Tool 6

Gender and Security Toolkit

Border Management and Gender

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DCAF, OSCE/ODIHR, UN Women Gender and Security Toolkit

This Tool is part of the DCAF, OSCE/ODIHR, UN Women *Gender and Security Toolkit*, which comprises nine Tools and a series of Policy Briefs.

Tools:

1. Security Sector Governance, Security Sector Reform and Gender
2. Policing and Gender
3. Defence and Gender
4. Justice and Gender
5. Places of Deprivation of Liberty and Gender
6. Border Management and Gender
7. Parliamentary Oversight of the Security Sector and Gender
14. Intelligence and Gender
15. Integrating Gender in Project Design and Monitoring for the Security and Justice Sector

Policy Briefs:

The 2030 Agenda for Sustainable Development, the Security Sector and Gender Equality

A Security Sector Governance Approach to Women, Peace and Security

Gender, Preventing Violent Extremism and Countering Terrorism

Gender and Private Security Regulation

Additionally, a Compendium of International and Regional Laws and Instruments Related to Gender Equality and the Security and Justice Sector is available online.

The *Gender and Security Toolkit* builds upon the DCAF, OSCE/ODIHR, UN-INSTRAW *Gender and Security Sector Reform Toolkit* that was first published in 2008. The following Gender and Security Sector Reform Tools can be used alongside this Toolkit:

8. National Security Policy-Making and Gender
9. Civil Society Oversight of the Security Sector and Gender
11. Security Sector Reform Assessment, Monitoring and Evaluation and Gender
12. Gender Training for Security Sector Personnel
13. Implementing the Women, Peace and Security Resolutions in Security Sector Reform

SAFE JOURNEY
BON VOYAGE
URUGENDO RUHIRE
Democratic
Republic of Congo

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Image: The Petite Barrière border crossing between Rwanda and the Democratic Republic of the Congo sees a bustling cross-border trade, 2018 © EIF/Violeta Gonzalez.

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Acronyms

CBSA	Canada Border Services Agency
CSO	civil society organization
EU	European Union
GBA+	gender-based analysis plus
GBV	gender-based violence
ICCPR	International Covenant on Civil and Political Rights
IDP	internally displaced person
IOM	International Organization for Migration
LGBTI	lesbian, gay, bisexual, trans and intersex
NAP	national action plan
NGO	non-governmental organization
SDG	Sustainable Development Goal
TRIMS	Trade Route Incident Mapping System
UNODC	United Nations Office on Drugs and Crime
UNSCR	United Nations Security Council Resolution

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1. Overview

Borders are diverse because of their locations and contexts. Individuals crossing borders are also diverse. Women, men, boys and girls, whether seasoned air travellers, day traders, migrants, tourists, refugees or those engaged in or victims of criminal or terrorist activity, cross borders for a variety of purposes. Stereotypes and assumptions about the different roles, responsibilities, needs, capacities and agency of women and men have profound implications for border officers and thus for those crossing borders and communities adjacent to borders.

Integrating a gender perspective into the work of state institutions responsible for border management can have a significant impact on the ability of border officers to recognize and respond to the different needs and vulnerabilities of women, men, boys and girls. It can also help them to learn from the experiences and insights of members of border communities. This contributes to more effective detection of crime, as well as to these officials' compliance with human rights standards. Advancing gender equality through the work of the border security sector is part of the responsibility of governments to protect and promote the rights of all, in accordance with commitments made at national and international levels.

The Tool provides a framework to identify the multiple and varied gender aspects of border management. It also gives examples of progress made to integrate gender equality into border security management and promising practices. It highlights global trends and major issues that impact on border management, both internally and externally, and discusses standards that can be used in policy frameworks and capacity building.

A decade has passed since the publication of the DCAF, OSCE/ODIHR and UN-INSTRAW *Gender and Security Sector Reform Toolkit*, including its ground-breaking Tool on Border Management and Gender. Much has changed in this time, prompting the need for an updated Tool. The DCAF, OSCE/ODIHR and UN Women *Gender and Security Toolkit*, of which this Tool is one part, draws together key lessons of the past decade in promoting gender equality in security and justice. The aim of the Toolkit is to share new and emerging good practices, reflecting on how they have been developed. The Toolkit is designed to help security and justice sector institutions to integrate a gender perspective. In doing so, attention to often-neglected security and justice needs of women and girls must always be a key priority.

Image: The Royal New Zealand Navy monitors maritime security in the Arabian Gulf, 2008 © RNZAF/CPL Brad Hanson.

1.1 Introducing gender and border management

National institutions involved in border security management include border guards and customs and immigration services, as well as, among others, services that conduct public health inspections. Border management institutions differ significantly around the world.

Border management functions usually involve controlling flows of people, goods and services across borders, as well as monitoring activities across land and sea borders to detect and prevent unlawful circumvention of official borders. Border management both facilitates legal activities and detects, identifies and combats illegal activities, in co-ordination with other law enforcement institutions and agencies. Border management functions should be carried out in accordance with international and national frameworks (laws, conventions and principles).

Border security relies heavily on risk assessment, and border management strategies reflect how countries address the challenges these assessments identify. Effective border management strategies acknowledge the importance of a gender perspective and integrate gender equality mechanisms into all border security functions. Failing to take into account the gendered needs of those who cross borders may result in poor decision-making, affecting individuals' rights and opportunities, and ultimately national and international security. Likewise, border institutions that discriminate against women and individuals of diverse sexual orientation and gender identity within their ranks fail to comply with national and international human rights standards, and undermine their effectiveness in delivering services to their citizenry and the state.

Informed and committed leadership is critical to enable the institutional change essential to the achievement of gender equality. This commitment will be reflected in the introduction of the necessary gender architecture – advisers and focal points, training to give personnel the knowledge and skills to integrate a gender perspective effectively into their work, and gender strategy.

Integrating a gender perspective thus concerns both external and internal dimensions of border management.

