

Department for Disarmament Affairs

Gender Mainstreaming Action Plan

PUBLIC VERSION

This document contains excerpts from DDA's internal action plan to implement a mainstreaming strategy in support of gender equality. The original document was drafted for internal use by DDA. Because of the interest in our process we welcome the opportunity to share our document. Some chapters (notably Chapter 2 outlining the goals of the Action Plan) reflect the strategy adopted by DDA. Other chapters (notably the annexes) are provided as background and food for thought in the ongoing challenge to identify ways and opportunities to simultaneously work for disarmament and gender equality.

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Abbreviations

| | |
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| CAB | Conventional Arms Branch |
| CASA | Coordinating Action on Small Arms |
| CD | Conference on Disarmament |
| CEDAW | Convention on the Elimination of All Forms of Discrimination Against Women |
| CSW | Commission on the Status of Women |
| DAW | Division for the Advancement of Women |
| DESA | Department for Economic and Social Affairs |
| DDA | Department for Disarmament Affairs |
| DD & R | demobilization, demilitarization and reintegration |
| DPI | Department of Public Information |
| ECOSOC | Economic and Social Council |
| MDI | Monitoring, Database and Information Branch |
| NATO | North Atlantic Treaty Organization |
| NGO | non-governmental organization |
| OAS | Organization of American States |
| OHRM | Office of Human Resources Management |
| OIOS | Office of Internal Oversight Services |
| OSAGI | Office of the Special Adviser on Gender Issues and Advancement of Women |
| OSCE | Organization for Security and Co-operation in Europe |
| OUSG | Office of the Under Secretary-General |
| PAS | Performance Appraisal System |
| SALW | small arms and light weapons |
| RDB | Regional Disarmament Branch |
| UNIDIR | United Nations Institute for Disarmament Research |
| UNIFEM | United Nations Development Fund for Women |
| WMD | weapons of mass destruction |

Disarmament and gender equality “are global public goods whose benefits are shared by all and monopolized by no one. In the UN system, both are cross-cutting issues, for what office or department of the United Nations does not stand to gain by progress in gender equality or disarmament? When women move forward, and when disarmament moves forward, the world moves forward. Unfortunately, the same applies in reverse: setbacks in these areas impose costs for all.”

Jayantha Dhanapala
Under Secretary-General
Department for Disarmament Affairs
Nov. 8, 2002

1.0 Introduction

This document sets out an *Action Plan for Gender Mainstreaming* for the United Nations Department for Disarmament Affairs for April 2003 – December 2005. It was developed as an internal working document through an extensive consultative process with DDA staff.¹ Although the primary target audience for this Action Plan is DDA, it is hoped that the experience of developing the Plan and the lessons learned during implementation will benefit other United Nations departments and agencies as well.

Throughout the development of the Action Plan there was much willingness among DDA staff to explore how and why gender perspectives are relevant to their work. This Plan identifies practical steps to be taken relating to both the substantive areas of work (such as small arms and weapons of mass destruction) and to common methods of work (such as organizing panels or public outreach). The Plan sets out the next phase in DDA’s ongoing effort to explore the overlap, relevance and potential synergy between efforts to promote disarmament and efforts to promote gender equality. There is still much to be learned, many questions to be asked and numerous issues to explore, but it is hoped that this Action Plan will lay a fruitful basis for future work, including a deeper understanding of the substantive issues and the creation and identification of additional practical opportunities for gender mainstreaming in disarmament.

This Action Plan builds on past efforts of DDA to promote understanding of the importance of gender perspectives in disarmament work. In 2001 DDA, in collaboration with the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) of the Department for Economic and Social Affairs (DESA), published *Gender Perspectives on Disarmament: Briefing Notes*.² These six thematic

¹ The two consultants facilitating the drafting of the Action Plan were Merav Datan and Beth Woroniuk.

² See <http://disarmament.un.org/gender.htm>.

short briefing papers on how and why gender perspectives are relevant in disarmament issues. DDA has also made efforts to promote gender balance within the Department and on the Secretary General's Advisory Board on Disarmament Affairs. Additional examples of DDA's work on gender issues is documented in Chapter 3. The Gender Mainstreaming Action Plan is an outgrowth of these efforts and, in turn, is intended to strengthen, consolidate, inform and guide such efforts into the future.

The competence development programme for DDA was sponsored by the Office of Human Resources Management (OHRM) to promote an active and visible policy on mainstreaming gender perspectives in the work of the Organization.³

1.1 Overview

The remainder of Chapter 1 provides a brief overview of the underlying themes relating to gender and disarmament in order to set the stage for a consideration of gender issues in the work of the Department. Chapter 1 also presents the mandate for the Action Plan, offers definitions of gender mainstreaming and gender balance for the purposes of the Plan, and suggests mechanisms for reporting on and monitoring of the implementation of the Action Plan.

Chapter 2 introduces and elaborates on the goals and sub-goals of the Action Plan. Chapter 3 provides the elements of DDA's Gender Mainstreaming Action Plan for each of the Department's Branches, including work to date, areas of work where a gender perspective is particularly relevant, and concrete entry points organized by Action Plan sub-goals. Each activity and entry point outlined in Chapter 3 has been approved by the appropriate Branch. Chapter 4 presents checklists for Department use as ongoing reminders of gender mainstreaming opportunities and rationales. Annex 1 explores gender and disarmament themes in greater depth, and Annex 2 explores some of the concrete linkages between disarmament issues and gender.

1.1.1 Furthering disarmament through gender perspectives

The starting point for the Action Plan is the belief that the incorporation of gender perspectives into the ongoing work of the Department will strengthen disarmament and security work. In the field of conflict prevention, for example, there is a growing recognition of the value of incorporating gender perspectives, which has led to an increased recognition of the role of women in prevention of conflict. Security Council Resolution 1325 (2000) on Women, Peace and Security, the Secretary General's Report on Conflict Prevention of June 2001, and the G8 Rome Foreign Ministers Initiative on Conflict Prevention of July 2001⁴ are examples of this increased awareness. Similarly, disarmament work can benefit from an increased awareness of gender perspectives.

In order to better understand how the mainstreaming of gender perspectives can further disarmament goals, it is necessary to examine the social and political context in which disarmament is relevant, primarily armed conflict (including pre-, post-, and during conflict) as well as policy and decision-making about weapons development, production, deployment, use, limitation, and elimination.

Gender analysis begins with people, their experiences and their lives, rather than with notions of state security. Decisions about weapons – whether to develop, acquire, keep, turn in, or destroy them – do not

³ DDA is also grateful for the support, comments and collaboration provided by OSAGI, DAW and UNIFEM.

⁴ Conclusions of the meeting of the G8 Foreign Ministers' Meeting, G8 Roma Initiatives On Conflict Prevention, July 18-19, 2001, Rome, Italy. *Strengthening The Role Of Women In Conflict Prevention*. See http://www.library.utoronto.ca/g7/foreign/fm091901_con_att2.html

take place in a vacuum but in a political, economic, and social context. Men and women experience weapons in a multi-dimensional context, and their decisions about weapons have gender dimensions.

Among the broad recurrent themes in gender and disarmament work is the question of who the players are, and – related to that – how gender identities, relations, inequalities and perceptions have shaped their politics and policies. A gender analysis in disarmament work raises questions such as: Whose experiences (in combat or in the community before, during, and after conflict) are most visible and therefore influential? Who has access to policy- and decision-making? Who has the technical expertise, or access to it, in order to participate in weapons-related policy-making? Why? What are the assumptions and priorities of decision-makers regarding security, peace, self-image and power?

Disarmament work also has meaning only in context, a context largely shaped by perceptions of security. Yet the relationship between security and disarmament is highly subjective. There is in fact no consensus that disarmament is an element of security, and many influential players in today's world rely explicitly and extensively on "armament" for their security. Disarmament, however, by its very nature is an implicit critique of such notions of security through threat or use of force. Rather, disarmament goals are consistent with a concept of security based on cooperation and common interests rather than military domination and force projection. In this sense, both disarmament and gender analysis offer critical approaches to the concept of national security grounded in military superiority and the threat or use of force.

Perceptions of security and decisions about weapons take place in relation not only to political (and economic) considerations but also in a social and human context. Understanding this context, by understanding better how gender plays into notions of security and perceptions of weapons, can help clarify the challenges to and opportunities for disarmament. Thus understanding the relationships between gender and security, and between gender and weapons, can help further the goals of disarmament.⁵

1.2 Mandate for the Action Plan

The UN and DDA benefit from an extensive corpus of mandates, legislative and non-legislative, including internal policy. Building on the DDA vision statement and DDA's work to date, the Office of Internal Oversight Services (OIOS) recommended that DDA should consider developing a plan of action on gender and disarmament. This direct mandate, as well as broader and related mandates that set the context for this Action Plan, are described below.

