



## GNAP 3.2:

Mainstreaming Gender  
into the OSCE Assistance  
Mechanism  
for SALW and SCA

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## Foreword

The OSCE Document on Small Arms and Light Weapons (SALW) was adopted on 24 November 2000 and reissued on 20 June 2012 (FSC.DOC/1/00/Rev.1). The OSCE Document on Stockpiles of Conventional Ammunition (SCA) was adopted on 19 November 2003 and reissued on 23 March 2011 (FSC.DOC/1/03/Rev.1).

The two documents set out the OSCE's norms, principles and measures to address the threat posed to the international community by the excessive and destabilising accumulation and uncontrolled spread of SALW and SCA. They describe *inter alia* the assistance mechanism and outline procedures for requesting and providing assistance to meet the requirements of the documents.

Guidance Notes for Assistance Projects (GNAP) provide direction and practical advice on how assistance should be requested, and how assistance projects should be initiated, designed and implemented. They provide examples by drawing on lessons learned from supporting the implementation of the SALW and SCA assistance mechanism, as well as managing the life-cycle of OSCE SALW and SCA projects. Although GNAP are aimed primarily at OSCE staff, it is envisaged they will benefit other stakeholders involved in requesting and implementing assistance projects.

The OSCE Conflict Prevention Centre (CPC) Support Section is the custodian of GNAP and will make the latest versions widely available.

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## Introduction

OSCE practical assistance projects in the field of SALW and SCA directly contribute to the OSCE's approach to the comprehensive concept of security, which covers the politico-military, economic and environmental, and human dimensions.

The OSCE explicitly recognises that gender mainstreaming contributes to achieving comprehensive security, and that “.... a gender perspective should therefore be taken into account in the Organization's activities, projects and programmes, in order for the Organization to achieve gender equality within its own operations as well as in the participating States”.<sup>1</sup>

This Guidance Note is based on the premise that the use, misuse, and the effects of SALW and SCA affect women and men, boys and girls differently. Addressing these different impacts requires assistance projects to be designed and implemented in a way that promotes gender mainstreaming to achieve gender equality. This Guidance Note seeks to provide practical advice on how such targeted action can be developed and undertaken in the context of OSCE practical assistance projects in the field of SALW and SCA.

OSCE assistance projects no longer focus predominantly on the destruction of surplus stockpiles and the effective and safe management of SALW and SCA. Instead, requests for assistance and subsequent projects address a broader range of issues, such as the illicit selling and trafficking of SALW. Furthermore, a growing number of assistance requests from OSCE participating States (pS) are related to comprehensive regional initiatives that address a group of pS rather than only one individual state and try to achieve multiple, interrelated outcomes, often requiring the streamlining of procedures and legislation across borders. These developments make mainstreaming gender into OSCE practical assistance projects in the field of SALW and SCA ever more important.

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<sup>1</sup> See MC.DEC/14/04, OSCE Action Plan for the Promotion of Gender Equality, (7 December 2004), at para. 3

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## Mainstreaming gender into the OSCE assistance mechanism for SALW and SCA

### 1. Scope

This Guidance Note provides advice to stakeholders on how to mainstream gender into the planning and implementation of OSCE assistance projects in Small Arms and Light Weapons (SALW) and Stockpiles of Conventional Ammunition (SCA), thus contributing towards the goal of gender equality. It provides step-by-step practical guidance for each one of the seven stages of the assistance mechanism, from clarifying the need for assistance through to project completion. It draws on lessons-identified from existing practice, and from key documents which are relevant to mainstreaming gender into OSCE assistance projects.

### 2. References

A list of key references used in this Guidance Note are listed at Annex A. **Normative** references are those that are prescriptive and are to be followed. **Informative** references are those that are descriptive and aim to help the reader understand the concepts presented in this Guidance Note.

Additional online resources on mainstreaming gender in the context of SALW and SCA are listed at Annex B.

### 3. Terms, definitions and abbreviations

‘Gender’ is a term used to describe socially constructed roles for women and men and boys and girls. It is an acquired identity that is learnt and varies widely within and across cultures. In contrast, the term ‘sex’ is used to describe the biological differences between men and women. Gender determines what is expected, allowed and valued in a woman or a man, boy or a girl in a given context. In most societies there are differences and inequalities between women and men in the responsibilities they are assigned, activities they undertake, their access to and control over resources, as well as their opportunities for making decisions.<sup>2</sup>

‘Gender equality’ is the equal enjoyment by women and men of opportunities, resources, socially valued goods, rights and rewards. It is *de facto* the absence of discrimination and distinction on the basis of being a woman or a man in opportunities, in the allocation of resources or benefits, in access to services and the enjoyment of rights. It is thus, the full and equal exercise by men and women of their fundamental rights. The aim is not that women and men become identical, but that their opportunities and their benefits become and remain equal.<sup>3</sup>

‘Mainstreaming gender’ 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.<sup>4</sup>

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<sup>2</sup> <http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>

<sup>3</sup> The principle of ‘gender equality’ and the corresponding prohibition of discrimination are fundamental principles of international human rights law. The promotion of gender equality is stipulated in the OSCE Action Plan for the Promotion of Gender Equality, MC.DEC/14/04, 7 December 2004, as well as in the OSCE’s Parliamentary Decision No. 638. In both documents the OSCE participating States have committed themselves to making gender equality an integral part of their policies.