External dimensions:

- recognition of and response to different gender-specific needs and experiences of the most vulnerable, including victims of trafficking, refugees and migrants
- control of, and reduced opportunities for, cross-border movement of criminal networks
- prevention and detection of cross-border crime (trafficking in human beings, smuggling of migrants, etc.)
- development of relationships of trust with border communities to improve border security
- facilitation of cross-border trade.

Internal dimensions:

- policies and procedures that reinforce rights-based management
- recruitment, retention and promotion of women and men
- equal personal development and career opportunities for women and men
- generic and specialized gender-related training for all staff.

At a time of rapid technological change, globalization and mass population movements, it is important for border management to recognize and explore innovation. Understanding the gender implications of environmental migration resulting from climate change, ensuring human rights and gendered approaches in immigration detention facilities, and grasping how human traffickers and smugglers take advantage of different gendered needs demonstrate the importance of the broad application of a gender perspective in meeting the current and future challenges of border management.

Integration of a gender perspective increases the operational effectiveness of border institutions by:

- scaling up the capacity to detect (and investigate) criminal activity when interacting with people crossing borders
- reducing the likelihood of conflict between security authorities and the local population
- ensuring compliance with international requirements
- helping reduce criminal activity and improving security at borders
- contributing to increased safety for migrant labour
- improving the ability to reach out to specific groups (e.g. women traders) who, for various reasons, may not have access to services provided by border management institutions
- creating trust and reducing hostility and suspicion on the part of border communities
- contributing to the safety and protection of children, making it easier to trace family members who have been separated and reducing the likelihood of recruitment by criminal actors.

1.2 Audiences for this Tool

This Tool can be used as both a reference document and a training guide. It is designed for use by all actors engaged in the management and reform of border security.

- Personnel of border institutions, including those working on internal reform and promotion of gender equality within an institution and the front-line staff who engage in operations and promote gender equality in society through their service.
- Actors working on strategic reform within any border services (including national coast guards, port authorities and private carriers) and responsible ministries.
- Individuals responsible for developing policy, procedures and/or training for border services concerning inclusivity, diversity, human rights, equality, gender, women, gender-based violence (GBV)* or women, peace and security.
- Parliamentarians and their staff involved in oversight of border management.
- Donor countries and organizations that support improved governance of border institutions, including the United Nations (UN), the OSCE (including field missions), the European Union (EU), the African Union, the World Bank, DCAF and the Organisation for Economic Co-operation and Development's Development Assistance Committee.
- Private sector consultancies and consultants who work with border agencies.
- Civil society organizations (CSOs), non-governmental organizations (NGOs), think-tanks and research institutes working with border services on gender issues and/or working on gender or women's rights issues as they relate to borders or migration.
- Ombuds institutions and other national human rights institutions engaged in monitoring and oversight of border services.

* For the purpose of this Toolkit, the phrase "gender-based violence" (GBV) is used to refer to all harmful acts inflicted upon someone because of normative assumptions about their gender. GBV is an umbrella term for any harmful act that is perpetrated against a person's will and is based on socially ascribed (gender) differences between females and males. The nature and extent of specific types of GBV vary across cultures, countries and regions. Examples include sexual violence, sexual exploitation/abuse and trafficking for sexual exploitation; domestic violence; forced/early marriage; harmful traditional practices such as female genital mutilation; honour killings; widow inheritance; and homophobic and transphobic violence.

See UN Women (2019) "Gender equality glossary", https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36; OHCHR (2011) "Discriminatory laws and practices and acts of violence against individuals based on their sexual orientation and gender identity", report of the UN High Commissioner for Human Rights, UN Doc. A/HRC/19/41, 17 November, para. 20.

1.3 Outline of this Tool

The Tool is divided into six further parts, as follows.

Section 2 sets out in more detail why gender equality and integrating a gender perspective are necessary in border management to address trends in migration and cross-border trade, as well as challenges related to trafficking in human beings, smuggling of migrants and terrorism. It explains why a gender perspective improves effectiveness through increased awareness of security risks, enhanced ability to address transborder crime and improved facilitation of cross-border trade. This section provides key definitions related to the topic and highlights relevant international laws and instruments.

Section 3 outlines a vision of border management that aims to advance gender equality, with a gender perspective integrated into policies and practices. It proposes key strategies and essential ingredients and conditions for improved operational effectiveness that can provide border management with a foundation and the confidence to initiate and take further steps to integrate a gender perspective. As such, this Tool sets out a range of options for integrating a gender perspective and advancing gender equality in and through border management. While it borrows from good practices in different contexts, what is relevant will differ across time and place and require adaptation.

Section 4 illustrates the progressive change that has been achieved over the past decade and provides examples and promising practices from border management institutions and other security institutions and global actors whose work is relevant to border management.

Section 5 suggests elements of an institutional self-assessment checklist on integrating a gender perspective. It includes both generic and institution-specific questions for border management on the topics of performance, laws, policies and planning, community relations, accountability and oversight, personnel and institutional culture.

Section 6 lists useful resources to support work on gender within border management, including websites, guides and handbooks, articles and reports.

The other Tools and Policy Briefs in this Toolkit focus on different security and justice issues, providers and themes (see page i). It is intended that the Toolkit be used as a whole, with readers moving between Tools and Policy Briefs to find more detail on aspects that interest them.

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2. Why are gender equality and integrating a gender perspective important in border management?

By advancing gender equality and integrating a gender perspective, border management services become better equipped to identify and manage security threats while ensuring the protection of the human rights of individuals crossing borders. They also become more representative of the populations they serve. Fundamentally, the integration of a gender perspective and the pursuit of gender equality are integral to the effectiveness of border management services:

- to protect and promote human rights within the service and while discharging border-related functions
- to comply with international frameworks and obligations under human rights law frameworks
- to understand better the implications of global events related to people's movements
- to combat organized crime effectively and prevent trafficking in human beings and smuggling
- to understand better the possible links between migration and violent extremism and its implications for border management
- to facilitate cross-border trade and other legal activities.

This section begins by explaining key concepts and terminology used in this Tool, and then presents the arguments in more detail.