1.2.1 DDA Vision Statement (1999)

Excerpt: "... We affirm our commitment -- to perform these roles with dedication and diligence; to assist the Secretary-General, Member States, and groups within civil society; to promote equal opportunities for men and women, while promoting gender perspectives on disarmament; and to bring credit to the United Nations in the goals we seek and the means we pursue to achieve them."⁶

⁵ For concrete examples of issues and questions raised by a gender perspective in specific substantive DDA themes, see Annex 2.

⁶ See <http://disarmament.un.org/dda-vision.htm>

1.2.2 OIOS Report - DDA (2002)

OIOS Recommendation 80: “The Department should consider developing a forward-oriented plan of action on gender and disarmament, including specific activities to be reflected in its plan of work (paras. 15 and 16) (SP-01-003-03).”⁷

1.2.3 Security Council Resolution 1325 (2000) on Women, Peace and Security

Security Council Resolution 1325 drew attention to the role and experience of women and girls in matters of peace and security. The preambular and operative paragraphs below are especially relevant to disarmament:

“The Security Council ...

“*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, ...

“*Emphasizing* the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls, ...

“8. *Calls on* all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, ...

“13. *Encourages* all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants.”

1.2.4 Secretary-General's Report on Women, Peace and Security (S/2002/1154)

Specific relevant actions include:

Action 1. Ensure that awareness of violations of human rights of women informs peace support operations

Action 2. Identify and utilize local sources of information through the establishment of regular contacts with women's groups and networks.

Action 19. Incorporate the priorities and needs of women and girls as ex-combatants, camp followers and families of ex-combatants in design and implementation of DDR programmes ... to ensure the success of the programmes and participation and full access to benefits for women and girls.

Action 20. Increase DDR programmes for child soldiers, incorporate the needs of girl soldiers, and identify means to support those child soldiers, including girls, who do not enter DDR programmes.

Action 21. Recognize the impact of armed conflict and displacement on family relations and the risks of domestic violence, and develop programmes to prevent domestic violence.

⁷ Report of the Secretary-General on the activities of the Office of Internal Oversight Services, "Inspection of programme management and administrative practices in the Department for Disarmament Affairs" (A/56/817), 12 Feb 2002, p. 17.

1.2.5 Security Council Presidential Statement 31 October 2002 (S/PRST/2002/32)

Specific relevant paragraphs include:

Para. 3. Increase the number of women serving as high-level representatives to achieve the overall goal of gender balance.

Para. 7. Establish regular contacts with local women's groups and networks in order to utilize their knowledge of both the impact of armed conflict on women and girls, including as victims and ex-combatants, and of peacekeeping operations, to ensure that those groups are actively involved in reconstruction processes, particularly at decision-making levels.

1.2.6 Secretary-General's letter (October 1997)

In his letter of October 1997, the Secretary-General wrote to all heads of departments, programmes and regional commissions on gender mainstreaming. He stressed that *"this process is the responsibility of us all, and not just gender experts or isolated units."* The letter included concrete directives:

- analytical reports and recommendations on policy and operational issues within each area of responsibility should take gender differences and disparities fully into account;
- specific strategies should be formulated for gender mainstreaming and priorities should be established;
- systematic use of gender analysis, sex-disaggregation of data, and commissioning of sector-specific gender studies and surveys is required;
- medium-term plans and budgets should be prepared in such a manner that gender perspectives and gender equality issues are explicit.

1.2.7 ECOSOC Agreed Conclusions on Gender Mainstreaming (1997/02)

The Agreed Conclusions emphasize the need to incorporate gender perspectives into the mainstream of all areas of the United Nations' work, including macroeconomic questions, operational activities for development, poverty eradication, human rights, humanitarian assistance, budgeting, disarmament, peace and security and legal affairs.⁸

1.2.8 Beijing Platform for Action (1995)

Para 141. In addressing armed or other conflicts, an active and visible policy of mainstreaming a gender perspective into all policies and programmes should be promoted so that before decisions are taken an analysis is made of the effects on women and men, respectively.

Para 143 [Actions to be taken] by Governments

(f) Recognizing the leading role that women have played in the peace movement:

- Work actively towards general and complete disarmament under strict and effective international control;
- Support negotiations on the conclusion without delay, of a universal and multilaterally and effectively verifiable comprehensive nuclear-test-ban treaty that contributes to nuclear disarmament and the prevention of the proliferation of nuclear weapons in all its aspects.

⁸ See <http://www.un.org/womenwatch/daw/csw/GMS.PDF>.

- Pending the entry into force of a comprehensive nuclear-test-ban treaty, exercise the utmost restraint in respect of nuclear testing.

144. [Actions to be taken] By governments and international and regional organizations

(c) Strengthen the role of women and ensure equitable representation of women at all decision-making levels in national and international institutions which may make or influence policy with regard to matters related to peace-keeping, preventive diplomacy and related activities and in all stages of peace mediation and negotiations...

See also Para 138.

1.2.9 Commission on the Status of Women (CSW) Agreed Conclusions 1998/2 on women in armed conflict

Encourage as appropriate the role of women in the peace movement, working towards general and complete disarmament under strict and effective international control including disarmament of all types of weapons of mass destruction.

1.2.10 23rd Special Session of the General Assembly "Women 2000: gender equality, development and peace for the twenty-first century"

99k. Strengthen efforts towards general and complete disarmament under strict and effective international control, based on the priorities established by the United Nations in the field of disarmament, so that released resources could be used for, *inter alia*, social and economic programmes which benefit women and girls.

99l. Explore new ways of generating new public and private financial resources, *inter alia*, through the appropriate reduction of excessive military expenditures and the arms trade and investment for arms production and acquisition, including global military expenditures, taking into consideration national security requirements, so as to permit the possible allocation of additional funds for social and economic development, *inter alia* for the advancement of women.

See also Paragraphs 86b and 86c.

1.2.11 Millennium Development Goals

Goal 3. Promote gender equality and empower women

Targets for 2005 and 2015: Eliminate gender disparities in primary and secondary education preferably by 2005, and at all levels by 2015.⁹

1.3 Gender Mainstreaming and Gender Balance -- Definitions

Discussions on gender issues are often confused by competing interpretations or uses of the term 'gender', translation difficulties, varying cultural starting points and different expectations.¹⁰ However, as stated earlier this Action Plan is based in the international commitments to equality between women and men and gender mainstreaming made by member states of the United Nations and restated at various policy levels.¹¹

⁹ See: <http://www.un.org/millenniumgoals/index.html>

¹⁰ 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, as well as the relations between women and

This Action Plan does not set out a list of definitive definitions, however it is important to clarify two different (although related) concepts: ‘gender balance’ and ‘gender mainstreaming.’ Although there are links between these two concepts, the focus of this action plan is on gender mainstreaming in the substantive areas of work of the Department. Gender mainstreaming was defined by ECOSOC in the 1997 Agreed Conclusions as:

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

Thus this Action Plan focuses on how and why gender perspectives are relevant in the mandate and activities of the Department and identifies steps that can be taken within the current work structure to better incorporate gender issues.

‘Gender balance,’ on the other hand, refers to the numbers of women and men in various positions through the UN Secretariat or a specific institution. The term refers to both quantitative aspects (the number of women and men in various positions) and qualitative aspects (the extent to which women and men have equal career opportunities to serve not only at all levels, for example, through promotion, appointment, training and mentoring, but also in all occupations for which they are qualified). Attention to gender balance prompts consideration of male/female staffing ratios at all levels of an organization.

2.0 Action Plan Goals

The Department for Disarmament Affairs is guided by the mandates outlined in the previous section. The challenge in this Action Plan has been to relate these broad objectives to the specific work of the Department.

The **Overall Goal** for the Action Plan is to **facilitate progress on disarmament**. DDA will strengthen disarmament dialogue and action through the incorporation of a gender perspective in its day-to-day work. A primary assumption behind this action plan is that disarmament – both generally and in specific initiatives – can be strengthened through the integration of gender insights into disarmament debates, decision-making and actions, and through more equitable participation by women in decision-making. Thus a crucial element of the DDA work in this area

those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/ time-specific and changeable. Gender determines what is expected, allowed and valued in a women or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age. For more definitions and background materials see the OSAGI website: <http://www.un.org/womenwatch/osagi/index.html>.

