommendation be to colleagues in how to address breaches of conduct? C) Formulate 2–3 key points on what this could mean for your own daily work in the mission.

### 5. Course assignment

We have now discussed the main ideas and areas that you need to be aware of when you are deployed. As described, for you, it means beginning by looking at material about the mandate, operational plans, and the tasks of the mission. In addition, you need to get an overview of the ongoing discussions and existing problems on gender equality and women’s and men’s security and participation in the host state.

**Course assignment:** Consider your answers to the reflective questions above (particularly in sections 4.1–4.4): A) Of the points that you have identified, which do you feel will be most relevant for you during the deployment? Narrow it down to 2–3 points. B) Formulate a short description (5–6 sentences) of the mission and function you have selected and an explanation for why the points you have identified are most important for you. C) Conclude by writing a short description of how you can work with these aspects while deployed. D) In addition, are there key issues and gaps in your understanding of a gender perspective that you would like to understand better? Write those down as well.

At the course, you will then get the opportunity to exchange information and experiences with colleagues to fill identified gaps and to gather more examples of what it can mean to work with a gender perspective in practice.

You can also find additional information in the appendix and online. The references to this compendium can provide you with additional relevant further readings.
Appendix: further reading

**Gender and police**


Sundin, Marielle and Louise Olsson, 2014. "Field Assessment: Implementing EU Gender Policy in EUPOL COPPS", Stockholm: Folke Bernadotte Academy. Source: [https://fba.se/contentassets/9a6c722004054e00b38983a23137a349/eupol-copps.pdf](https://fba.se/contentassets/9a6c722004054e00b38983a23137a349/eupol-copps.pdf)

**Gender equality information**


An overview of existing National Action Plans can be found on this internet page: [http://www.peacewomen.org/member-states](http://www.peacewomen.org/member-states)
References


Gender and Police Mandates in Field Operations

Reading material with reflective questions and course assignment

What is a gender perspective?

Why are we working on this?

How can I work with a gender perspective while deployed?

This reading material will assist you in developing your capacity to use a gender perspective when you are deployed. The material builds on existing information and policies from the UN and other large international organizations – primarily the EU, AU and OSCE – on practical experiences and on research. Throughout the reading material, you will find reflective study questions. These will ask you to use your experiences and material from the mission or your own organization/country to go more in-depth into the topic. At the end of the reading material, you will find an assignment that you should complete before the course. This will allow you to more effectively exchange information with other course colleagues.