

Gender CHECKLISTS

for crisis management personnel

2nd
edition

Compiled by
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together with CMC Finland and Fincen

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2nd edition

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What is gender?

≠ GENDER ≠ women

GENDER EQUALITY ≠ men and women
become the same

≡ SEX = biological and physiological
characteristics that define male, female
and intersex.

GENDER = socially determined definition
of women/femininity, men/masculinity
and sexual and gender minorities and
power relations between and among these;
constructed by a society and culture, and
change over time.

SEXUAL AND GENDER MINORITIES (SGMs)
= people whose sexual orientation,
gender identity or sexual characteristics
are different from the presumed majority
of the population; lesbian, gay, bisexual,
pansexual, transgender, transsexual, queer,
questioning, intersex, inter-gender and
asexual (abbreviated as LGBTIQA).

GENDER EQUALITY = equality among men,
women and sexual and gender minorities
= equal rights, equal access, equal
opportunities.

Why gender?

Women, girls and boys bear the brunt of many of the harmful consequences of armed conflict. Women and sexual and gender minorities often have fewer resources to protect themselves, and women with children frequently make up the majority of displaced and refugee populations. War tactics, such as sexual violence, can specifically target women and girls. Women and SGMs are also often excluded from reconstruction, which limits access to opportunities to recover, gain justice for human rights abuses and participate in shaping reformed laws and public institutions.

Specific attention to women is often necessary to address unequal and discriminatory laws, policies and practices that have disadvantaged women and continue to hold them back, e.g. denied political rights of women (right to vote, to be elected) or sexual violence (rape, trafficking).

Specific attention to women, however, does not preclude an understanding of men's specific needs and of activities targeting men and boys (e.g. ending sexual violence against men and boys).

Conflict exacerbates many inequalities that can last well after a war or conflict ends. A gender-relational approach is needed for peacekeeping and peacebuilding to be effective. Gender has been recognised as one of the key factors in violent conflicts and peacebuilding: men and women, including SGMs, are all differently involved in and affected by conflict and peacebuilding. For example, protecting civilians is impossible without understanding who is a civilian and what their different interests and needs are.

Gender identities, roles and expectations are closely tied to other identity markers such as class, age, marital status, disability, ethnicity and sexuality. For example, age can provide women with more respect and recognition; in some societies, however, if they are widows discrimination may increase. Also, depending on the location, elderly, lower-class urban men or educated, well-connected female political change-makers can be vulnerable groups.

In relation to a mission, women and men (including SGMs) can all provide different understandings of conflict, causes and solutions. Including both women and men in the mission at all levels affects the image of the mission among locals, helps sustain peace and achieve the goals of the mission mandate, and increases safety (both mission personnel and locals). Also, the failure to act when needed, in line with the mission's mandate and human rights laws, can make you and the mission's personnel part of the problem.

Pre-conditions: all peacekeepers/ personnel should know...

- how conflict impacts on different genders (women, men, boys, girls, sexual and gender minorities);
- how conflict has impacted gender roles, especially the responsibilities of men and women;
- how certain kinds of violence affect different genders differently (displacement, discrimination, family separation, economic deprivation, trauma, trafficking, sexual and domestic violence); and
- the different needs and interests of women, men, girls, boys and SGMs in the mission area.

United Nations Security Council Resolution 1325 'Women, Peace and Security'?



UNSCR1325 ≠ only increasing number of women



UNSCR 1325 = ensuring the participation of women and including women's interests in all decision making; the protection of women's and girls' safety, health and human rights; the prevention of (re)lapse into conflict and all forms of violence against women and girls, including sexual and gender-based violence; and addressing relief and recovery through a gendered lens, ensuring the special needs of women, men, boys and girls. Mainstreaming and including a gender perspective in all peace work and processes by both men and women.

UNSCR 1325 has been supported by seven United Nations Security Council resolutions: 1820, 1888, 1889, 1960, 2106, 2122 and 2242.