¹¹ According to a publication by the United Nations’ Office of the Special Adviser on Gender Issues: “Gender equality is a goal that has been accepted by governments and international organizations. It is enshrined in international agreements and commitments. There are many ongoing discussions about what equality means (and does not mean) in practice and how to achieve it.” OSAGI (2002). **Gender Mainstreaming: An Overview**. New York: United Nations.

is to identify potential synergies and opportunities to simultaneously support effective disarmament and greater gender equality.

The sub-goals for the Action Plan are:

- **Sub-Goal 1: Explore the linkages between the promotion of greater gender equality and disarmament.** DDA will contribute to an improved understanding of how and where equality between women and men and disarmament are inter-related. The series of notes “Gender Perspectives on Disarmament” marked an important step in this process and the annexes in this plan take the discussion a step further. There are, however, still many issues to explore and lessons to learn. Many activities under this goal can be undertaken with other partners – both inside and outside the UN system.
- **Sub-Goal 2: Strengthen DDA’s internal capacity to ensure the ongoing incorporation of gender perspectives into its work.** DDA will strengthen its own capacity to work consistently towards the full consideration of gender perspectives in disarmament discussions and actions. Individual staff members (both male and female) require opportunities to learn about how and why a gender perspective is relevant to their work. Branches can assemble resources, report on progress, develop strategies to overcome obstacles and build on successes.
- **Sub-Goal 3: Undertake outreach and advocacy on the importance of including gender perspectives in disarmament discussions.** In its work with member states, other UN Departments, disarmament NGOs and other international organizations, DDA will be a consistent advocate for the incorporation of gender perspectives in disarmament discussions. In its inter-actions with the disarmament community, DDA will demonstrate the utility of this approach and maximize opportunities to explore the disarmament/gender equality inter-linkages. DDA has the potential to play a leadership role in advocating the inclusion of gender perspectives in disarmament dialogues and decision-making
- **Sub-Goal 4: Support equitable participation in disarmament discussions.** DDA will reach out to gender equality activists, women’s organizations and individual women in order to expand their knowledge of disarmament issues and the convergence of interests between gender equality and global disarmament. Activities in this sub-goal focus on new and non-traditional partners for DDA.

Clearly some initiatives can support more than one sub-goal. For example a panel looking at gender dimensions on small arms can explore and document synergies and linkages, bring gender issues to the community active on small arms issues, help DDA staff broaden their understanding of these issues and bring women’s voices into the discussion.

| Overall Goal | Facilitate progress on disarmament (through the incorporation of gender perspectives) | | | |
|--|--|--|---|---|
| Sub-Goals | 1. Explore the linkages between the promotion of greater gender equality and disarmament | 2. Strengthen DDA's internal capacity to ensure the ongoing incorporation of gender perspectives into its work | 3. Undertake outreach and advocacy on the importance of including gender perspectives in disarmament discussions | 4. Support equitable participation in disarmament discussions (with an emphasis on bringing in new constituencies and involving gender equality advocates in disarmament discussions) |
| Examples of activities that will support the achievement of the sub-goals | <ul style="list-style-type: none"> • Hold panels with an explicit focus on gender dimensions of weapons of mass destruction, small arms, etc. • Engage in dialogue with researchers and gender equality advocates who are working on disarmament issues. • Support discussion and research of gender/ disarmament linkages. | <ul style="list-style-type: none"> • Ensure regular reporting on progress, obstacles and lessons learned during the implementation of the Action Plan • Use and adapt the checklists provided in Chapter 4 • Encourage staff attendance at panels and other discussions that offer opportunities to explore gender/disarmament linkages | <ul style="list-style-type: none"> • Incorporate gender perspectives in regular briefings to member states. • Use DDA's internet sites to highlight gender/ disarmament linkages and research on gender perspectives in disarmament • Raise gender perspectives in other UN disarmament forums (such as CASA). | <ul style="list-style-type: none"> • Bring disarmament issues to gender equality advocates. • Develop rosters of female experts. • Provide media briefings to the 'women's press' • Over the longer-term, strengthen the capacity of women to participate in disarmament discussions. |

4.0 Checklists

This chapter contains a series of draft checklists that can be used and possibly modified by each Branch in their ongoing work. They are designed to prompt thinking on gender issues while working on various initiatives. They are not exhaustive lists of issues to consider, rather they are meant as tools to raise possibilities and help DDA staff consider a full range of issues and actions that can support the mainstreaming of gender perspectives.

4.1 Organizing a Panel

DDA interfaces with diplomats, the UN system, NGOs and the broader public through organizing and co-sponsoring panel events. The content and participants of the panel reveal assumptions and priorities of the Department. Ensuring gender balance and gender awareness can improve the overall effectiveness of the panel.

| What to ask? | Why ask this question? |
|--|--|
| What is the gender balance of the panel participants (how many men and how many women?)? | <p>Although this may be considered a superficial question, the 'optics' of 'who speaks' is important.</p> <p>Is it possible to identify female experts in this area?</p> <p>As well, although female panellists may be harder to find, they may bring a slightly different perspective that can enrich the discussion.</p> |
| Is there a way that gender issues can be brought into the substance of the panel discussion? Is there a linkage between gender issues and the issues under discussion? | <p>In some discussions, there is clear no gender dimension and this question may not be relevant.</p> <p>In other discussions, it may be fruitful to see whether or not this perspective could be part of the discussion. There could be a researcher who has specifically focused on this element in his/her work or an organization that has been active (i.e. in a discussion on small arms, there may be a regional women's organization which has sought to bring women into the small arms discussion).</p> <p>See Annex 2 for more discussion on substantive linkages between disarmament issues and gender perspectives.</p> |
| Who is invited to attend the panel? What is the target group? Is it possible to reach out to women's organizations? | <p>One common concern is that there is a shortage of qualified women and/or women's organizations with capacity to participate in disarmament dialogues. An invitation to attend panels and discussions is a way of building their awareness of these issues and their capacities.</p> |
| Who is the target group for panel follow-up? | <p>In the distribution of panel reports, a particular effort to reach women's organizations could also assist in building their capacities.</p> |
| Is the panel a venue to distribute DDA publications on gender and disarmament? | <p>Could the DDA Gender and Disarmament Briefing Notes be distributed? This could be an opportunity to have this material reach a new audience.</p> |

4.2 Fact-finding Missions

Fact-finding missions are opportunities to collect information and analysis. If gender expertise is not included – from the planning stages to the finalization of the report – projects and missions risk failing to get the gender dimensions right, miss crucial information and can possibly do harm to members of a community or society – female or male.

| What to ask? | Why ask this question? |
|---|---|
| Are there gender dimensions to the issues under consideration? (Annex 2 provides starting points to use for many crucial DDA topics.) | In the initial stages of a fact-finding mission, it may not be obvious that there are gender dimensions or concerns relevant to the mission. It may be worthwhile to consult with institutions with technical expertise or responsibility in this area (for instance, OSAGI/DAW or UNIFEM) for recommendations of people to consult or documentation. |
| Are gender perspectives incorporated into the terms of reference? | Ensuring attention to gender issues at the initial stages will help ensure awareness of gender dimensions from the outset. |
| Would it be appropriate/possible for the mission team to participate in a briefing on gender issues relevant to their mandate? | In order to help alert mission team members to possible gender dimensions, a briefing by an expert in this field may be of assistance. |
| Are there regional or national experts on gender issues who could be consulted in order to understand the gender dimensions of the issues? | There is a growing regional expertise on gender dimensions of conflict, small arms, peacebuilding, etc. Consultations with these individuals and/or organizations could help identify key issues to be investigated and people to meet with during the course of the mission. |
| Does the mission's schedule include meetings with: <ul style="list-style-type: none"> - Representatives of women's organizations? - Civil society organizations with an interest in gender equality? - Female politicians? | Women's voices are often not heard in formal discussions on conflict resolution. Women tend to be under-represented in formal political and military institutions. Therefore special measures are often required to bring their voices to the table. |

4.3 Public Outreach

Through its public outreach efforts, DDA is uniquely situated not only to help mainstream gender perspectives within traditional disarmament constituencies, but also to bring disarmament issues to organizations working to achieve gender equality.