2.1 Key concepts

Gender*

Gender refers to the roles, behaviours, activities, attributes and norms that a given society at a given time considers appropriate for men and women. These attributes, opportunities and relationships are *socially constructed* and *learned* through socialization processes. They are context- and time-specific and changeable. Gender is part of the broader socio-cultural context, as are other important criteria for socio-cultural analysis such as class, race, disability, poverty level, ethnic group, sexual orientation and age. Gender determines what is expected, allowed and valued in a woman or a man in any 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, and decision-making opportunities. In patriarchal societies, political, economic and social power lies with men,

* Gender, gender roles, gender stereotypes, masculinities and femininities, gender equality, intersectionality and diverse sexual orientation, gender identity and expression are discussed in more depth in Tool 1, "Security Sector Governance, Security Sector Reform and Gender".

Image: Border officers from Georgia during an exercise on identification of fraudulent documents, 2019 © OSCE/ Albina Yakubova.

and attributes associated with manliness are valued over those associated with women. Women and girls tend to be in less powerful positions compared to men and boys, and often face numerous forms of structural discrimination economically, politically, socially and in terms of their legal rights.

The way women and men live up to – or resist – gender expectations in their everyday lives is sometimes described in terms of *femininities* and *masculinities*: the various ways of being and acting, roles, values and expectations associated with becoming and being women and men, respectively, in a given society at a given time.

It is important not to reduce understanding of "gender" to "women," or to just "women" and "men". Attending to gender in border management is about attending to the different needs, views and experiences of men, women, girls, boys and persons with the full range of gender identities and expressions. LGBTI (lesbian, gay, bisexual, trans and intersex) persons and others of diverse sexual orientations and gender identities and expressions often face particular forms of discrimination, exploitation, abuse and violence. This is recognized by the many states and international organizations that address discrimination on the basis of sexual orientation or gender identity in their laws and declarations. Integrating a gender perspective, one must always remember that women and men (people who identify across or outside of the female/male binary) are never homogeneous groups; they do not all share the same experiences, needs or values, nor have the same opportunities.*

Furthermore, the concept of "intersectionality" refers to the interaction between two or more forms of discrimination or systems of subordination, such as racism, patriarchy or economic disadvantage. An intersectional analysis often shows that the dynamics of exclusion, inequality and violence are intensified when two or more of these systems of subordination intersect: for instance, when a woman is both socio-economically marginalized and a member of an ethnic minority group. It is necessary for any work on gender and border management to consider how gender intersects with ethnicity, religious background, age, social class, sexual orientation, marital status, race, disability and other demographic identifiers, in different places and at different times.^

Gender equality

Gender equality is a fundamental human right, and a goal to which governments and international organizations have committed. Promoting gender equality is therefore a part of the mandate of security and justice sector institutions, including the border security sector. Commitment to gender equality is enshrined in international law and national constitutions and legislation around the world.

Gender equality means that:

> ... the rights, responsibilities and opportunities of individuals will not depend on whether they are born male or female. Equality does not mean "the same as" – promotion of gender equality does not mean that women and men will become the same. Equality between women and men has both a quantitative and a qualitative aspect. The quantitative aspect refers to the desire to achieve equitable representation of women – increasing balance and parity – while the qualitative aspect refers to achieving equitable influence on establishing development priorities and outcomes for women and men. Equality involves ensuring that the perceptions, interests, needs and priorities of women and men (which can be very different because of the differing roles and responsibilities of women and men) will be given equal weight in planning and decision-making ...**

* Refer to Tool 1, "Security Sector Governance, Security Sector Reform and Gender", for a more detailed discussion of language and concepts around gender and discrimination against LGBTI people.

^ Conducting intersectional gender analysis is discussed in Tool 15, "Integrating Gender in Project Design and Monitoring for the Security and Justice Sector".

** See: UN Women Training Centre (2017) "Gender equality glossary", https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36.

Gender equality can also be understood as "the absence of discrimination on the basis of a person's sex in opportunities, the allocation of resources or benefits, or in access to services".[1] Achieving gender equality involves a positive obligation to transform unequal power relations; address the underlying causes and structures of gender inequality, including discriminatory norms, prejudices and stereotypes; and transform institutions that perpetuate discrimination and inequality.

Integrating a gender perspective

Key strategies to achieve gender equality in international, national and institutional policies are gender mainstreaming/integrating a gender perspective and gender analysis.*

"Gender mainstreaming" (or "mainstreaming a gender perspective") is the process of *assessing the implications* for women and men of any planned action, whether it be policy development, legislative reform, restructuring of institutions, training or other programmes. 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 aim of gender mainstreaming is, therefore, to achieve gender equality.[2]

Nowadays, the term *gender perspective* is understood more broadly than as a focus only upon men and women. UN Women explains a "gender perspective" as:

> ... a way of seeing or analyzing which looks at the impact of gender on people's opportunities, social roles and interactions. This way of seeing is what enables one to carry out gender analysis and subsequently to mainstream a gender perspective into any proposed program, policy or organization.^

In this Toolkit, "gender perspective" refers to seeing and analysing the impact of gender roles, gender stereotypes and gendered power structures in society and institutions, including in relation to sexual orientation, gender identity and gender expression. Integrating a gender perspective involves consciously engaging with and questioning how gender impacts on people's opportunities, social roles and interactions. Moreover, the Toolkit uses the term "integrating a gender perspective" to emphasize that a gender perspective demands more than just "assessing implications" – it also requires taking action accordingly.

2.2 To protect and promote human rights within the service and while discharging border-related functions

Individuals crossing borders are rights holders; human rights must be upheld both within border management services and in their operations.

Within border management services, if the human rights and fundamental freedoms of personnel are violated, the service will become less representative of the society and less effective, thus less accountable to the citizenry. A border institution with a bad record of sexism, harassment (including sexual harassment) or gender-blind management, which reproduces inequality, will not be appealing to women, nor will it inspire trust among the population. Conversely, where the different experiences and capacities of women and men are reflected in the human resources architecture of border services, this makes them a more attractive employer. Gender-equal and non-discriminatory policies in human resources management will facilitate broad-based recruitment and conditions that attract men and women, including LGBTI people, into a service. In the context of institutional management, pursuing gender equality means that women and men have equal opportunities to participate in policy-making and the provision of security by border agencies and institutions.