Rules, agreements and plans related to gender

International rules and agreements

- UN Security Council resolutions on ‘Women, Peace and Security’
- UN Security Council resolutions on Children and Armed Conflict
- UN Security Council resolutions on Protection of Civilians in Armed Conflict
- Beijing Declaration and Platform of Action
- Vienna Declaration and Programme of Action
- Sustainable Development Goals (SDGs)
- Commission on the Status of Women (CSW) Conclusions

Mission-related rules and plans

- Security Council Mandate
- Mandate Implementation Plan, Mission Concept
- Concept of Operations (CONOPS)
- Campaign Plans and Operation Orders
- Operations Plan (OPLAN)
- Mission Implementation Plan (MIP)
- Organograms (including gender advisors/focal points)
- Directives on the Use of Force (RoE & DUF)
- Status of Forces/Mission Agreement (SOFA/SOMA)
- Host state law, including gender laws
- 1325 National Action Plan and other national gender policies/strategies
- Implementation plan on 1325 in a ministry/institution

International legal instruments and core legal frameworks for peacekeeping operations

- UN Charter
- International Humanitarian Law
- International Human Rights Law
- Refugee Law
- Rome Statute of the International Criminal Court
- Convention on the Elimination of All Forms of Discrimination of Women (CEDAW)

Regional and other policies

- National Code of Conduct and 1325 National Action Plan
- UN, EU, OSCE and other Code of Conducts and regional policies (e.g. EU Policy Documents on 1325; African Union’s Gender Policy; OSCE’s Action Plan on Gender Equality,)
- UN Department for Peacekeeping Operations’ Policy on Gender Equality in Peacekeeping Operations

MILITARY CHECKLISTS

Management

- Encourage female participation in all aspects of unit administration, including decision making.
- Ensure gender issues are mainstreamed in all aspects of administrative activities of the military contingent.
- Ensure that no contingent personnel is disadvantaged because of his or her gender and eliminate gender stereotypic roles of female and male personnel of the military contingent.
- Create awareness about gender issues in the internal administration of the military peacekeeping contingent.
- Include minimum requirements for female deployments and consider deploying female peacekeepers in pairs for operational value.
- Provide female and male officers with equal opportunities to be nominated for mission support functions.
- Ensure that appropriate accommodation and separate ablution facilities are provided for the contingent's female personnel (also when designing transit camps).
- Ensure military issued uniforms and kits for female personnel are designed in line with their physiological features and advocate for the provision of equipment that will not hinder their ability to perform their duties.
- Ensure the provision of the required health, recreational and sanitation needs of female personnel (including gynaecological services).
- Uphold a zero-tolerance policy on discrimination (e.g. disrespectful posters and jokes), sexual abuse and harassment or any misconduct, and ensure that all perpetrators are held accountable.
- Collaborate with the mission gender advisor on planning, implementation and reporting activities.
- Coordinate gender issues with governmental and non-governmental organisations, including local human rights and women's organisations (e.g. DDR of female combatants, election security issues etc.) and provide local people with the opportunity to contribute to mandate implementation.
- Ensure that gender analysis of the mission is made, and reviewed and updated on a regular basis.
- Ensure that all personnel have had adequate gender and human rights training.
- Ensure that there are clear orders and instructions on gender issues.

- Ensure that the gender policy of the operation/host organisation, if existing, is disseminated and its content widely known.
- Report publicly and regularly on abuses and violations of human rights and violations of international humanitarian law, including those that may amount to war crimes or crimes against humanity.
- Ensure a gender-balanced mentoring team to serve as role models for the local forces.
- Advise to appoint gender focal points or units within each military contingent with clear terms of reference.
- Provide gender awareness education and human rights training to all at the national security and armed forces, including guidance on preventing sexual violence and protecting people, particularly women and girls, from sexual violence. In addition, mainstream gender and human rights in other trainings.