| What to ask? | Why ask this question? |
|---|---|
| In reaching out to traditional disarmament constituencies – NGOs, academics, think tanks, etc. – are gender perspectives being included? | DDA's status and credibility in these circles will help ensure that gender perspectives are infused throughout the field of disarmament, beyond DDA's internal efforts to ensure attention to gender issues. These efforts might, in turn, bring new ideas and opportunities for DDA's work. |
| Are messages, documents, publications, etc. reaching women's organizations, academics and gender equality advocates? | It may be useful to include specific networks and organizations on mailing lists and/or make a special effort to reach these organizations. |
| Is it appropriate or possible to tailor messages so that they are of interest to women's organizations? | Non-traditional audiences may not immediately see the relevance of traditional DDA publications. The publications may not automatically 'reach' these audiences or make the links to their issues. Some adaptation may be required to meet these audiences 'half-way'. Possible strategies include: <ul style="list-style-type: none"> ? making direct links between their issues and disarmament issues – helping them understand why they should be interested in disarmament themes; ? adapting language - these organizations may not be familiar with disarmament terms and acronyms and therefore more explanation may be required. |
| Is it possible to do specific briefings for the 'women's press' or specifically invite networks working for gender equality to briefings? | A possible strategy to consider is to specifically brief networks, organizations, publications, etc. who explicitly target women and/or work on gender equality issues. |
| Can public outreach strategies also help bring messages on gender and disarmament to a wider audience? | In addition to trying to reach women and gender equality networks, it is also interesting to try to bring insights regarding gender and disarmament to traditional disarmament audiences who may initially be disinterested or even resistant. By highlighting these issues or even just including them on agendas, mentioning them in briefings and incorporating into publications, the Department can send the message that this is a valuable theme to explore and consider (even if all the answers are not yet known). |

4.4 Hiring Consultants

Outside consultants are hired in order to bring a particular expertise to DDA's work. In some cases it might be possible to hire consultants who are aware of the gender dimensions within their field of specialization. In other cases, DDA can help ensure that the consultants take gender perspectives into account in their work for DDA.

| What to ask? | Why ask this question? |
|---|--|
| Are there gender dimensions to the scope of work the consultant will be carrying out? | Identifying relevant gender linkages at the start of the assignment can provide entry points for the consultant to consider. |
| Is it appropriate to ask the consultant to look at specific gender dimensions (in other words, include this element in their terms of reference)? | If this dimension is not including in the consultant's scope of work or terms of reference, then it is unlikely that she/he will include this element. DDA can signal that this is important through the scope of work. Consultants, in term, respond and may develop - at a minimum – a basic understanding of gender perspectives. |
| Is it possible to identify a consultant who can bring gender perspectives to their main area of expertise? | It may be possible to find someone who can bring this perspective to the discussion. |
| Are there support materials and/or documentation on gender issues, which could be provided to the consultant? | It may be useful to point out the DDA gender and Disarmament Briefing Notes or other resources identified in this Action Plan. This type of material may assist the consultant in incorporating this analysis into his/her work. |
| Is there an overall balance male/female among the consultants hired by the Branch? | <p>It is important – from time to time – to stop and see whether or not consultancies are being given overwhelming to either men or women.</p> <p>No there is no guarantee that women will be more open to including a gender perspective or have specific expertise in this area. Experience has shown, however, that women do tend to raise these issues with greater frequency than do men.</p> |

4.5 Preparation of Briefing/Speaking Notes

Highlighting gender dimensions when relevant in speeches and briefing notes can reinforce the relevance of these issues. Raising gender perspectives in a wide-range of speeches to various audiences has more impact than a single speech that focuses on women's issues to an already convinced group of listeners.

| What to ask? | Why ask this question? |
|--|---|
| Are there gender dimensions to the issues under consideration? (Annex 2 provides starting points to use for many crucial DDA topics) | <p>Gender dimensions might not be obvious initially to those preparing briefing or speaking notes. Deliberate reference to the Gender and Disarmament Briefing Notes and to relevant gender discourse can help highlight gender dimensions applicable to the issues under consideration.</p> <p>Moreover, even if those preparing the notes are aware of the existence of gender discourse on the issues, this discourse might initially seem too theoretical or academic for the notes under preparation, unless a concerted effort is made to reference gender and seek concrete linkages.</p> |
| When preparing speaking notes, is the speaker familiar with gender perspectives on disarmament? | <p>There might be support materials and/or documentation on gender issues that could supplement the speaker's knowledge even if the material is not directly suitable for inclusion in the speech or presentation.</p> <p>If the speaker is not very familiar with gender perspectives on disarmament, he/she might not be comfortable raising the issue, but having support material and additional resources on hand can provide useful background information and provide the speaker with references should questions arise during a speech or presentation.</p> |
| Who is the audience for the briefing/speaking notes? | <p>The anticipated audience might already have some familiarity with gender mainstreaming and gender issues, which the briefing/speaking notes should take into account.</p> <p>If the audience can be expected to have some degree of familiarity of gender dimensions, the briefing/speaking notes can refer to familiar themes and explore those in more details.</p> <p>If the audience is not expected to have much familiarity, or familiarity cannot be assumed, it may be necessary to introduce gender and disarmament themes and linkages, with a clear explanation of their relevance to the issues under consideration.</p> |
| What recommendations or follow up activities that are to be presented in the briefing/speaking notes have a gender dimension? | <p>Recommendations and follow up activities might provide opportunities for new working relationships or building on existing relationships with partners who have developed gender expertise in their own work or who would benefit from learning about gender perspectives in disarmament.</p> <p>There might also be opportunities to introduce gender dimensions of disarmament to disarmament colleagues and partners who are not familiar with gender mainstreaming.</p> |

4.6 Formulation of Project Proposals

Project proposals should be based on a careful analysis of gender perspectives in the early stages. Awareness of these issues can assist in the identification of partners and help to ensure that implementation includes full consideration of gender dimensions.

| What to ask? | Why ask this question? |
|---|---|
| Has thought been given to how and why gender perspectives might relevant to the intended results of the project? | <p>Often people assume that bringing a gender perspective to projects means developing a specific component for women. Yet, the core of a mainstreaming a gender perspective in projects involves asking questions about how and why a gender perspective is relevant in the main intended results of the project.</p> <p>This process can involve different methodologies. Yet, key tasks can include:¹²</p> <ul style="list-style-type: none">• Ask questions about the responsibilities, activities, interests and priorities of women and men, and how their experience of the problem may differ.• Question assumptions about “families”, “households” or “people” that may be implicit in the way a problem is posed or a policy is formulated.• Obtain data or information to allow the experiences and situation of both women and men to be analyzed.• Seek the inputs and views of women as well as men about decisions that will affect the way they live.• Ensure that activities where women are numerically dominant (including domestic work) receive attention.• Avoid assuming that all women or all men share the same needs and perspectives.• Analyze the problem or issue and proposed policy options for implications from a gender perspective and seek to identify means of formulating directions that support an equitable distribution of benefits and opportunities. |
| Would it be useful to consult with someone who brings both technical expertise in the issue under consideration and gender equality issues? | Specific technical support may be useful in identifying important or missing issues and/or regional contacts. |

¹² See Office of the Special Adviser on Gender Issues and Advancement of Women (2002). **Gender Mainstreaming: An Overview**. United Nations, New York.

| What to ask? | Why ask this question? |
|--|---|
| Have both women and men been consulted on the project? | <p>Although women may not always or automatically raise issues relating to gender equality perspectives, they can often provide insights or priorities not stated by men.</p> <p>Although widespread consultation may not be practical, it should be asked whether or not this initiative results from a small group.</p> |
| Do the insights generated by a consideration of a gender perspective point to design changes in the project? | Often a gender analysis is done prior to project formulation but then it fails to influence project design. This is especially true if the gender analysis has been conducted as a side exercise or only as a step to placate funders. |
| Is it appropriate for the project to provide sex-disaggregated data in reporting? | If the project involves numbers of participants or beneficiaries (participants in a mines-awareness workshop, people receiving training, employees, etc.), then tracking these numbers by males/females can provide interesting insights. |
| Can the project document interesting lessons learned? | Given that much of our understanding of gender and disarmament issues is in the initial stages, it is important to look for lessons and document progress. |

4.7 Fellowship Programmes¹³

DDA's fellowship and internship programmes offer learning opportunities for those who participate in the programmes, as well as exposure to a variety of experiences and perspectives for DDA staff. Ensuring gender perspectives in the selection of candidates and the implementation of these programmes can promote gender mainstreaming that carries over beyond the individual fellowship or internship.