* Gender analysis is discussed further in subsection 4.2. Conducting gender analysis is discussed in detail in Tool 15, "Integrating Gender in Project Design and Monitoring for the Security and Justice Sector".

^ See: UN Economic and Social Council (1997) "UN Economic and Social Council Resolution 1997/2: Agreed conclusions", 18 July, UN Doc. A/52/3/Rev.1.

Increasing the representativeness of border services so they mirror the society they serve adds different perspectives and better understanding of the different security needs of women, men, girls and boys crossing borders. This helps to ensure diverse needs are recognized and addressed. For example, proper inclusion of women in immigration reception or detention centres may decrease the potential for sexual abuse or other forms of GBV to occur there. Female victims of trafficking may feel more confident about reporting their situation to female officers, increasing the likelihood of identification at the border. Female border officers may have different perspectives on security than their male colleagues do, helping them to uncover different security threats.

Effective protection of human rights at borders requires consideration of social and power inequalities and the different needs of those who cross the border or who live near border areas. Gender influences reasons for crossing borders, who crosses them and why, the networks they use, and opportunities and resources at destination. For example, migrants may experience sexual violence at various points of their journey or leave their countries because of gendered dynamics of labour economies.[3]

Border services must protect human rights also in their interactions with communities living in border areas. If border services are perceived as sources of insecurity, local populations will be unlikely to co-operate with them. But community engagement programmes that engage both men and women have the potential to build mutual trust and foster accountability on the part of border management services.

2.3 To comply with international human rights frameworks and obligations

The integration of gender into border management is essential to comply with international and regional legal frameworks, instruments and norms concerning security, gender equality and human rights. The UN General Assembly has frequently reminded member states of their obligation to ensure respect for human rights with specific regard to border control, calling upon states:

> ... to ensure that guidelines and practices in all border control operations and other pre-entry mechanisms are clear and fully respect their obligations under international human rights law, particularly refugee law and human rights law, towards persons seeking international protection.*

This requires positive action, for example training border officers and border guards to uphold human rights in their daily work.

Understanding gender equality as a human rights principle contributes to an environment of trust and respect, and supports national efforts to build a society founded on the rule of law.

International human rights instruments

The international human rights instruments listed below are particularly relevant to advancing gender equality in border management. Box 1 relates specifically to the framework for OSCE participating States.

Universal Declaration of Human Rights

Adopted by the UN General Assembly in 1948, the Universal Declaration of Human Rights is the foundation of international human rights law. It is seen as a common standard of achievements for all peoples and all nations, and it sets out, for the first time, fundamental human rights to be universally protected.

* UN General Assembly (2008) "Resolution 62/159. Protection of human rights and fundamental freedoms while countering terrorism", 11 March, UN Doc. A/RES/62/159.

UN Convention Relating to the Status of Refugees (1951) and its 1967 Protocol

- Defines the term "refugee": the status of refugee is accorded to any person who, "owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country" (Article 1).
- Prohibits expulsion or return (*refoulement*): "No Contracting State shall expel or return ('refouler') a refugee in any manner whatsoever to the frontiers of territories where his life or freedom would be threatened on account of his race, religion, nationality, membership of a particular social group or political opinion" (Article 33).

International Covenant on Civil and Political Rights (1966)

The ICCPR is a key international human rights treaty and provides a range of protections for civil and political rights. The ICCPR, the Universal Declaration of Human Rights and the International Covenant on Economic, Social and Cultural Rights are together considered to comprise the International Bill of Human Rights. Of particular relevance to border management institutions are the provisions regarding:

- the inherent right to life
- the prohibition of torture and other cruel, inhuman or degrading treatment or punishment
- the prohibition of slavery and servitude
- freedom from arbitrary arrest and detention.

UN Code for Conduct for Law Enforcement Officials (1979)

All law enforcement officers with executive powers, including border officers, must respect and protect human dignity and maintain the human rights of all persons. They are bound to:

- commit no acts of corruption
- respect the law and prevent violations
- ensure that the recruitment, hiring, assignment and promotions policies of police agencies are free from any form of unlawful discrimination
- treat all persons deprived of their liberty with humanity and respect for the inherent dignity of the human person.

Convention on the Elimination of All Forms of Discrimination against Women (1979)

This convention is described as an international bill of rights for women, and has been ratified by 189 states. It provides the basis for realizing equality between women and men by ensuring women's equal access to and equal opportunities in all spheres of economic, social, cultural, political and civil life. States commit to:

- ensure the full development and advancement of women for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men (Article 3)
- modify social and cultural patterns of conduct of men and women which are based on the idea of the inferiority or the superiority of either of the sexes or on stereotyped roles for women and men (Article 5)
- take all appropriate measures, including legislation, to suppress all forms of trafficking for sexual exploitation of women
- eliminate discrimination against women in the field of employment to ensure, on a basis of equality of men and women, the same rights to work, to the same employment opportunities, to free choice of profession and employment and to equal remuneration (Article 11).

UN Convention on the Rights of the Child (1989)

The convention:

- identifies rights that must be realized for children to develop their full potential, free from hunger, want, neglect and abuse
- calls for the provision of specific resources, skills and contributions necessary to ensure the survival and development of children to their maximum capacity
- calls for the creation of the means to protect children from neglect, exploitation and abuse.

The Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children (Palermo Protocol), supplementing the UN Convention against Transnational Organized Crime (2000)

The Palermo Protocol requires ratifying states to:

- prevent and combat trafficking
- protect and assist victims of trafficking
- promote co-operation between states.

The Protocol against the Smuggling of Migrants by Land, Sea and Air (2000)

The protocol addresses the growing problem of organized criminal groups that smuggle migrants, often at high risk to the migrants and at great profit for the offenders. It provides the first international definition of smuggling of migrants and promotes co-operation among states parties, while protecting the rights of smuggled migrants.

UN General Assembly: Global Counter-Terrorism Strategy (September 2006)

The strategy is a unique global instrument to enhance national, regional and international efforts to counter terrorism. It is composed of four pillars that include respect for human rights for all and respect for the rule of law when countering terrorism.