<sup>4</sup> OSCE Action Plan for the Promotion of Gender Equality, MC.DEC/14/04, 7 December 2004, footnote 4.

The OSCE Document on SALW<sup>5</sup> and the OSCE Document on SCA<sup>6</sup> are referred to collectively as the ‘OSCE Documents on SALW and SCA’.

The document ‘Project Management in the OSCE: A Manual for Programme and Project Managers’ is referred to as the ‘OSCE Manual for Programme and Project Managers’.

OSCE missions, special missions, observer missions, centres, programme offices and presences are referred to collectively as ‘OSCE field missions’.

The terms, definitions and abbreviations used in this Guidance Note are defined in the glossary at Annex C. A glossary of all the technical terms used in the sector will be provided in a separate Guidance Note to be developed in 2020/21.

#### **4. Gender-sensitive language**

At all stages in the design, development and implementation of an OSCE assistance project in SALW/CSA it is important to use gender-sensitive language. When language is used incorrectly or without attention to the presence of bias, sexism or stereotyped concepts, it can inadvertently perpetuate gender discrimination and be disempowering to women and men.

Many words, titles and occupations reflect traditional, but out-dated, roles for women and men or exclude women by only referring to male experiences. Care should be taken to choose words that ensure women and men are equally represented.

Guidance on how to use gender-sensitive language is provided at Annex D.

#### **5. The OSCE approach to mainstreaming gender**

In 2004, as an integral part of its comprehensive approach to security that encompasses the politico-military, economic and environmental, and human dimensions, the OSCE has adopted the OSCE Action Plan for the Promotion of Gender Equality.<sup>7</sup> The Action Plan requires OSCE executive structures to mainstream gender aspects into all its projects and programmes. At an institutional level, the OSCE has created a dedicated Programme for Gender Issues within the OSCE Secretariat with a mandate to support to all OSCE structures, field operations and participating States as well as the position of a senior advisor on gender issues. Furthermore, gender focal points have been appointed in OSCE field operations and institutions, as well as in all departments of the Organization’s Secretariat, supporting OSCE staff with mainstreaming gender issues into policies, programmes, and projects.

There is a growing body of evidence in research and practice highlighting that the use, misuse and effects of SALW and SCA are highly gendered and have different impacts on women and men, boys and girls.<sup>8</sup> Statistics show that firearms owners are almost exclusively male and that they also commit almost all firearms related incidents. In particular, young men are the majority of both victims and perpetrators of firearms-related violence. Homicides with women as victims are most often a result of intimate partner violence and the use of firearms in the context of domestic violence significantly increases the risk of the lethal outcome for women rather than men. Accordingly, studies have found that women, more often than men, see firearms as a risk or threat rather than a means to protect themselves and their families. Despite these gendered differences, women continue to still be significantly underrepresented in SALW and SCA policy-making.

<sup>5</sup> OSCE Document on SALW (FSC.DOC/1/00/Rev.1 dated 20 June 2012).

<sup>6</sup> OSCE Document on SCA (FSC.JOUR/413 dated 19 November 2003).

<sup>7</sup> OSCE in Ministerial Council Decision DEC/14.04

<sup>8</sup> See, for example, Bastick, Megan and Valasek Kristin. 2014. “Converging Agendas: Women, peace, security, and small arms” in *Small Arms Survey 2014: Women and Guns*. Cambridge: Cambridge University Press.

OSCE participating States (pS) have explicitly recognised the importance of gender equality and mainstreaming in the field of SALW/SCA, in particular in post-conflict SALW projects (OSCE Plan of Action on Small Arms and Light Weapons (FSC.DEC/2/10), Part I: 3a,b).

In 2010, pS tasked the Forum for Security Cooperation (FSC) to give more consideration to gender aspects of SALW. Possible measures proposed in the decision include the exploration of a list of recommendations to ensure the identification and integration of gender aspects in post-conflict SALW programmes. And in 2017, OSCE Ministerial Council Decision DEC/14.04 requested pS “.... to continue to exchange views and information and share best practices on (a) addressing the impact of excessive and destabilising accumulation and uncontrolled spread of SALW and SCA on women and children, and (b) creating equal opportunities for women’s participation in policymaking, planning and implementation processes to combat illicit SALW as well as with regard to the OSCE assistance projects in the field of SALW and SCA.”

## 6. Guiding principles

### 6.1 General principles on OSCE assistance

OSCE pS are responsible for the life-cycle management of their own stockpiles of SALW and SCA, and for the identification and reduction of surpluses. Requests for assistance by pS, and the provision of support from assisting/donor states, will take place on a voluntary basis. Further details on the general guiding principles are provided in GNAP 02.