| What to ask? | Why ask this question? |
|--|---|
| Is it possible to work toward gender balance among participants? | DDA is already asking this question in an ongoing manner. |
| Are there biases in eligibility criteria or recruitment processes? | There may be unintentional biases in selection processes that work against equitable of women in fellowship programmes (recruitment may happen through "old boys' networks," prerequisites may work against women's participation given the under-representation of women in specific fields of study, notices of programmes may not be circulated through media used by women, etc.). Thus it may be useful to look at these issues and see if adjustments can be made. |
| Are all participants exposed to gender and disarmament themes as part of the 'study programme'? | It is important that all participants be exposed to basic ideas on gender and disarmament through the integration of this theme into the agenda or curriculum. All too often, it is assumed that only the women are interested in gender issues and so a session is arranged for them. There are often many misunderstandings around what is meant by 'gender and disarmament.' Many people assume that it only relates to attempts to balance women's and men's participation in specific activities. So it is useful to have an exchange and discussion of the range of ideas that this theme encompasses. |
| Are there lessons that can be learned from fellowship participants on gender and disarmament that can be used in other areas of the Department's work? | Fellowship programmes can provide opportunities to explore new ideas and raise issues. This forum may generate insights, linkages, ideas on gender and disarmament that may be useful for the work of the Department. Is there a mechanism to share lessons and insights? |

¹³ With only minor modifications, this checklist would also be relevant for internship programmes.

4.8 Studies and Reports

DDA's studies and reports are used not only within the UN system but throughout the field as well. Ensuring the inclusion of gender perspectives will help make DDA's commitment to gender mainstreaming visible, and will also educate the wider disarmament and security community.

| What to ask? | Why ask this question? |
|--|---|
| Who are the participants in the study or report, and in what capacity do they participate? | <p>Participants might include representatives of member states, DDA and UN staff, independent experts, and hired consultants (see the checklist on 'Hiring Consultants'). There might be an opening to include or recommend a gender specialist among for a particular role among the participants</p> <p>Taking into account the type and degree of participation, as well as the familiarity of the participants with gender and disarmament issues, can help identify potential openings for inclusion of gender perspectives even absent gender balance.</p> <p>For example, selection criteria such as regional and political considerations might in themselves have gender dimensions that could be incorporated or reflected in the overall perspective of the study or report.</p> <p>Gender and disarmament material can also be made available for the participants for their own reference and to encourage attention to these issues in the course of preparing the study or report.</p> |
| Are gender perspectives included in the mandate? Is there a way that gender issues can be brought into the substance or the study or report? What gender discourse exists on this issue? | <p>Even if gender is not named explicitly in the mandate of the study or report, it might be possible to reference and explore gender linkages to this issue that already exist, and to develop these in the context of the study or report.</p> <p>See Annex 2 for more discussion on substantive linkages between disarmament issues and gender perspectives.</p> |
| Who is the audience for the study or report? | <p>Knowing the audience and its anticipated level of familiarity with gender issues can help determine how to introduce gender dimensions and how to frame them in the context of the study or report.</p> <p>If the audience includes specialists in an area of work that has undertaken gender mainstreaming efforts already, those links could be highlighted.</p> |
| Does the study or report allow for recommendations that could incorporate gender perspectives? | <p>Recommendations for direct gender mainstreaming efforts and partnerships with gender specialists might be possible. If not, there might be openings for further exploration of gender linkages to this issue.</p> |

Annex 1 - Gender and disarmament themes: How gender mainstreaming can further disarmament goals¹⁴

This section explores some of the cross-cutting themes within gender and disarmament linkages, in an attempt to identify how attention to gender roles and perspectives can further the goals of disarmament. Although the emphasis in this Action Plan is on pragmatic steps and concrete activities, these steps and activities will be more meaningful and effective if those who carry them out have an appreciation of the theory and therefore the logic behind them.

In order to better understand how gender mainstreaming can further disarmament goals, it is necessary first to identify the recurrent themes that arise when applying gender perspectives to disarmament. Drawing on these themes, the analysis that follows will then examine the questions about both security and disarmament that emerge and whether these have gender dimensions that can help the work of disarmament proponents.

The recurrent themes that arise in the context of applying gender perspectives to disarmament – as outlined throughout the Action Plan and in Annex 2 specifically – point to the need to understand the social and political context in which disarmament is relevant, primarily armed conflict (including pre-, post-, and during conflict) as well as policy and decision-making about weapons development, production, deployment, use, limitation, and elimination. Decisions about weapons – whether to develop, acquire, keep, turn in, or destroy them – do not take place in a vacuum but in a political, economic, and social context. Similarly people (women and men) experience weapons in a multi-dimensional context.

Because decisions and experiences in relation to weapons involve human beings operating in their social, economic, and political environments, these decisions and experiences inevitably have gender dimensions across the spectrum of weapons – from small arms to weapons of mass destruction. The significance of small arms to an individual, for example, depends on his or her individual perceptions about their value in terms of security, which in turn depends on such factors as crime, political conflict or unrest, the perceived capability of the relevant state apparatus to protect its citizens from external or internal threats (and where an individual stands politically in relation to the state), social and

Small Arms and Gender Perspectives

The gender lens provides a unique perspective, which crosses traditional boundaries that encourage dichotomies such as crime/conflict; licit/illicit; north/south; domestic/international. It promotes an integrated and holistic approach to the problem of small arms that includes addressing both demand and supply. The regrettable truth is that women are often as much at risk of violence from small arms in contexts described as peaceful as they are in conflicts. Women are as much at risk from licit small arms as from illicit small arms. In terms of improving the safety of women and children from small arms, measures aimed strengthening control over civilian possession of small arms in order to reduce diversion and misuse are as critical as those aimed at strengthening controls over state to state transfers or imports and exports. Consequently, a gender analysis reinforces the need for an integrated and holistic plan of action arising from the 2001 conference.

- Wendy Cukier
"Global Effects of Small Arms: A gendered Perspective" in *In the Line of Fire: A Gender Perspective on Small Arms proliferation, Peace Building and Conflict Resolution*. WILPF Geneva. 2001.

¹⁴ This annex is included for discussion purposes only and does not necessarily reflect the views of DDA. In particular, the quotations in boxes are provided as examples of writing, thinking and the varying perspectives within the field of gender studies and as food for thought. They do not represent consensus positions.

economic resources that shape individuals' perceptions about their future, how they and their family members feel about arms in the home, and the symbolic value of weapons in their culture. How an individual reacts to these social and political dynamics, including associations with and decisions about small arms, will be shaped to a large extent by gender. (See text box "Small Arms and Gender")

At the other end of the weapons spectrum, human decisions and experiences in relations to weapons of mass destruction are also a social phenomenon. Those with the power to decide to develop and maintain these weapons, those who develop and produce them, as well as those who are trained in their deployment and use, as all individuals who live in a society with its values and social codes. Weapons and defense experts have an analysis of the world and their own security needs that exists within a set of social and personal relations. Their perception of the need for weapons is constructed within that context. Similarly a decision about whether a weapon is usable is not only a tactical decision. It has ethical, humanitarian, and environmental considerations as well, and these are necessarily shaped by one's society.

The social and political context of weapons-related decisions and experiences points to the perceptions of and pressures (e.g., to acquire weapons or to destroy them) on the individual in society, and each individual has been influenced by gender identities, inequalities, relations and stereotypes. These have informed his or her perceptions and reactions to societal and political pressures. Thus among the broad recurrent themes in gender and disarmament work is the question *who* the players are, and – related to that – *how* gender has shaped their politics and policies. Whose experiences (in combat or in the community before, during, and after conflict) are most visible and therefore influential, who has access to policy- and decision-making, and who has the technical expertise, or access to it, in order to participate in weapons-related policy-making – all these are questions that cut across the spectrum of disarmament work and all have gender dimensions.

Nuclear War Planning and Gender Perspectives

My goal has been to understand something about how defense intellectuals think, and why they think that way. Despite the parsimonious appeal of ascribing the nuclear arms race to "missile envy," I felt certain that masculinity was not a sufficient explanation of why men think about war in the ways that they do: it fit neither my understanding of gender, since it implies an interior gender identity that simply gets acted out, unmediated, nor my understanding of the complex social institutions, discourses and subjectivities that shape the projects of people's professional lives.

Indeed, I found many ways to understand what these men were doing that had little or nothing to do with gender. Yet, it was hard not to notice that strategic theory has been produced by a particular subset of the human race--white middle class men--and has evolved under the formative influence of a particular ideal of masculinity.