Support to Local Forces

- Encourage female recruitment and an equal chance to apply for positions, removing any barriers and obstacles to the recruitment of women.
- Ensure that practices and facilities are in place to allow recruit female officers safely (such as separate ablution facilities, several women on duty at a time).
- Uphold the zero-tolerance policy on sexual exploitation and abuse.
- Discourage the recruitment of persons with a history of sexual abuse and violence or any other serious crimes.
- Ensure that military attire (uniforms, boots) are tailored to fit specific body sizes of females.
- Ensure that the local community understands the roles and tasks of the women in the local forces to prevent them from being rejected by their community.
- Ensure female military personnel are available to screen female ex-combatants and provide separate living facilities and adequate protection in the camps.

Example

Patrolling, Protection of Civilians

In one instance in eastern DRC, truckloads of MONUC peacekeepers drove into the bush and kept their headlights on all night to signal their presence in the area. In the morning, numerous women/girls were found sleeping in the safe

area beneath the headlights. A visible presence can provide an anchor/congregation point for at-risk civilians. The use of flares/illumination mortars ('night flashes') is a form of 'deterrence through presence' in areas where women/girls are being abducted and raped.

Protection of Civilians (women, men, girls, boys, including SGMs)

- Deploy mixed teams in protection tasks.
- Ensure the safety of victims of physical violence (e.g. sexual/domestic violence) and refer victims to UNPOL or civilian components (e.g. human rights office) for follow-up support and appropriate recording of the incident, and liaison with local authorities.
- Respect the confidentiality of the affected person(s) and their families and respect the wishes, rights and dignity of the victim.
- Consult with local human rights and women's organisations to ensure equitable and fair access by women, girls and boys to humanitarian aid; pay specific attention to possible vulnerable people (elderly, pregnant and lactating mothers) when overseeing food distribution.
- Extend military escort activities to humanitarian agencies that provide services to victims of (sexual) violence.
- Keep areas in potential danger of gender-based violence or routes infiltrated by rebels under 24/7 surveillance; ensure that response mechanisms are in place to prepare for further potential attacks.

Patrol, Checkpoint and Roadblock Duties

- Use mixed teams to consult with women and men in local communities, and stay with locals in villages to make them feel confident about your work.
- Use female personnel to observe, interview and search local women (incl. female ex-combatants); ensure the presence of female officers, UNPOL or local police in the absence of female military officers.
- Provide separate booths to conduct searches of women and men, and maintain separate holding areas for men and women at checkpoints and roadblocks.
- Use both female and male language assistants and interpreters, and engage local female informants (e.g. on the movement and storage of arms in the community, hiding places of perpetrators).
- Consult local women to identify patrol routes and consider local girls' and women's patterns of activities in selecting (foot) patrol routes and timings, e.g. firewood and water collections routes, food aid routes, market area/trade routes, children's school routes and playing fields, and routes to polling stations.
- Increase mixed-team patrols in areas with a high number of reported cases of violence against women (e.g. use night patrols and unannounced random patrols, if possible).

Monitoring, Reporting and Liaising

- Use mixed-teams in monitoring and verification activities.
- Ensure local women and women's organisations are adequately consulted (also by JOC and JMAC teams).
- Use sex-disaggregated data in all reporting.
- Elaborate differences in security risks facing women and men in reporting, and report on trends relating to sexual violence against women, men, girls and boys as well as SGMs, if possible.
- Consult the mission gender advisor to identify special security threats to women, men, girls and boys, including SGMs.
- Ensure follow-up on suspected cases of sexual abuse or gender-based violence.
- Inform local women and women's organisations about operation and military activities, and provide the contact information of military gender focal points to local women's organisations.
- Assist in disseminating information to local women and possible vulnerable groups (including campaigns to prevent sexual violence).