The Secretary-General's Plan of Action to Prevent Violent Extremism

Includes recommendation that member states:

(a) mainstream gender perspectives throughout their efforts to prevent violent extremism

(b) invest in gender-sensitive research and data collection on women's roles in violent extremism

(c) include women and other underrepresented groups in national law enforcement and security agencies, and as part of terrorism prevention and response frameworks

(d) build the capacity of women and their civil society groups to engage in prevention and response efforts related to violent extremism

(e) ensure that a portion of all funds dedicated to addressing violent extremism is committed to projects that address women's specific needs or empower women.

UNSCR 2331 on maintenance of international peace and security (2016)

United Nations Security Council Resolution (UNSCR) 2331 stresses the importance of amplifying the voices of women and girls in efforts to counter terrorism. The resolution condemns all instances of trafficking in persons in areas affected by armed conflicts and stresses that trafficking in human beings undermines the rule of law and contributes to other forms of transnational organized crime, which can exacerbate conflict, foster insecurity and instability and undermine development. It calls on member states to investigate, disrupt and dismantle networks involved in trafficking in persons in the context of armed conflict. In paragraph 3(a) it encourages member states to:

> Build strong partnerships with the private sector and civil society, including local women organizations, and to redouble their efforts by encouraging these actors to provide information helping to identify, disrupt, dismantle and bring to justice individuals and networks involved in trafficking in persons in areas affected by armed conflict, including by training relevant officials such as law enforcement personnel, border control officers, labour inspectors, consular or embassy officials, judges and prosecutors and peacekeepers to identify indicators of trafficking in persons in areas affected by armed conflict in supply chains ...

UNSCR 2396 on threats to international peace and security caused by terrorist acts (2017)

UNSCR 2396 encourages member states and international, regional and sub-regional entities to ensure participation and leadership of women in the design, implementation, monitoring and evaluation of strategies to address returning and relocating foreign terrorist fighters and their families (para. 33). It emphasizes that "women and children associated with foreign terrorist fighters returning or relocating to and from conflict ... require special focus when developing tailored prosecution, rehabilitation and reintegration strategies", and the importance of "assisting women and children associated with foreign terrorist fighters who may be victims of terrorism ... taking into account gender and age sensitivities" (para. 31).

Box 1: The OSCE Border Management and Security Concept

The OSCE Border Management and Security Concept, adopted in 2005, is the main framework of reference related to OSCE participating States' co-operation on border management issues. The document sets out guidance related to co-operation based on principles of international law, mutual confidence, equal partnership, transparency and predictability, at global, international, regional, sub-regional and bilateral levels.

The purposes of co-operation on border management issues are listed below.

- To promote free and secure movement of persons, goods, services and investments across borders, in conformity with relevant legal frameworks, international law and OSCE commitments, *inter alia* through enhancing the security of travel documents and encouraging, as appropriate, circumstances that could allow liberalization of visa regimes.
- To reduce the threat of terrorism, including by preventing cross-border movement of persons, weapons and funds connected with terrorist and other criminal activities.
- To prevent and repress transnational organized crime, illegal migration, corruption, smuggling and trafficking in weapons, drugs and human beings.
- To promote high standards in border services and competent national structures.
- To promote dignified treatment of all individuals wanting to cross borders in conformity with relevant national legal frameworks, international law, in particular human rights, refugee and humanitarian law, and relevant OSCE commitments.
- To create beneficial conditions for social and economic development in border territories, as well as for the prosperity and cultural development of persons belonging to all communities residing in border areas, with access to all opportunities.
- To foster prospects for joint economic development and help in establishing common spaces of freedom, security and justice in the OSCE area.
- To ensure the security of the international transport circuit for supply of commodities.

The Women, Peace and Security Agenda

UN Security Council Resolution 1325 on women, peace and security (2000) and subsequent supporting resolutions have implications for border management (see Box 2).

Box 2: The Women, Peace and Security Agenda

In 2000 the ground-breaking UN Security Council Resolution 1325 was adopted. It recognized that women and men have different experiences in conflict, different needs after conflict, different perspectives on the causes and outcomes of conflict, and different contributions to bring to a peacebuilding process. Subsequently, the UN Security Council has adopted, at the time of writing, a further nine resolutions addressing women and conflict, together comprising the Women, Peace and Security Agenda. The goals of the Women, Peace and Security Agenda are to:

- promote gender equality and strengthen the participation of women in decision-making in all aspects of conflict prevention, peace processes, peace operations and peacebuilding
- improve the protection of women in conflict-affected environments, and end conflict-related sexual violence and impunity for these crimes
- ensure that international engagement in conflict-affected environments addresses the specific needs of women and improves the protection of women's rights.

The Women, Peace and Security Agenda emphasizes women's participation in security sector reform and women's access to justice. It is used around the world as a policy tool to implement gender-sensitive conflict-related policies. It is also used as an organizing framework for actors outside the United Nations, such as states, NGOs and researchers.

See the Policy Brief on "A Security Sector Governance Approach to Women, Peace and Security" for further discussion.

Many countries have developed national action plans (NAPs) on Women, Peace and Security that are aimed at translating the resolution into reality. These plans are comprehensive mechanisms for integrating a gender perspective throughout a country's defence, diplomacy and development processes, with the goal of increasing women's participation in preventing, resolving and rebuilding after conflict. In some cases the development of more wide-ranging NAPs has involved more than 20 government agencies and institutions, requiring sophisticated co-ordination and monitoring to ensure successful implementation.*

The Security Council resolutions on Women, Peace and Security provide support for leadership initiatives to integrate a gender perspective into border management, as illustrated in Box 3. Moreover, a number of NAPs include specific actions to address the needs of women crossing borders or living in border areas. For example, Kyrgyzstan's 2018–2020 NAP commits to develop instructions "on the observance of personal safety rules in border areas for women living in rural areas, of all local ethnic communities".[4]

UN 2030 Agenda for Sustainable Development^

Launched by the United Nations in 2015, the Agenda for Sustainable Development, "Transforming our world", is an aspirational blueprint "to realize the human rights of all and to achieve gender equality and the empowerment of all women and girls". While many aspects of the Sustainable Development Goals (SDGs) intersect and complement each other, three are of particular relevance to achieving gender equality in and through the security sector: SDG 5 on gender equality, SDG 10 on reducing inequality within and among nations and SDG 16 on peace, justice and strong institutions.