### 6.2 Mainstreaming gender in OSCE assistance

There is no one-size-fits all approach to mainstreaming gender into OSCE assistance in the field of SALW and SCA. In order to be effective, mainstreaming gender needs to be tailored to the specific context and type of assistance and be based on a situational analysis that takes gender perspectives into account.

When mainstreaming gender into OSCE SALW and SCA assistance mechanism, including programmes and projects, *all stakeholders should be mindful of the imperative of do no harm*. Efforts aimed at mainstreaming gender should not lead to (unintentionally) reinforcing existing gender inequalities, biases, stereotypes and discriminatory practices.

Mainstreaming gender is a shared responsibility of participating States, the OSCE and its staff, and local counterparts, including project implementing organizations and civil society. OSCE project staff should lead by example.

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*Effective communication* is important for successfully mainstreaming of gender. Communication should be clear and not give rise to misinterpretation. It should be based on reasoned arguments explaining why and in what ways mainstreaming gender will enhance the project or programme. Such reasoned arguments can be based on facts; data, including relevant statistics and in particular statistics using disaggregated data; or personal accounts and testimonies.

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When confronted with a task of mainstreaming gender in SALW and SCA projects one should ensure to consult on the latest facts and figures that would provide the arguments and foundation for further action. For latest research and publications FSC Support Section as well as the Gender Section at the OSCE Secretariat could provide further guidance.

### 6.3 Context

Communication on mainstreaming gender can only be effective if it takes into account the socio-cultural context of the requesting country. Getting the message “right” may be complex and will require a good understanding of the local context and a culturally sensitive usage of language.

Effective communication requires a shared use of terminology. In fact, it is important for all involved to be aware of how terminology related to gender properly translates into the local language and whether the corresponding terms in the local language have any neutral, positive or negative connotations so that these connotations can be addressed as necessary, including by paraphrasing and/or adding explanation.

Mainstreaming gender into OSCE SALW and SCA assistance mechanism, including programmes and projects, can only succeed if there is local ownership over this issue. Local counterparts must for themselves be convinced of the usefulness of mainstreaming gender so that it becomes an integral and sustainable part of the project. It is therefore important to have the conversation about mainstreaming gender with all national counterparts involved in the project. It is therefore important to ensure OSCE leadership communicating the adequate messaging in particular those at the top of the hierarchy who can make decisions that shape the design and implementation of the project. It is important not to limit this discussion to the technical level, for instance, to talk about mainstreaming gender only with a specific ‘gender focal point’ would not be enough to secure local ownership.

#### 6.4 Timeframe

Mainstreaming gender is a long-term commitment that requires persistence and patience. It may be necessary to first make little steps towards mainstreaming gender before more substantive change in attitudes can be noted.

#### 6.5 Diverse participation

Participation in project planning, implementation, and monitoring of a wide and diverse range of actors, including women and where relevant other groups such as young people, minority groups and people with disabilities, just to name a few, will result in significant benefits because it brings added voices, skills, experiences and additional perspectives to the project. It will ensure that the project is aware and responsive to the diverse needs of different genders and age groups. Participation of diverse actors should therefore be encouraged and proactively made possible, including by consciously looking for and addressing any existing barriers to diverse participation.

Formal and informal women’s associations, such as for instance a national association of women in law enforcement or military, may be valuable counterparts for mainstreaming gender. They can also play a key role in project monitoring and ensuring accountability. Women networks provide women with an avenue for peer exchange and support, allowing them to more easily develop common positions and amplify their message. Where such associations exist, their participation should be a point for discussion with the relevant counterparts involved in the project. An option for supporting

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It would be beneficial to review how Women, Peace and Security Agenda supported the establishment of the associations of women in law enforcement and military in the Western Balkans and Kyrgyzstan. More on how these initiatives widely contribute to the empowerment of women and promoting of their roles in police in the Western Balkans <http://css.ba/uloga-zena-u-reformi-policije-na-balkanu/>, in the armed forces of the Western Balkans <http://www.mod.gov.ba/aktuelnosti/vijesti/?id=69724>, and in the Security Sector of Kyrgyzstan <https://www.osce.org/bishkek/303011>

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the establishment of the association of women could practically mainstream gender and should as



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such be discussed with those at the top of the hierarchy who can make decisions that can shape the design and implementation of the project.

## 7. Gender markers

The 'gender marker' is a tool that allows the OSCE to track progress in mainstreaming gender in projects of OSCE executive structures and across all dimensions. It provides insight and identifies trends on the OSCE's progress in gender mainstreaming its programmes and projects.

Gender markers have been used in the OSCE since 2015 in the preparation of the Annual Progress Report from the SG to the PC on the implementation of the 2004 Gender Action Plan, usually applied by executive structures' gender focal points. Since 2020 it is applied in all extra budgetary project documentation.