Civil-Military Cooperation

- Ensure the involvement of local human rights and women's organisations in civil-military cooperation and projects.
- Analyse the gender impact of the civil-military cooperation, and review and monitor the gender impact.
- Ensure the local ownership throughout the project cycle and different phases of the project.
- Use project cycle tools to identify, plan, implement, monitor and evaluate the project.
- Have an exit strategy in place and ensure that the beneficial impact of the project continues after the project has finished.
- See examples of quick impact projects at: bit.ly/quickimpact and guidelines for quick impact projects at: bit.ly/quickimpactguidelines.

Example

Data and Reporting

Use sex-disaggregated data: for example "200 inhabitants were evacuated from the village to a safe area" vs. "75 women, 25 men, 65 girls and 35 boys were evacuated from the village to a safe area"

CIVILIAN CHECKLISTS

Management

- Encourage female participation in all aspects of administration in mission and security sector institutions, including decision making.
- Ensure gender issues are mainstreamed in all aspects of administrative activities in the mission.
- Ensure that no personnel is disadvantaged because of his or her gender, including SGMs, and eliminate gender stereotypic roles of female and male personnel of the mission.
- Create awareness about gender issues in the internal administration of the mission.
- Ensure that equal recruitment opportunities and selection criteria are in place for men and women.
- Promote family-friendly policies to ensure an equal retention of men and women.
- Provide female and male officers with equal opportunities to be nominated for mission support functions.
- Consider gender roles in local society when deciding on the location of the office, transportation to and from the office and working hours/shifts of local staff.
- Ensure separate and secure accommodation, washing and changing areas for female and male staff.
- If housing is provided and the mission allows, ensure that it is suitable for families.
- Ensure uniforms and kits for female personnel are designed in line with their physiological features and advocate for the provision of equipment that will not hinder their ability to perform their duties.
- Ensure the provision of the required health, recreational and sanitation needs of female personnel (including gynaecological services).
- Uphold a zero-tolerance policy on discrimination (e.g. disrespectful posters, jokes), sexual abuse and harassment or any misconduct, and ensure perpetrators are held accountable.
- Collaborate with the mission gender advisor on planning, implementation and reporting activities.
- Coordinate gender issues with governmental and non-governmental organisations, including local human rights and women's organisations (e.g. election security issues).

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- Ensure that gender analysis of the mission is made and reviewed and updated on a regular basis.
 - Ensure clear guidelines and adequate training is given on gender issues to all personnel.
 - Ensure an adequate budget and other resource allocations to carry out gender-related actions.
 - Encourage gender-sensitive budgeting.
 - Ensure that the gender policy of the mission/host organisation, if existing, is disseminated and the content of it is widely known.
 - Ensure that the institution/mission emphasises gender equality goals from the top down, and presents them to the public as well.
 - Create a mentoring system that provides advice, guidance and feedback to local security officials on gender issues, and ensure that the mentors are well-trained for the task.
 - Promote internal and external oversight mechanisms to supervise the gender responsiveness of the institution/mission.
 - Include sex-disaggregated data in all briefings, reports and presentations.
 - Consult with local and international human rights and women's groups regularly, and coordinate gender issues in donor coordination groups.
 - Establish an accessible mechanism for the public, especially women, to provide feedback to the security sector and mission on their performance.
 - Seek donors who are committed to promote gender equality and local ownership, and suggest projects where gender equality is integrated.
 - Analyse the human rights situation (legal and institutional) and risks of human rights violations, and identify possible improvements.
 - Conduct gender-responsive SSR assessments, and survey the different security and justice needs and capacities of women, men, boys, girls and SGMs.
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Police Services