... I wish to direct attention away from gendered individuals, and toward gendered discourses. My question is about the way that civilian defense analysts think about war, and the ways in which that thinking is shaped not by their maleness (or, in extremely rare instances, femaleness), but by the ways in which gender discourse intertwines with and permeates that thinking.

... Despite the fluidity and unfixed character of gender, there is, in fact, an abstract, hegemonic essentializing discourse, and what is striking, at least modern Western history, is how fixed and enduring its moves are. It is a symbolic system in which human characteristics are dichotomized, divided into the all too familiar pairs of polar opposites which are supposedly mutually exclusive: mind is opposed to body; culture to nature; thought to feeling; logic to intuition; objectivity to subjectivity; aggression to passivity; confrontation to accommodation; abstraction to particularity; public to private; political to personal, ad nauseam. In each case, the first term of the "opposites" is associated with male, the second with female. And in each case, our society values the first over the second.

- Carol Cohn

"Wars, Wimps and Women: Talking Gender and Thinking War"
Gendering War Talk, M. Cooke and A. Woollacott, (eds.)
Princeton: Princeton University Press, 1993

In the context of disarmament, gender dimensions refer not only to gender identity – male or female – but also to perceptions of security among men and women. Whether men and women have different and quantifiable personal perceptions of security is a question beyond the scope of this Action Plan. But this question does point to the underlying notion of personal safety as a factor in judging security. Since personal safety has different implications and limitations for men and women, is it possible that women – who generally have reason to feel more vulnerable than men within any society – also have a different threshold from men when it comes to national security? Is it possible that women, who cannot expect to feel completely safe or even as safe as men within a society, also don't expect absolute security – in the sense of being more powerful than any possible adversary possessing any possible weapon – on the national level as well? These questions are posed as food for thought and further exploration in an effort at better understanding of gender perceptions of security.

At a deeper level – beyond gender identities – gender dimensions also include the association of certain characteristics or attitudes with masculinity or femininity, separate from the actual gender identities of individuals. One researcher who undertook participant observation in a community of North American civilian nuclear defense intellectuals, for example, found that “gender coding” or the association of certain characteristics with male or female, serves as a “preemptive deterrent” to certain kinds of thought that might be regarded as weak, emotional, or womanly. (See text box “Nuclear War Planning and Gender”)

One of the salient issues of today is terrorism, which as a disarmament issue is more elusive than small arms or weapons of mass destruction in that the physical weapons of terrorists are secondary to their methods of operation in defining their acts as terrorism. The Department for Disarmament Affairs works on terrorism through the Weapons of Mass Destruction Branch, which is an instructive categorization in that it points to the commonalities of both – the terrorizing affect they have on

Terrorism and Masculinity

That such [terrorist] groups reflect and feed off authentic grievances based on profound oppression suffered by their constituencies ought, by now, to be self-evident. There is a global, obscene imbalance of power, wealth, education, use/abuse of resources; a widening North/South divide wherein calls for peace, democratic procedures, and the rule of law are drowned out by screams for a bowl of rice; multigenerational suffering so chronic as to callous the soul until, joyless, it welcomes death. That addresses the justifications, but still misses the point. Violent acts committed by a man in a state of despair due to poverty, ignorance, and repression don't explain violent acts committed by men possessed of wealth, education, and power.

Something else is at work. We need to face it.

We need to look at the cross-cultural pattern that forms the central knot of terrorism: the intersection of violence, eroticism, and what is considered “masculinity.” We need to change a definition of “manhood” toxic to men and lethal to women. And we -- women and men -- can change it. But it's not simple.

The evidence is so pervasive as to become virtually invisible against the background of the field, because it is the field. The terrorist (or, depending on one's view, the freedom fighter) is the ultimate sexual idol of a male-centered cultural tradition that stretches from pre-Biblical times to the present: he is the logical extension of the patriarchal hero/martyr. He is the Demon Lover, and society is (secretly or openly) fascinated by him. He walks with death and is thus inviolate; he is an idealist but a man of action, a fanatic of dedication and an archetype of self-sacrifice, a mixture of volatility, purity, severe discipline. He is desperate and therefore vulnerable, at risk and therefore brave, wholly given over to an idea. His intensity reeks of glamour. Women, we are told, lust to have him. Men, we are told, long to be him. He is sexy because he is deadly; he excites with the thrill of fear. He has been celebrated and evoked for centuries. Now he stalks among us.

- Robin Morgan

The Demon Lover: The Roots of Terrorism
New York: Washington Square Press, 2001

society. The political and social forces behind terrorism also have complex gender dimensions, which deserve more attention and discussion. (See text box “Terrorism and Masculinity”)

The evidence and examples presented here are necessarily limited and cursory, but they point to the benefits for practitioners of a deeper understanding of gender identities and gender discourse in relation to disarmament. Drawing on these examples, it is apparent that disarmament work faces a double challenge: overcoming the perception that military strength and the willingness to use it are key elements of security, and overcoming the perception that choosing not to rely on threat or use of force for security is weak or womanly. A critical analysis of security perceptions – regardless of how precisely gender correlates and whether correlation can be quantified, but acknowledging some correlation – exposes the complex and uncertain relationship between security and disarmament. In today’s world there is no consensus that disarmament is an element of security. Indeed, there is ample evidence that many influential players in today’s world rely explicitly and extensively on extensive “armament” for their security.

Disarmament work by its very nature is an implicit critique of notions of security through threat or use of force. Disarmament goals are consistent with a concept of security based on cooperation and common interests rather than military domination and force projection. Whether or not the challenge disarmament poses to prevailing notions of security corresponds in directly or quantifiably to gender, both disarmament and gender analysis offer critical approaches to the concept of security through military superiority and threat or use of force. (See text box, “Questions on the Relation of Disarmament to Security”)

As long as the disarmament critique of prevailing security notions remains implicit, however, it will likely be seen as a weakening rather than a strengthening. Disarmament must offer an alternative vision of security in explicit terms in order to be seen as viable and attractive. Since

Questions on the Relation of Disarmament to Security

Security:

- Universal goal - All nations/people seek
- Peace and security - international law links peace with security

Disarmament:

- Not universally seen as part of/means to security
- Losing ground under international treaty law

What accounts for this discrepancy?

- Are there gender aspects?
- Is disarmament essential to security?
- When and where is disarmament seen as an element of security?
- Is it possible to identify differences in attitude that correspond to gender?
- Which attitudes or concepts do not differ by gender?
- Can these be taken as a basis for universal disarmament norms?
- What do gender differences and similarities say about security?
- (international, regional, national)

Disarmament as a way to security?

- Goal of eliminating/reducing arms
- Calls for understanding and addressing underlying policies
- Points to political/societal questions about violence, aggression, force, militarization as well as self-defense and individual and collective security.
- Disarmament challenges prevailing notions of security that rely primarily on threat or use of force.

disarmament, like gender analysis, challenges prevailing security concepts, perhaps a gender analysis can help shed light on different ways to think about peace and security.

Gender analysis begins with *people*, their experiences and their lives, rather than with notions of state security. Can this starting point tell us something about the conventional notions of security through threat or use of force? Disarmament begins with the notion of halting and reversing “armament.” If armament – in the sense of being able to “prevail” in any military confrontation – is not the only or the best way to pursue security, then how does one – a state or an individual – handle vulnerability? Is it inevitable? Can it be balanced against the vulnerabilities created by being seen as a threat to others? Does vulnerability imply victimization? Are there ways to live with vulnerability that make sense in light of the opportunities that are gained by abandoning the search for absolute security through armament?

A gender perspective on disarmament puts the question of weapons and their relation to security in the human context but disarmament too exists in a human and social context. Decisions to acquire or dispose of weapons take place in relation not only to political (and economic) considerations but also in a social and human context. Understanding this context, by understanding better how gender plays into notions of security and perceptions of weapons, can only help clarify the challenges to and opportunities for disarmament. Thus understanding the relationships between gender and security, and between gender and weapons, can help further the goals of disarmament.

Annex 2 - Gender and disarmament linkages¹⁵

This annex highlights several of the issues of convergence between disarmament and gender perspectives. It identifies key gender dimensions in sectors or areas of work in which the Department is already engaged. This section is included to assist in the process of identifying where, how and why gender perspectives are relevant in the current mandate and work of the Department. It draws on the DDA Gender Perspective on Disarmament Briefing Notes (2001) but also includes new information.

It is important to stress that many of these discussions are in the early stages. As more research is done and as the debate advances, it is highly likely that other linkages and important themes to explore will emerge. As such, a recurring theme that emerges from the linkages discussed below is the need for continuing education on gender and disarmament as a form of internal capacity building within DDA.