Empowerment of women and girls is a critical component of gender equality initiatives. It involves activities specifically designed for women and girls to challenge their own perceptions about their gender roles and societal norms while helping to bridge the gap caused by institutional barriers and discrimination. Achieving gender equality depends on closing those gaps in part by gaining access to resources (whether land, money, training, education, time or power), challenging the division of labour that confines women to the domestic realm and advocating for a public voice.

* NAPs on Women, Peace and Security and how they can support integration of a gender perspective in the security sector are discussed in Tool 1, "Security Sector Governance, Security Sector Reform and Gender". Detailed information on these NAPs can also be found at www.peacewomen.org.

^ See UN General Assembly (2015) "Transforming our world: The 2030 Agenda for Sustainable Development", 21 October, UN Doc. A/RES/70/1.

For further discussion see the Policy Brief on "The 2030 Agenda for Sustainable Development, the Security Sector and Gender Equality".

Box 3: Implementing UN Security Council Resolution (UNSCR) 1325 in Ukraine

Implementation of UNSCR 1325 was instrumental to the process of addressing gender equality in the State Border Guard Service of Ukraine. With support from Ukraine's Interior Ministry through the UNSCR 1325 NAP, the Border Guard Service identified ways to implement the resolution. A Gender Adviser has been appointed as the head of the Border Guard Service and is now responsible for gender policy. A separate unit on gender equality has been established in the central headquarters. Representatives of the border service are members of the OSCE's Gender Equality Platform for Border Security and Management.

Training on gender equality that locates it within the framework of human rights, anti-discrimination and women's rights reaches the highest level of education at the National Academy for officers and cadets. Three distance-learning courses have been introduced in an effort to reach border guards of all ranks.

As part of this effort, formal restrictions on employing women within the state border service have been removed. Some 27.2 per cent of all personnel (military and civilian) are women, 21.3 per cent of whom are military. Women work at all ranks, in various positions and all locations, including 506 female border guards in the conflict area of eastern Ukraine. Border services have also been involved in the creation of the Ukrainian Association of Women in Law Enforcement.

Source: Interview with Lieutenant Colonel Olga Derkach, State Border Guard Service of Ukraine.

Image: Ukrainian border guards distribute leaflets warning travelers about risks of becoming a victim of traffickers, as part of awareness-raising campaign supported by the OSCE, 2018 © OSCE.

Border management institutions can play a role in contributing to the SDGs' purpose of achieving gender equality and the empowerment of women. Brazil's 2017 voluntary national review, for example, describes women's assistance centres in border regions that aim to expand care and support to migrant women in situations of violence, fight human trafficking and sexual exploitation, offer guidance about the regularization of documents, provide psychosocial care and legal assistance, and make referrals to specialized services. Canada's 2018 voluntary national review outlines government action to increase the representation of women and other underrepresented groups in fields such as the judiciary, law enforcement, security and intelligence.

2.4 To understand better why women, men, girls and boys migrate

Globally, women make up just under half of international migrants.[5] Men and women often have different motivations for migration, as shown in Table 1.

Table 1. Gender-specific push factors of migration

Push factor	Women	Men
Gender inequality	Lack of respect for women's rights, exclusion from public life and decision-making, maintenance of structural inequalities	Societal expectations to be family breadwinner, pressure to conform with norms of male dominance, control and authority
War and political insecurity	Targets of sexual violence by enemy forces and within one's own community Loss of home, family and male family members	Targets of sexual violence by enemy forces Threat of forced recruitment into military/armed groups/rebels Loss of land and livelihood and destruction of property
Extreme poverty/social deprivation	Responsible for children's upbringing: unable to access basic services, suffer from poor health, lack of education and dependency status	Responsible for providing for their family, thus seek unskilled/semi-skilled employment in different locations
Family disruption	Abandonment, divorce and widowhood leave women vulnerable to increased poverty and exploitation	Loss of contact with family resulting from forced participation in warfare, imprisonment or exile
Social inequality	Hierarchical social norms that determine life choices and limit education and employment opportunities Intolerance, persecution and imprisonment for non-conformity with traditional norms of sexual orientation and gender identity	Hierarchical social norms that determine life choices and limit education and employment opportunities Intolerance, persecution and imprisonment for non-conformity with traditional norms of sexual orientation and gender identity
Marriage	To escape forced or fraudulent arrangements and protect daughters from sale into trafficking or marriage to relieve family financial burden	To conform with, or escape from, cultural norms of male roles and responsibility and masculinity
Extortion: drugs and violence	Threat of sexual violence, fear of predators forcing children into prostitution and gang membership	Forced labour, threats to family and extortion that stifles commercial activity/employment
Environmental factors	Loss of livelihood and food sources, poor family health, depleted natural resources, burden of domestic responsibility and fewer employment possibilities	Loss of livelihood and food sources, loss of livestock, damaged infrastructure, burden of domestic responsibility, fewer employment possibilities

Historical patterns of men migrating for employment or education and women for marriage or family reunification have progressively changed, for both women and men. More women are now migrating for education or employment purposes. Migration can lead to a greater degree of economic and/or social autonomy for women and an opportunity to challenge traditional or restrictive gender roles. Through migration, both men and women may develop skills or earn higher wages, some of which they can send back to their country of origin as remittances.

While economic factors remain strong, there have been critical shifts in other drivers of migration. For example, in Central America mass migration results from a combination of poverty and social inequality; neighbourhood gang rule that brings extortion, drug trafficking and violence; and ineffectual law enforcement, weak rule of law and weak government authority.