- Promote measures to ensure that police services are equally accessible and responsive to the needs of women, men, boys, girls and SGM in the community.
- Promote female participation at all levels and especially in committees and boards at strategic level and when planning and managing reforms.
- Provide information about access to services and public safety.
- Ensure that an adequate number of female officers are available to deal with female prisoners, victims and witnesses.
- Ensure that there are appropriate detention facilities for men, women and under-aged children (under 18 years).
- Provide gender awareness and human rights training to all at the national security forces, including guidance on gender-related crimes, gender-based violence (e.g. human trafficking, family violence, sexual assault) and protecting especially women, girls, boys and SGMs from violence. In addition, mainstream gender and human rights in other trainings.
- Encourage the establishment of special units/services (e.g. private interview areas, translators, special units) to address gender-related crimes.
- Compile and publish data/statistics on gender-based violence and crimes.
- Facilitate the establishment of sound working relationships with women's organisations and community groups.
- Establish an accessible mechanism for the public, especially women, to provide feedback to the police on their performance, and monitor the feedback and complaints.

Example

What does discrimination mean in practice?

Scenario: XYZ organization is hiring an expert. Both men and women can apply.

Job description: The job requires that the candidate must have served in all the different divisions, including a crime division.

Obstacle: There is another policy that prohibits women from serving in the crime division due to high safety risks.

As a result: No women can meet the requirements for the job.

- Collect sex-disaggregated data to reflect police performance that has an impact on gender.
- Promote measures that help the institution/mission organisation meet the needs and earn the trust of the community.
- Consult local and international human rights and women's groups regularly.
- Consult gender advisors working in your mission as well as in international organisations (military, UN, etc.).
- Use mixed teams in patrols.
- Ensure cooperation between the police and hospitals/medical clinics and the prosecution services.

Justice Sector Institutions

- Encourage prosecutors, judges, lawyers to attend training on women's human rights and gender-related crimes.
- Ensure that copies of legislation and jurisprudence affecting women are easily available.
- Encourage the establishment of specialist prosecution units, judges and courts to deal with gender-related crimes.
- Promote measures where women, men, boys and girls are able to attend court (including rural areas and areas where minority communities live).
- Promote campaigns, activities that educate women, men, boys and girls on their human and legal rights, and promote access to justice programmes.
- Promote measures where women and men (including SGMs) are able to get the services of a lawyer/paralegal, even if they cannot afford to pay.
- Ensure adequate policies for sentencing or deciding pre-trial measures for pregnant women or a child's sole or primary caretaker.
- Compile and publish data/statistics on gender-based violence cases and sentences.
- Compile sex-disaggregated data on prisoners and people waiting to be tried.

- Ensure the institution/mission is monitored for compliance with national laws and policies on gender issues as well as regional and international human rights laws and standards.
 - Review if women, or particular groups of women or men, are excluded by law from any roles within the justice system.
 - Review national security, defence, gender laws and strategies.
 - Establish an accessible mechanism for the public, especially women and SGMs, to provide feedback to the justice sector on their performance.
 - Promote measures that help the institution/mission organisation to meet the needs and earn the trust of the community.
 - Consult local and international human rights and women's groups regularly.
 - Ensure good coordination between prosecutors, police, prisons and armed forces on gender-related crimes.
- Border**
- Encourage the mainstreaming of gender issues and increased recruitment, retention and advancement of women in all border management processes.
 - Assess, review and monitor border management policies and procedures to incorporate gender issues, and ensure service-oriented policies.
 - Ensure adequate gender and human rights training, and evaluate the training given to the personnel.
 - Ensure that asylum-seekers, particularly women, can have an interviewer and an interpreter of the same sex to build confidence and provide a more conducive environment.
 - Ensure the presence of female entry officials in border control operations and in the course of routine border tasks.
 - Be sensitive to gender, age and diversity factors affecting communication and questions to be asked.
 - Provide access to legal counsel and maintain the confidentiality of asylum-seekers.
 - Communicate separately with all members of a family, especially the female members.
 - Create as much self-awareness as possible with regard to one's own stereotypes or biases.