There are four categories of gender marker:

- a) **G0**: projects that have **no contribution** to gender equality;
- b) **G1**: projects that have a **limited contribution** to gender equality or are only gender mainstreamed in their participation aspects;
- c) **G2**: projects that have gender equality as a **significant objective** or are fully gender mainstreamed; and
- d) **G3**: projects that have gender equality as a **principal objective**.

The selection and use of gender markers is explained in the following section and in Annex E.

## 8. The OSCE assistance procedure

The OSCE Documents on SALW and SCA prescribe a seven-stage procedure for dealing with a request for assistance. Guidance on the use of the assistance procedure for SALW/SCA projects is given in GNAP 02, including the responsibilities and obligations of key stakeholders.

The seven stages and the related gender considerations for each stage are summarised in Figure 1.



Figure 1: the seven stages and related gender considerations

### 8.1. Stage 1: Request for assistance

In preparing requests for assistance, pS may formally or informally seek guidance and/or assistance from the CPC/FSC Support Section and/or the OSCE field mission in its country. This may involve seeking advice on technical issues or clarification on the procedural steps to be taken in preparing and submitting a request for assistance.

In situations where it does not seem necessary or feasible that a gender dimension could explicitly be reflected in the request for assistance, OSCE staff should use their best judgment of whether it still may be beneficial to raise the issue of gender mainstreaming at this early stage of the project cycle. For instance, it may be beneficial to create a general awareness for mainstreaming gender beyond the scope of a pending request and/or to contribute to a gradually understanding and acceptance of gender mainstreaming by local counterparts.

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From a perspective of mainstreaming gender, early discussions are important for establishing whether the problem giving rise to the request for assistance has a different impact on men, women, girls and boys and requires a targeted, gender-sensitive response. For instance, in case that the request for assistance is based on the fact that there is a climate of insecurity created by an abundance of small arms in the hands of civilians, information can be gathered how this specifically affects different groups (young men, adult men, women, children), and whether targeted action is warranted to address the needs of one such group.

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Detailed guidance on how to understand the gender component of the request for assistance is given in Technical Notes to Assistance Projects 04 (TNAP 04). Additionally useful material to consult in preparation of the request for assistance would be the Gender and Security Toolkit.<sup>9</sup> This publication provides practice-based policy and programmatic guidance for governments, international and regional organizations and security and justice institutions to integrate a gender perspective and advance gender equality in security and justice policy, programming and reform.

## 8.2. Stage 2: Consultations about request

In initiating the OSCE response to the request, it may be necessary to seek additional information and/or clarification from the requesting State. If agreed with the assistance requesting state, the OSCE

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The purpose of a pre-feasibility study is to understand the context in which the problem exists, and the options and sequencing of an OSCE assistance project - should a decision be taken to implement the project. For the pre-feasibility study, the focus of attention is to understand the scope of the problem and its related issues/dependencies. In order to conduct a proper pre-feasibility relevant official data should be requested and analysed in order to examine a) which data is available/accessible, and b) what is the impact of the problem.

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may organize an initial visit, which may take the form of a pre-feasibility study.

At this stage it is important to explore the impact of the problem, and to understand whether its effects are equally or influencing women, men, girls and boys.

Detailed guidance on how to understand the gender component of the consultations is given in TNAP 04.

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<sup>9</sup> For more information see *Gender and Security Sector Reform Toolkit*, a set of tools prepared by the OSCE Office for Democratic Institutions and Human Rights (ODIHR), together with the Geneva Centre for the Democratic Control of Armed Forces (DCAF) and the United Nations International Research and Training Institute for the Advancement of Women (UN-INSTRAW) <https://www.osce.org/odihr/70294>

### 8.3. Stage 3: Conduct expert assessment visit and provide assessment report

Should there be no objections at the FSC that assistance is required and feasible, and can best be provided through a formal OSCE assistance project, then an expert assessment visit will be conducted.

Although the focus of an assessment visit is to scrutinise, clarify and verify technical issues, and to propose potential courses of action, it may be appropriate to review the broader issues raised in the pre-feasibility study report such as the urgency and feasibility of action. A comprehensive visit report also aims to provide transparency which should contribute to confidence building.

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The assessment visit provides an opportunity to clarify further, and gather first-hand information on whether the problem underlying the request for assistance has a particular gender dimension. Participating States should be encouraged to include women as expert representatives in the assessment visit, as well as to explore the gender aspects in the assessment report.

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Should the project potentially include an element of mainstreaming gender as part of its objectives, e.g. in form of a capacity and skills building element for a particular group of the population (such as women, or young men) or an awareness component targeting a specific segment of the population. For instance, the need to teach gun owners not to leave weapons unsecured, loaded and within reach of children. To explain to children that small arms are not toys, as well as to explain to children not to play close to a storage facility that is not sufficiently safeguarded against entering because the storage buildings are dilapidated).