> After the internal armed conflicts in Guatemala and El Salvador the kind of migrant that we saw was the economic migrant … a male migrant, in [their] 20s or 30s coming to the U.S. to try to send a couple hundred dollars back home … [N]ow who is arriving at the U.S. southern border [?] … it's newborns, it's pregnant women, it's kids from two years old … these are not the type of economic migrants that we've seen previously but people that are fleeing life or death situations.[6]

As climate change accelerates, the impact of environmental migration, particularly in resource-poor regions, will become an increasingly critical issue for border security. A new term, "environmental refugees", has come into use to describe people forced to leave their traditional habitat, temporarily or permanently, because of a marked environmental disruption (natural or triggered by people) that jeopardizes their existence and/or seriously affects the quality of their life.[7] Up to 300 million climate refugees are expected to be displaced worldwide by 2050.[8] Often a toxic combination of crop failure, debt, greedy agricultural dealers, poverty and lack of alternative employment contributes to migration.

Unequal and discriminatory social norms and institutions often play a key role in shaping women's and girls' migration decisions. Where immigration policies of receiving countries implicitly assume a dependent status for women and an independent migrant status for men, and place women in a family role rather than a market role, they reinforce some of the factors responsible for the social vulnerability of migrant women. This is especially true in labour-importing countries that separate the right to work from the right to reside, and where women who lack a work permit tend to be employed illegally.

2.5 To understand better the implications of global events on people's movements

Mass population movements in the twenty-first century present a unique challenge for border institutions: to ensure both the protection of individuals and groups crossing borders and security. According to the United Nations Refugee Agency, as of 2018 a total of 70.8 million people were forcibly displaced worldwide as a result of conflict, persecution or generalized violence. This is a global increase of 2.3 million over the previous year. Some 25.9 million were refugees, 41.3 million were internally displaced and 3.5 million were asylum seekers. Children under the age of 18 constitute about half of the refugee population.[9]

Many migrants follow regular channels and routes, but many also seek uncertain and irregular migration paths. This is seen in the lack of hope that drives young men from Ethiopia to trek through some of the most inhospitable terrain on earth in the hope of reaching war-stricken Yemen or Saudi Arabia.[10] Ancient migration corridors, such as the Mediterranean, have seen thousands of migrants from Africa fleeing poverty, war, political insecurity and the absence of a decent standard of living to risk crossing multiple borders and entering Europe after perilous boat journeys.

Migrating populations are entitled to protection. Border officials need to be aware of protection rights and the obligations of the state and its agents to ensure they act in accordance with existing international and national frameworks. Such awareness guarantees those rights and provides a foundation for implementing border management functions.

A variety of causes push women, men, boys and girls to move *en masse*: war and conflict, fear of violence and persecution, financial hardship and environmental damage leading to loss of home and livelihood. The push to migrate and the attraction, or pull, of the destination are often experienced differently by women and men. Political upheaval, armed

conflict and violence are common push factors, but the experience of flight, abandonment and deprivation can be markedly different. The pull of the destination for women is often influenced by the inequality of gender roles and responsibilities, sexual violence and exploitation, and the extremes of poverty. The lure of employment, the opportunity to provide for one's family and freedom from military recruitment are powerful pull factors for men, while societal expectations and the pressure to conform with cultural norms influence both men and women to migrate.

In times of crisis and conflict, when temporary/transitory populations are escaping violence and danger, certain groups face particular and disproportionate obstacles: women and girls travelling alone; pregnant and nursing mothers weakened by the rigours of flight; and children exposed to predators at risk of being kidnapped and sold. Women and girls in remote communities or with disabilities face additional challenges. Men and boys are exposed to recruitment into criminal groups as well as capture and recruitment by militias and military.

Understanding the gender implications of conflict and other major causes of displacement and being able to address the related needs of asylum seekers, migrants and refugees* are key for border institutions.

2.6 To combat organized crime effectively, including smuggling and trafficking in human beings, while protecting human rights

The expansion of trade, finance, travel and communication on a global scale has created growth and interconnectedness, but simultaneously it has created opportunities for profitable criminal activity as never before. In 2011 the United Nations estimated that financial flows linked to transnational organized crime were worth 1.5 per cent of global GDP.[11] Nowadays, smuggling of migrants and trafficking in human beings are probably, economically speaking, the fourth-largest global crime sector – estimated at an annual market value of at least USD 157 billion.[12] Organized crime groups have continued to widen their portfolios of illicit activities and, with the development of technologies – mobile communications and the darknet – new areas of crime have emerged, such as cybercrime and environmental crime.[13] This has implications for border management. Criminal networks are looser, more horizontal in structure and adapt readily and rapidly to changing circumstances.

Borders can be a fruitful location for criminal activity that threatens regional and national security. For example:

- smuggling of migrants and modern slavery have spread in Eastern Europe, as well as in Southeast Asia and Latin America
- pirates from the world's poorest countries (near the Horn of Africa) hold to ransom ships from the richest nations
- counterfeit goods undermine lawful trade and endanger lives
- money laundering and uncontrolled economic sectors corrupt the banking system worldwide.[14]

The success and power of transnational organized crime matched with the scale of population movements and the demands of legitimate international trade make transborder intelligence sharing and co-operation an essential element of protection of national and human security.

* A *refugee* is a person who has fled their country of origin and is unable or unwilling to return because of a well-founded fear of being persecuted due to their race, religion, nationality, membership of a particular social group or political opinion.

An *asylum seeker* is an individual who is seeking international protection. In countries with individualized procedures, an asylum seeker is someone whose claim has not yet been finally decided on by the country in which he or she has submitted it. Not every asylum seeker will ultimately be recognized as a refugee, but every refugee is initially an asylum seeker.

An *economic migrant* is someone who leaves their country of origin for financial and/or economic reasons. Economic migrants choose to move to find a better life, but they do not flee because of persecution. Thus they do not fall within the criteria for refugee status and are not entitled to receive international protection.

Organized criminal groups of varying size, structure and capacity facilitate the irregular movement of people for huge profit and have become an important factor in global migration. They often establish operating hubs where the vulnerable and desperate among migrating and displaced populations are exploited. Migrants who do not find employment are often forced into debt and poverty, but cannot report to the authorities because of their illegal status. They are then – as with stateless persons, refugees, asylum seekers and internally displaced persons (IDPs) – vulnerable to becoming victims of trafficking.[15] The distinctions between people smuggling and human trafficking are set out in Table 2.