- Ensure the capacity to recognise and identify human trafficking.
 - Avoid pushing women or men (including SGMs) to talk about problems related to sexual violence or to provide any details on the substance of their asylum claim.
 - When suspecting that a person (man, woman, girl, boy, including SGMs) is a victim of sexual violence or human trafficking: ask discreet and indirect questions that could enable the person to take appropriate protection measures; avoid re-traumatising; ensure physical and medical needs are attend to; and contact human rights organisations providing services for victims.
 - Ensure standard operating procedures are in place for referral and investigation (including ethical and safe interviews with trafficked people).
 - Assess and collect knowledge about trafficking trends, patterns, tactics, routes and traffickers' methods.
 - Cooperate with women's organisations and other CSOs to provide services to victims.
 - Cooperate with police services and other government agencies.
 - Collaborate and share intelligence with border communities, regional and cross-border collaboration.
 - Ensure the meaningful collection, analysis and distribution of trafficking data; at the minimum, information should be disaggregated by sex, age and destination.
- ### Rescue Work
- Take measures to prevent sexual violence and abuse.
 - Promote timely gender analysis on risks, concerns, capacities, skills and assets including sex-disaggregated data.
 - Integrate gender issues into preparedness and resilience processes from data collection, assessments, planning and capacity-building for national partners.
 - Integrate gender issues into all coordination efforts with different actors, and support gender programming.
 - Ensure women, girls, boys and men participate in the design, implementation, monitoring and evaluation of humanitarian responses, and that women are in decision-making positions.
 - Ensure that monitoring and evaluation mechanisms can ascertain if the different needs of women, girls, boys and men have been met in the humanitarian response.
 - Develop communication and advocacy products that capture the different needs, capacities and voices of women, girls, boys and men.
 - Take into account the impact of cultural practices such as restrictions on mobility for women and girls.
 - Consider the composition of service-delivery teams (in terms of male and

female) when addressing barriers to access assistance.

- Ensure that registration for humanitarian assistance does not exclude some groups such as single women, female heads of households, women in polygamous marriages and widows.
 - Ensure that women and men benefit equally from training and other capacity-building activities.
 - Ensure the presence of lighting around camps/settlements, but specifically around sanitation facilities.
 - Consider the distance between common facilities, such as toilets, water points and dwelling places, to reduce the risks of sexual violence.
 - Consider the timing for distributing food or non-food items so that people can collect them and get home safely.
 - Provide safe spaces for women to seek psychosocial support and air their views.
 - Ensure the protection of children from forced recruitment.
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Policy Documents & Other useful sources

Commission on the Status of Women (CSW) is the principal global intergovernmental body, which promotes women's rights, documents the reality of women's lives, and shapes global standards on gender equality and the empowerment of women.

See more at: www.unwomen.org/en/csw

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PeaceWomen gathers information and reports on the implementation of 1325 at national, regional and the UN level. See more at: www.peacewomen.org/

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1325 Network Finland is an open network established in 2006. The Network consist of non-governmental organizations as well as independent researchers and experts. The objective of the network is to enhance the implementation of the United Nations Security Council Resolution 1325 "Women, Peace and Security" in Finland.

www.1325.fi



The Finnish Defence Forces International Centre (FINCENT), formerly known as the UN Training Centre, was founded in 1969 as the first peacekeeping training centre in the world. FINCENT organises courses, seminars and exercises within the framework of the UN, the EU, NATO and NATO/Partnership and the AU.

www.fincent.fi

CMCFinland

Kriisinhallintakeskus
Crisis Management Centre Finland

The Crisis Management Centre Finland (CMC Finland) is a governmental institution and a centre of expertise in civilian crisis management and civil protection. The main tasks of CMC Finland are to train and recruit experts for international civilian crisis management, peacebuilding and civil protection mission as well as conduct research focusing on civilian crisis management. CMC Finland acts as a national head office for all seconded Finnish civilian crisis management and civil protection professionals.

www.cmcfinland.fi