It is important to encourage the question of national 'ownership' over this element at this stage, with a view to building political support for the implementation of this project component later on. In case that the project appears to have 'gender neutral' objectives, it will still be relevant to collect gender-relevant information, for instance on whether there are any qualified women who can work on the project implementation.

The composition of assessment teams will depend on the decision of the assistance providing State, as well as on the form and scope of the request for assistance, and the type of technical expertise required. Nevertheless, participating States should be encouraged to delegate female expert to the assessment teams and thus strive towards a gender balance. Moreover, the expert team should include at least one person who has the knowledge and experience to address gender issues.

Detailed guidance on addressing the gender component of expert assessment visits is given in TNAP 04.

### 8.4. Stage 4: Identify operational / financial implications and partners

With information from the expert assessment visit report and other sources, and an indication of interest from assisting/donor states, the CPC or field mission should conduct a formal problem analysis as described in *Project Management in the OSCE – a Manual for Programme and Project Managers*.

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Essentially, ‘problem analysis’ is a technique used to analyse and organize the problems which the project will aim to solve. Conducting a problem analysis will help to explore the different elements of the problem identified in the pre-feasibility study and expert assessment visit, including how the problem may affect women, men, girls and boys differently, and consider the intended outcomes to which the project will contribute.

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The problem analysis should further elaborate the initial stakeholder analysis (initially developed during the pre-feasibility study) to understand the stakeholders’ needs and expectations – including the different needs and expectation of women, men, girls and boys, analyse the operational and financial requirements of the stakeholders, and examine the capabilities of existing partners. The problem analysis will provide the opportunity to strengthen the arguments inputs that will justify an appropriate gender marker score: will the project have no contribution to gender equality (**G0**) through to will the project have gender equality as a principal objective (**G3**).

Detailed guidance on addressing the gender component of the problem analysis is given at Annex E.

### 8.5. Stage 5: Produce detailed project plan

Mainstreaming gender into the project plan requires setting gender-sensitive indicators, outputs and objectives. This may require differentiating the performance objectives by explicitly addressing women and men and by taking into account gender issues.

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If a gender gap/inequality exists, different targets for women, men, girls and boys should be set. For example, a project may have an activity aimed at building particular technical skills and professional capacity of women and men. Or else, a project may consciously seek to increase the percentage of women employed as part of a particular activity, such as mine risk education and demining teams.

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Detailed guidance on addressing gender equality in the project plan, including the use of gender-relevant indicators, is given in TNAP 04.

### 8.6. Stage 6: Implement project plan

Project implementation involves four phases and activities: inception/mobilization; execution; monitoring and controlling; and administrative closure and handover of the project to national or local authorities.

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*In all four phases, appropriate gender mainstreaming action is required in order to meet the necessary goals for example:*

***Inception*** – gender-neutral or affirmative recruitment;

***Execution*** – project plan and budget include gender related activities

***Monitoring and Controlling*** – gender indicators as per project plan are tracked, and course corrected where required

***Closure and handover*** – record lessons learned, and identify potential follow-ups

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The inception/mobilisation phase refers to the administrative and contractual work required before the activities outlined in the plan of operations are carried out by the OSCE and implementing partners. It includes resource mobilization, recruitment and procurement, the signing of MOUs and implementing partner agreements (IPAs). For recruitments, attention should be given to ensure that job descriptions are gender-neutral, and not written in such a way as to discriminate against either men or women. In fact, as an already established practice in the OSCE secretariat, in some instances female candidates should be particularly encouraged to apply.

During implementation, the project needs to be regularly monitored to assess:

- a) Project's progress against the milestone targets set in the plan of operations;
- b) Project's progress against the results proposed in the project LogFrame (see Glossary);
- c) Effective employment of resources; and
- d) Expenditure stays within budget.

If gender indicators are included in the project plan, then attention should be given to track whether the targets are being achieved, and if not to review the way in which the activities are being implemented. At this stage it may be necessary to make changes to the project plan to ensure that future targets are achieved, or to amend the targets.

Detailed guidance on addressing the gender component of the project implementation is given in TNAP 04.

### **8.7. Stage 7: Project closure and submit final report**

'Project closure' includes ensuring that all substantive work is completed and adequately documented; that all administrative tasks (e.g. handling leave and separation of project staff, completing financial records, or returning leftover funding to donors or asking their permission for reallocation) have been completed; that project closure is formally announced to stakeholders and other relevant parties; and the preparation of a final project report.

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This stage provides a moment of reflection of what lessons have been identified and can be learnt from the project. This is also an opportunity that could contribute to forward planning, including as related to mainstreaming gender.

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As requested by the participating State(s), OSCE may assist in these activities, including with drafting the final report.

Detailed guidance on addressing the gender component of project closure is given in TNAP 04.

## **9. Responsibilities**

A summary of the responsibilities for projects managed by CPC and/or OSCE field missions is given in Annex F, including the roles and responsibilities for mainstreaming gender. For example:

- a) During the first stage of the assistance procedure (request for assistance) the lead responsibility lies with the requesting pS. The CPC and/or the OSCE field mission may provide advice and assistance if requested. pS donor state(s) should be kept informed of the request for assistance in general but also of any gender-relevant considerations it may wish to be included in any project they will fund.