1. Weapons of mass destruction

Our understanding of the gender dimensions of WMD is still in the early stages. There is much thinking and research still to be done. However, some starting points include:

- *Gender identities:* Gender identities become relevant when exploring the human experience in the context of WMD. Questions such as who are the political decision-makers, who has access to the technical expertise necessary to influence decision-making on WMD (and the degree of this access), who are the advocates for change on WMD policy and what are their channels of influence, and what are the reproductive health issues associated with WMD development, testing and use are all questions with gender dimensions. Understanding the different experiences of men and women in relation to WMD disarmament can help bridge gaps and overcome inequalities.
- *Gender discourse:* Gender discourse refers to the language, “system of meanings, of ways of thinking, images, categories, and beliefs which first shape how we experience, understand, and represent ourselves as men and women, but which also do more than that. Gender discourse is a central organizing discourse of most cultures... and it interweaves with other discourses and shapes *them* – and therefore shapes other aspects of our world – such as how nuclear weapons are thought about and deployed.”¹⁶

Resources

Department for Disarmament Affairs (2001) *Gender Perspectives on Weapons of Mass Destruction*. <http://disarmament.un.org/gender/note1.htm>.

C. Cohn (1993). “Wars, Wimps and Women: Talking Gender and Thinking War” in Cooke & Woollacott (eds.) **Gendering War Talk**. Princeton: Princeton University Press.

C. Cohn, and S. Ruddick (2002) “A Feminist Ethical Perspective on Weapons of Mass Destruction” in S. Lee and S. Hashmi (eds.) **Ethics and Weapons of Mass Destruction**. Cambridge: Cambridge University Press (forthcoming).

C. Enloe (1993). **The Morning After: Sexual Politics at the End of the Cold War**. Berkeley: University of California Press.

¹⁵ This annex is included for discussion purposes only. The views expressed do not necessarily reflect those of DDA.

¹⁶ Carol Cohn (1993). “Wars, Wimps and Women: Talking Gender and Thinking War” in Cooke, Woollacott (eds.) **Gendering War Talk**. Princeton: Princeton University Press.

- *Gender and security concepts:* Attitudes about security, weapons, and disarmament have gender dimensions that associate a more “masculine” approach with security based on military strength and a willingness to use force, while the “feminine” approach might be seen as weak or passive. These labels might encourage or discourage certain policies or postures, independent of whether the actors involved are male or female. Understanding the links between concepts of masculinity and concepts of security in relations to WMD (whether these ensure or undermine security) can help address perceptions of security that rely on the threat or use of force.

2. Disarmament, Demobilization and Reintegration (DD & R)

Taking gender perspectives into account in DD&R involves looking at:

- *The composition of ‘combatants’:* It cannot be assumed that all the combatants are men and boys. Women and girls have taken up arms in many conflicts, and yet have not always been included in DD&R initiatives or had their needs taken into account.
- *The definition of ‘combatants’ and those eligible for inclusion in DD&R initiatives:* New research is showing that many girls and young women are not being included in DD&R initiatives. They may have played more ‘support’ roles rather than actual fighting roles and thus may not have a weapon to surrender as their ‘ticket’ into the programme. Or there may be political reasons that authorities do not want to recognize the widespread presence of girls in the armed forces.
- *Definitions of security and gender dimensions of disarmament:* Decisions around whether or not to surrender a weapon can have gender dimensions (relating to perceptions of security, definitions of masculinity, links between perceptions of masculinity and weapons, etc.).
- *Family and community dimensions:* A broad socio-economic perspective is crucial to successful DD&R initiatives. It is important to look at not just the needs and profile of the demilitarized soldier, but also at the community as a whole and how it can ‘reintegrate’ the ex-combatant.

Resources

Department of Disarmament Affairs (2001) *Gender Perspectives on Disarmament, Demobilization and Reintegration*. <http://disarmament.un.org/gender/note4.htm>

D. Mazurana and S. McKay (2001) “Child Soldiers: What about the Girls?” **The Bulletin of Atomic Scientists** Vol. 57, No. 5, pp. 30-35 <http://www.thebulletin.org/issues/2001/so01/so01mazurana.html>

V. Farr (nd) *The Demobilization and Reintegration of Women Combatants, Wives of Male Soldiers and War Widows: A Checklist*. BICC http://www.bicc.de/demobil/demobilisation_draft.html

United Nations (2002) “Disarmament, Demobilization and Reintegration” in *Women, Peace and Security: A Study Submitted by the Secretary General pursuant to Security Council Resolution 1325*.

N. Watterville (2002). *Addressing Gender Issues in Demobilization and Reintegration Programs*. The World Bank. See: [http://wbln0018.worldbank.org/Networks/ESSD/icdb.nsf/D4856F112E805DF4852566C9007C27A6/9D592F129527B3ED85256C0F00787064/\\$FILE/Gender.pdf](http://wbln0018.worldbank.org/Networks/ESSD/icdb.nsf/D4856F112E805DF4852566C9007C27A6/9D592F129527B3ED85256C0F00787064/$FILE/Gender.pdf)

3. Small arms and lights weapons

There is an increasing interest globally in the gender dimensions of small arms. Gender dimensions raised to date, include:

- *How gender differences in the perception and understanding of security influence small arms issues:* given inequalities and differences among and between women and men, there are often varying understandings and priorities around small arms issues.
- *Masculinity and weapons:* Male identities are often interwoven with weapons and small arms. This has implications for practical disarmament programs as well as policy on small arms and light weapons.
- *Inequality in decision-making around small arms:* Women and men are not equitably represented in decision-making structures and it may be necessary to use special measures to strengthen women's participation and voices.
- *Increasing women's participation in SALW campaigns:* Women have been a vocal constituency in support of arms control yet more could be done to bring women into these discussions, increase the capacity of women's organizations to be credible interlocutors on technical issues and improve their effectiveness.

Resources

Department for Disarmament Affairs (2001) *Gender Perspectives on Small Arms*.

<http://disarmament.un.org/gender/note3.htm>

V. Farr *et al* (eds.) (2002) *Gender Perspectives on Small Arms and Light Weapons: Regional and International Concerns*. BICC Brief 24.

<http://www.bicc.de/weapons/brief24/brief24.pdf>

WILPF (2001). *In the Line of Fire: A Gender Perspective on Small Arms Proliferation, Peace Building and Conflict Resolution*. Geneva.

4. Landmines

Although the exploration of gender perspectives in landmines is only in its initial stages, the DDA note on 'gender perspectives on landmines' suggests the following issues:¹⁷

- *Taking gender perspectives into account when assessing landmine threats:* Women and men may have different priorities for landmine clearance. As well, women and men are rarely represented equitably in decision-making structures.
- *Designing programmes for victims of landmines:* Are both males and females receiving equitable access to support programmes? Is there a need to develop specific initiatives for widows? Given women's responsibilities to care for family members, are they shouldering an impossible workload? The impacts of landmine injuries on the families of the victims need to be given greater attention. In many cases the survival of families is dependent on the provision of adequate support to women whose husbands have been injured by landmines, or women who are mine victims themselves and have been deserted by their husbands.
- *Targeting and designing landmine awareness campaigns:* Specific measures can be effective in involving women's organization or in ensuring that messages reach women as well as men. For example, in southern Yemen, local women's organizations have been successfully involved in mobilizing local and international support for mine awareness and victim assistance. In Afghanistan, for example, teams of husbands and wives visit mine-affected communities and talk to women and men separately about the dangers of landmines.¹⁸

¹⁷ See <http://disarmament.un.org/gender/note5.htm>

¹⁸ See C. Hannan (2001) Statement on gender mainstreaming in disarmament to the Group of Experts for the "United Nations study on disarmament and non-proliferation education" Office of the Special Adviser

- *Public support for international anti-landmine campaigns:* women have been significant actors in the international movement to ban landmines yet there may be ways to strengthen this movement through improved links with women's organizations and encouraging the participation of women.