- b) During the third stage, the CPC and/or the OSCE field mission will lead the expert assessment visit and report, and therefore will be responsible for ensuring that gender expertise is available as needed. The pS requesting assistance and pS providing assistance are in a supporting role although they have a responsibility to nominate experts who can provide relevant gender expertise.

## Annex A

### References

The following **normative** documents contain provisions, which, through reference in this text, constitute provisions of this part of the informative guide:

- a) OSCE Document on SALW (FSC.DOC/1/00/Rev.1 dated 20 June 2012);
- b) OSCE Document on SCA (FSC.JOUR/413 dated 19 November 2003).

The key document on mainstreaming gender in the OSCE context is contained in:

- c) Ministerial Council Decision No. 14/04 - 2004 OSCE Action Plan for the Promotion of Gender Equality.

Important project management guidance for the OSCE projects is included in the Project Management in the OSCE: A Manual for Programme and Project Managers (2010 OSCE, ISBN: 978-92-9234-301-9).

The latest version/edition of these references should be used. The CPC/FSC Support Section holds copies of all references used in this guide. Copies of the latest version/edition of these references are publicly available. IF and when in doubt, please do not hesitate to contact the FSC Support Section, and ensure you are using the latest version, before commencing an OSCE SALW/SCA assistance project.



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## Annex B (Informative) Additional resources

The following online resources provide further guidance on mainstreaming gender into SALW and SCA assistance projects.

### 1. OSCE Website on Mainstreaming Gender

General information on gender mainstreaming in the OSCE can be found on the OSCE website, including links to key OSCE documents on gender and gender mainstreaming.

<https://www.osce.org/secretariat/107457>

### 2. United Nations Office on Disarmament Affairs

Information on UNODA's approach to gender mainstreaming in small arms control

<https://www.un.org/disarmament/convarms/small-arms-gender/>

The UNODA website also includes a link to Module Mosaic 06.10 on *Women, men and the gendered nature of small arms and light weapons* that can be downloaded as a PDF.

<https://s3.amazonaws.com/unoda-web/wp-content/uploads/2018/10/MOSAIC-06.10-2017EV1.0.pdf>

### 3. United Nations Mine Action Service

In November 2019, UNMAS has published the third edition of the "UN Gender Guidelines for Mine Action Programmes", a publication intended to assist mine action policy makers and implementing staff with incorporating gender perspectives into mine action initiatives. It contains material and guidance that may also be relevant in the OSCE context, in particular in projects with a focus on humanitarian demining. The manual can be downloaded as a pdf document.

[https://unmas.org/sites/default/files/ma-guidelines\\_0.pdf](https://unmas.org/sites/default/files/ma-guidelines_0.pdf)

### 4. The South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC) resources on gender in small arms control

SEESAC, a regional initiative working under a mandate by UNDP and the Regional Cooperation Council, has published documents on gender in small arms control with a regional focus on South East and Eastern Europe, including research and tools.

<http://www.seesac.org/Gender-in-Small-Arms-Control/>

### 5. The Small Arms Survey resources on gender and small arms control

The Small Arms Survey, a Geneva based think tank that provides expertise on all aspects of small arms and armed violence, provides resources on gender aspects of armed violence and small arms control.

<http://www.smallarmssurvey.org/armed-violence/gender-and-armed-violence.html>

In October 2019, it has published a handbook entitled Gender-responsive Small Arms Control: A Practical Guide, which can be downloaded as a PDF.

<http://www.smallarmssurvey.org/resources/publications/by-type/handbooks/gender.html>

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## **Annex C**

### **(Informative)**

### **Glossary**

#### **Ammunition**

The OSCE Document on Stockpiles of Conventional Ammunition (SCA) refers to conventional ammunition, explosive material and detonating devices of land, air and sea-based weapons systems:

- Ammunition for small arms and light weapons (SALW);
- Ammunition for major weapon and equipment systems, including missiles;
- Rockets;
- Landmines and other types of mines; and
- Other conventional ammunition, explosive material and detonating devices.

#### **Gender**

Gender is a term used to describe socially constructed roles for women and men and boys and girls. It is an acquired identity that is learnt and varies widely within and across cultures. In contrast, the term 'sex' is used to describe the biological differences between men and women.

#### **Gender equality**

Gender equality is the equal enjoyment by women and men of opportunities, resources, socially valued goods, rights and rewards. It is de facto the absence of discrimination and distinction on the basis of being a woman or a man in opportunities, in the allocation of resources or benefits, in access to services and the enjoyment of rights. It is thus, the full and equal exercise by men and women of their fundamental rights. The aim is not that women and men become identical, but that their opportunities and their benefits become and remain equal.

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

"Achieve gender equality and empower all women and girls" is the standalone Goal 5 of the United Nations Sustainable Development Goals.

#### **Gender mainstreaming**

Gender mainstreaming is defined as "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."

In the OSCE project management context, gender mainstreaming implies that all projects formulated in the Politico-Military, Economic and Environmental, and Human Dimensions, including assistance projects related to SALW and SCA, take into account the situation of men and women in a specific country and/or area of work, and plan accordingly.

### **Gender-responsive budgeting**

Gender-responsive budgeting or GRB is a method of determining the extent to which expenditure has detracted from or come nearer to the goal of gender equality. A gender-responsive budget is not a separate budget for women, but rather a tool that analyses budget allocations, public spending and taxation from a gender perspective and can be subsequently used to advocate for reallocation of budget line items to better respond to women's priorities as well as men's, making them, as the name suggests, gender-responsive.

### **Gender-sensitive objectives**

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

### **Gender-sensitive indicators**

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

### **Sex and age disaggregated data**

Sex and age disaggregated data means that all data is cross-classified by sex, presenting information separately for each sex, for women and men, and, as relevant, also for age groups, such as adults and children (boys and girls). Sex-disaggregated data can reflect roles, shares, participation and presence at events in numbers or in percentages. It gives information on various conditions for men and women in every aspect of organizations and societies.

### **Small arms and light weapons**

*Extract from OSCE Document on SALW*

Small arms are broadly categorized as those weapons intended for use by individual members of armed or security forces. They include revolvers and self-loading pistols; rifles and carbines; sub-machine guns; assault rifles; and light machine guns. Light weapons are broadly categorized as those weapons intended for use by several members of armed or security forces serving as a crew. They include heavy machine guns; hand-held under-barrel and mounted grenade launchers; portable anti-aircraft guns; portable anti-tank guns; recoilless rifles; portable launchers of anti-tank and rocket systems; portable launchers of anti-aircraft missile systems; and mortars or calibres less than 100mm.

For additional information on the OSCE terminology on gender, see also Chapter 1, entitled "Gender Definitions", in the document "Gender Matters in the OSCE", available online at

<https://www.osce.org/secretariat/71259?download=true>

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## Annex D (Informative) Gender-sensitive language

### Introduction

At all stages in the design, development and implementation of an OSCE assistance project in SALW/SCA it is important to use gender-sensitive language. When language is used incorrectly or without attention to the presence of bias, sexism or stereotyped concepts, it can inadvertently perpetuate gender discrimination and be disempowering to women and men.

Many words, titles and occupations reflect traditional, but out-dated, roles for women and men or exclude women by only referring to male experiences. Care should be taken to choose words that ensure women and men are equally represented.

### Use inclusive language

Many words, titles and occupations reflect traditional, but out-dated, roles for women and men or exclude women by only referring to male experiences. Wherever possible use 'gender-neutral' descriptions such as: society rather than mankind; personnel rather than manpower; representative rather than spokesman. Tip: web-based Thesaurus can provide inclusive alternatives.

In every-day English 'male' and 'female' are used as both nouns and adjectives. Where possible, use 'woman/women/girl' and 'man/men/boy' rather than 'male' or 'female' as nouns. However, when used as an adjective, and the gender is important in understanding the issue, then 'male' and 'female' are suitable. For example, '.... more female deminers are being selected as team leaders.'

### Recognise and challenge stereotypes

Gender-sensitive reporting should avoid reinforcing gender stereotypes. For example, ".... statistically, men are 50% more likely to become victims of unexploded ordnance due to traditional work practices" rather than ".... due to their outdoor work, men are exposed to greater risk of injury from unexploded ordnance than women."

### Be specific when describing gender-related activities

It is best to be as specific as possible in writing so that the relevant gender issues, and more importantly progress toward gender equality objectives, will be clear in reports. Some common terms used in the 2004 OSCE Action Plan for the Promotion of Gender Equality (e.g. gender aspect, gender awareness raising, gender sensitivity) are broad concepts. It is a good practice to be more precise in defining activities or outcomes that are related to gender equality.

### Explain why gender differences are relevant

When a report draws attention to gender differences, it is best to provide brief explanations of why they are significant or relevant to the activity or project and its objectives being described. It is a good practice to include sex-disaggregated data in reports (e.g. the number of women and men participating in management training), but without contextual information, readers may not understand the significance of the data.

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## Annex E

### (Informative)

### Gender marker checklist: which marker to select

Extract from Technical Guidance Note:  
the Gender Equality Marker for OSCE projects

**G3:** This category includes comprehensive security projects that state gender equality and/or women's empowerment as their principal objective. All project components explicitly address gender issues that have been identified through a gender analysis. This means projects in this category: (1) target women or men who have special needs, are disadvantaged, or suffer from discrimination; (2) focus all activities on building gender-specific services/capacities or more equal relations between women and men.