5. Outreach to civil society¹⁹

Gender dimensions of the Department's work in reaching out to civil society include:

- *Who is targeted as recipients of information?* Specific efforts could be made to reach out to gender equality advocates, women's organizations and individual women and involve them in disarmament discussions. Concrete ways of doing this include *inter alia* adding organizations and researchers to mailing lists; posting news of disarmament publications to electronic list serves that focus on gender issues; hosting a panel at international events that bring gender equality advocates together (for example, the Commission on the Status of Women); consulting with specific NGOs on the best ways to reach out to and involve their memberships; inviting the "women's press" to debriefings; and inviting NGOs to panels, briefings and other discussions.
- *The messages conveyed:* The gender dimensions of various issues can be highlighted in more general publications and outreach initiatives. It is important to help broad audiences (not just women's organizations) understand how and why gender perspectives are relevant across various themes. For example a publication on small arms could look include a discussion on the gender dimensions of small arms.

6. Regional work on peace and security

DDA's three regional centres have varying mandates to support work on peace and security in their region. For example, the Centre based in Lima is working on issues relating to DD&R while the Lome Centre sponsors a fellowship programme look at peace and security in Africa. In recent years, there has been a significant increase in international attention, research, documentation, organization and programme development related to women, peace and security. The landmark Security Council Resolution 1325 recognized the importance of both a gendered understanding of conflict and women's contribution to peace. Since then the Secretary-General's study and report on women, peace and security as well as UNIFEM's 'independent experts' assessment on the impact of armed conflict on women and women's role in peace-building' have documented issues and outlined priorities for action.

Resources

Report of the Secretary-General on Women, Peace and Security. 2002. S/2002/1154.

<http://ods-dds-ny.un.org/doc/UNDOC/GEN/N02/634/68/PDF/N0263468.pdf?OpenElement>

Women, Peace and Security. Study submitted by the Secretary- General pursuant to Security Council resolution 1325 (2000).

<http://www.un.org/womenwatch/daw/public/eWPS.pdf>

UNIFEM (2002) *Women, War and Peace: The Independent Experts' Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-building.*

<http://www.unifem.undp.org/resources/assessment/index.html>

on Gender Issues and the Advancement of Women.
<http://www.un.org/womenwatch/osagi/gmstatemdisar.htm>

¹⁹ See also Section 4.3 in the main text of the Action Plan.

The Secretary-General's report on Women, Peace and Security, presented to the Security Council in 2002 outlines 21 actions, including:

- Identify and utilize local sources of information on the impact of armed conflict, the impact of interventions of peace operations on women and girls and the roles and contributions of women and girls in conflict situations, including through the establishment of regular contacts with women's groups and networks. (Action 2)
- Explicitly integrate gender perspectives into the terms of reference of Security Council missions to countries and regions in conflict; request briefings for the Security Council members on the situation of women and girls in conflicts; include gender specialists in the teams wherever possible; and ensure consultations with women's groups and networks. (Action 7)
- Ensure full involvement of women in negotiations of peace agreements at national and international levels, including through provision of training for women and women's organizations on formal peace processes. (Action 9)
- Incorporate the needs and priorities of women and girls as ex-combatants, "camp-followers" and families of ex-combatants in the design and implementation of disarmament, demobilization and reintegration programmes, including the design of camps, the distribution of benefits and access to basic resources and services, such as food, water, health care and counselling, in order to ensure the success of such programmes and the participation and full access to benefits for women and girls. (Action 19)
- Increase the number of programmes for child soldiers, full incorporate attention to the specific situation and needs of girls soldiers and identify means to support child soldiers, including girls, who do not enter disarmament, demobilization and reintegration programmes. (Action 20)
- Recognize the impact of armed conflict and displacement on family relations and develop awareness of the risk of increased domestic violence, especially in the families of ex-combatants; and develop programmes on the prevention of domestic violence, targeting families and communities, and especially male ex-combatants. (Action 21).

7. Regional work with militaries

Both the Lome and Lima Centres are engaged with work with militaries in the region. Gender dimensions of this work include:

- *Codes of conduct*: Issues for consideration in military codes of conduct include respect for the human rights of girls and women, prevention of sexual abuse and exploitation, and guidelines for respectful interaction with local populations.
- *Gender issues in peacekeeping operations*: UN Security Council Resolution 1325 expresses the willingness of the SC to incorporate a gender perspective into peacekeeping operations and urges the Secretary-General to ensure that, where appropriate, field operations include a gender

Resources

International Alert (2002). *Gender Mainstreaming in Peace Support Operations: Moving Beyond Rhetoric to Practice*. London. <http://www.womenwagingpeace.net/content/whatwedo/newsevents/8ia.asp>

Gender and Peacekeeping Online Training Course (2002) DFAIT/DFID. <http://www.dfait-maeci.gc.ca/genderandpeacekeeping/>

Building Capacities for Peacekeeping and Women's Dimensions in Peace Processes. Conference November 2002. Santiago, Chile. Website with agenda, contacts, and conference report. <http://www.geocities.com/womenpeacekeeping/>

There are also chapters on Peace Support Operations in both the SG's study on Women, Peace and Security and UNIFEM's independent expert assessment on women, war and peace

component. This issue is taken up in both the Secretary-General's study on women, peace and security as well as UNIFEM's 'independent experts' assessment' cited above. DPKO is also working on these issues and could possibly provide support.

- *Training on gender issues:* Training for military personnel on women's rights and related issues is called for Security Council Resolution 1325 (2002).
- *Representation of women in the military:* Various national militaries are involved in initiatives to increase the participation of women in their ranks and improve gender balance. This is one issue taken up at the Joint EU-Denmark Conference held in Santiago (November 2002) on *Building Capacities for Peacekeeping and Women's Dimensions in Peace Processes* listed in the resources box.

8. Disarmament and development

The DDA note on 'gender perspective on disarmament and development'²⁰ provides a starting point for looking at how and why gender issues are relevant in local disarmament initiatives. It mentions the following entry points:

- Ensure that programmes are based on a clear understanding of gender roles, relations, and inequalities, to both facilitate the effectiveness of the initiative and ensure that opportunities to support more equal relations between women and men are maximized.
- Develop strategies to ensure women's participation in decision-making and eliminate the obstacles that work against their participation.
- Learn from more general development initiatives on how gender dimensions are relevant in sectors such as education, infrastructure, governance or agriculture.

9. Disarmament education

The UN Study on Disarmament and Non-Proliferation Education points to a number of areas where gender perspectives are relevant and gender mainstreaming can contribute to disarmament education. These include the following:

- *The objectives of contemporary disarmament and non-proliferation education and training:* Among these are "(a) To learn *how* to think rather than *what* to think about issues; [and] (b) To develop critical thinking skills in an informed citizenry."²¹ Both of these objectives aim to promote analytical and critical thinking on disarmament and related issues. Gender analysis offers a critical perspective that can be applied here as well.
- *Efforts towards a peaceful and non-violent world:* Another of the objectives of disarmament education as identified by the study was "(f) To bridge political, regional and technological divides by bringing together ideas, concepts, people, groups and institutions to promote concerted international efforts towards disarmament, non-proliferation and a peaceful and

Resource

UNESCO's work on women and a culture of peace may provide useful resources. See, for example, *Women and a Culture of Peace*: <http://www.unesco.org/cpp/uk/projects/gender.htm>

²⁰ See <http://disarmament.un.org/gender/note6.htm>

²¹ *United Nations Study on Disarmament and Non-Proliferation Education: Report of the Secretary General*. 2002. A/57/124. Para. 7.

non-violent world.”²² Toward this end, the parallel experiences and existing and emerging networks of women (as well as men, girls, and boys) across political, regional, and technological divides²³ can be such a bridge, drawing on similarities that transcend these divides, particularly in exploring concepts to promote a peaceful and non-violent world.

- *A broad perspective on disarmament education:* The UN Study observed that “Disarmament and non-proliferation education and training draws upon, contributes to and mutually reinforces education for conflict resolution, communication, cross-cultural understanding, tolerance of diversity, non-violence, economic justice and gender equity, environmental preservation, demilitarization, development, human rights and international humanitarian law.”²⁴ This broad perspective accommodates and is reinforced by a gender analysis of disarmament.
- *Disarmament in post-conflict situations:* The UN Study explicitly recognizes the role of women here: “Women have an essential role in helping to create the conditions for the cessation of violent conflict, in such activities as monitoring the peace, dealing with trauma among the victims and perpetrators of violence, collecting and destroying weapons and rebuilding societies. The United Nations Security Council, in its resolution 1325 (2000), recognized women’s contributions to peace and security and urged Member States to ensure increased representations of women at all levels of decision-making in these areas.”²⁵

²² Ibid.

²³ See, for example, www.peacewomen.org.

²⁴ *United Nations Study on Disarmament and Non-Proliferation Education: Report of the Secretary General*. 2002. A/57/124. Para. 10.

²⁵ Ibid., para. 36.