- Gender equality and/or women's empowerment is the **primary or principal objective** of the project.
- Gender equality and/or women's empowerment is clearly included in the background & justification, project objective, results and activities.
- All indicators are gender sensitive (i.e. disaggregated by sex, measure results for women, girls, boys and men or policy changes regarding gender equality).
- The description of the project justification and background and results, includes clear reference and explanation on how it contributes to gender equality/women's empowerment
- The dedicated section on gender mainstreaming clearly explains how the project will contribute to promoting gender equality and how gender is mainstreamed in the project.
- The budget allocations clearly contribute to gender equality.
- Women's equal participation in the project is included.

**G2:** Projects that fall into this category are strongly linked with gender-related aspects and are expected to contribute significantly to gender equality and/or women's empowerment within the context of comprehensive security. These projects possess multiple entry-points for gender mainstreaming activities, but do not explicitly state gender equality and/or women's empowerment as their principal objective. Rather, gender equality and/or women's empowerment is a secondary objective and the project has corresponding results and indicators that measure how gender equality will be advanced.

- The project plans to make a **significant contribution** to mainstreaming gender into comprehensive security.
  - Gender equality and/or women's empowerment is referred to in the project objective and/or in the majority of results and activities.
  - The description of the project justification, background and results, reflect how gender is mainstreamed or how the programme contributes to gender equality/women's empowerment.
  - There is an explanation in at least one result of how the gender perspective is included to achieve the objectives more efficiently.
  - Each result has at least one gender sensitive indicator.
  - Ideally, specific budget is allocated to gender components (i.e. a gender expert, gender analysis, etc.).
  - Women's equal participation in the project is included.
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**G1:** Projects that fall into this category are expected to contribute to gender equality and/or women's empowerment in a limited way within the context of comprehensive security. These projects possess only few gender dimensions and entry points for gender mainstreaming activities. Gender equality and/or women's empowerment is not an objective of the project, but the project still addresses gender issues to a limited degree, for example ensures gender balanced participation.

- Project plans to make a **limited contribution** to mainstreaming gender into comprehensive security.
- Gender equality and/or the empowerment of women is included in at least one result and/or activity.
- There is at least one gender sensitive indicator.
- Women's equal participation in the programme is included.

**G0:** This category includes projects that have no visible potential to contribute to gender equality and/or women's empowerment within the context of comprehensive security. Women and men are not expected to be affected differently by the project (in terms of their rights, needs, roles, opportunities, etc.), and there are hardly any entry points for gender mainstreaming activities.

- Project plans to make **no contribution** to mainstreaming gender into comprehensive security.
- No gender perspective is included in either background and justifications, result and activity descriptions.
- No reference is made in the project document on its contribution to gender equality and/or no contribution to gender equality is foreseen.
- Women's equal participation in the programme is not mentioned or not measured.
- A description of why the project is not expected to contribute noticeably to gender equality and/or women's empowerment is included. For example, the project does not have direct contact with communities or does not directly affect or determine the use of resources, goods or services accessed by women and men.

**Annex F**  
(Informative)  
**Summary of the responsibilities for OSCE assistance projects in SALW and SCA**

Activities to be conducted ↓		pS requesting assistance	pS providing assistance	CPC / OSCE field operation	Project manager	Technical experts	Implementing organisations	Remarks on roles and responsibilities related to mainstreaming gender
Request for assistance	Prepare for formal request for assistance	L	I	S				pS requesting assistance leads; CPC/OSCE FM supports by raising gender considerations
	Submit formal request for assistance	L	I	S				pS requesting assistance leads on formally including gender considerations into request; CPC/OSCE FM support
Consultations about request		S	S	L		S		CPC/OSCE FM lead on ensuring that consultations include gender; pS support
Expert assessment visit and report	Conduct expert assessment visit	S	S	L		S		CPC/OSCE FM lead on ensuring that gender is adequately considered; pS providing assistance support, e.g. by nominating experts with relevant gender expertise
	Provide assessment report			L		S		CPC/OSCE FM lead on ensuring that gender is reflected in assessment report, pSs support
Identify operational / financial implications		S	S	L				CPC/OSCE FM lead on developing gender-responsive budget; pS support
Produce detailed project proposal and plan		S	I	L				CPC/OSCE FM leads on producing project proposal & plan that is gender responsive. Requesting pS support.

Project implementation	Inception/mobilisation phase	S	I	S	L			Project manager leads on ensuring that gender perspective is reflected; requesting pS & CPC/OSCE FM support.
	Execution phase	S	I	S	L		L	Project manager and implementing organisation lead on including gender perspective; requesting pS & CPC/OSCE FM support.
	Monitoring and controlling	I	I	S	L		I	Project manager leads on ensuring m & c reflects gender perspective; CPC/OSCE FM & pS providing assistance support.
Project closure and final report		S	I	S	L		I	Project manager leads on ensuring that project closure & final report reflect gender perspective; CPC/OSCE FM & pS providing assistance support.

**Key:**

**L** Lead organisation / individual

**S** Supporting organisation / individual

**I** Interested organisation / individual (to be kept informed)