Table 2. Key differences between smuggling of migrants and trafficking in human beings

	Trafficking in human beings	Smuggling of migrants
Consent	Irrelevant if means are in place	Typically voluntary
Purpose of the crime	Exploitation of the victim	To obtain a financial or material benefit
Crossing a national border	Not required	Required
Source of criminal profits	Exploitation of the victim	Facilitation of irregular entry or stay
Target of crime	A person	Public order, authority or provisions of the state

Source: United Nations Office on Drugs and Crime (2018) "Global report on smuggling of migrants 2018", Vienna: UNODC.

Women, girls, men and boys may all be victims of various forms of trafficking in human beings. Vulnerability to trafficking is intimately related to gender roles and gendered insecurities, as well as to age. For example, refugee camps and people fleeing from conflict provide multiple opportunities for recruiters looking to coerce or deceive the vulnerable into accepting false opportunities; women who are alone and separated from their family, young girls, unaccompanied youths and children are particularly exposed. For example, Rohingya children separated from their families in the flight from Myanmar, captured, threatened and lured from refugee camps have been found as far away as India and Nepal.[16] Children are one of the most vulnerable groups targeted by traffickers. Organized crime groups choose to traffic children, as they are easy to recruit and quick to replace.[17]

The United Nations Office on Drugs and Crime (UNODC) estimates that:

- women and girls account for 71 per cent of all trafficking victims identified globally
- the proportion of identified male victims increased from 16 per cent in 2004 to 29 per cent in 2014
- trafficking for the purpose of sexual exploitation is the predominant form of trafficking, accounting for 54 per cent, and females represent 96 per cent of victims trafficked for sexual exploitation
- traffickers who exploit women for other purposes, such as forced labour, forced marriage, begging and domestic servitude, commonly subject victims to sexual violence as a means of coercion and control
- young girls represent almost three-quarters of identified child trafficking victims
- the share of victims who are trafficked for forced labour has increased in recent years – about four in ten victims detected between 2012 and 2014 were trafficked for forced labour, and 63 per cent of these victims were men
- males represent 82 per cent of victims trafficked for the purpose of organ removal.[18]

Male victims of trafficking may be reluctant to acknowledge that they were trafficked and to identify as a victim because of gender stereotypes of masculinity. As a result, the concerns and needs of male victims of trafficking are given less consideration in assessing both their vulnerability and their assistance and protection needs.[19]

Anti-trafficking and anti-smuggling interventions need to take an intersectional approach when designing protection and prevention measures, considering not only gender but also age, education, sexual orientation and individual experience. For border officers, a gender perspective means, for example, discarding approaches narrowly focused only on "profiling". Young male economic migrants from war-torn or impoverished regions are often subjected to anti-terrorism scrutiny, but not identified as victims of human trafficking for labour exploitation. Integrating a gender perspective into the work of border institutions, based on a gender analysis, helps to detect unconscious bias that affects rational thinking, planning and operations.

2.7 To understand better possible links between migration and violent extremism/terrorism and their implications for border management

Men, women, boys and girls experience violent extremism differently and in diverse ways. It is crucial to move beyond stereotypes about their roles, whether as victims, recruiters or perpetrators.* There are many gendered aspects of migration and vulnerabilities to violent extremism. In Central Asia, for example, predominantly young men, often lacking education and employment opportunities, migrate in search of work. Failing to find employment or being subjected to discrimination, abuse and exploitation in destination countries, they may become vulnerable to recruitment into violent extremist groups. If male providers fail to return home, women, with limited economic choices, may also be at higher risk of being radicalized to terrorism by violent extremist groups.[20]

* For further discussion see the Policy Brief on "Gender, Preventing Violent Extremism and Countering Terrorism".

In terms of migration, women can have influence over children who are targeted for recruitment by violent extremist groups: as enablers for children to migrate or influencing them to remain at home. Women can become targets for recruitment as active fighters/supporters or for marriage to male members of violent extremist groups. Women and girls who flee from violent extremist groups and attempt to return also remain at risk.[21]

For border officers it is important to avoid gendered categorizations and biased profiling of migrants, for example by classifying them as a threat or as vulnerable based only on gendered assumptions about male violent behaviour or female vulnerability, and making decisions accordingly about who should be deported, detained, surveilled or protected.[22] In addition to challenging bias related to ethnicity, religion and other grounds, integrating a gender perspective can help border officers identify the specific risks or individual needs faced by migrants and others crossing borders.

2.8 To facilitate cross-border trade

Management of cross-border trade has far-reaching implications for millions of traders globally who cross borders every day in search of products and markets. The prevalence of insecurity along territorial borders, exacerbated by the absence of targeted border governance, stifles legitimate commercial activities and jeopardizes the livelihoods of those who depend on informal trade routes and facilities to support their families and strengthen their economic stability.

Emphasis on trade as a tool for socio-economic development, sustainable growth and peaceful relations has drawn attention to the gendered aspects of cross-border trade. In Southern and East Africa, for example, much daily cross-border trade is conducted by poor women traders. It is estimated that 90 per cent of women traders in the East African Community rely on cross-border trade as their only source of income.[23] In Southern Africa, 70–80 per cent of informal cross-border traders are women. While both women and men face challenges when it comes to trade facilitation and logistics, and trade helps many women become economically empowered, women face distinct constraints. These include verbal and sexual harassment at border crossings, and greater reliance on public transport than men – with associated costs and higher incidence of robbery and physical assault *en route* to market. Women sleep in shifts so as to watch over goods and prevent theft, and stay in accommodation together to reduce the risk of GBV.[24] In 2018 the Ugandan government launched a "Charter for Cross-Border Traders", which stipulates the basic rights and obligations of traders and border officials of the six countries in the East African Community, and will, hopefully, allow traders to cross borders without impediments.

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3. What would border management that promotes gender equality and integrates a gender perspective look like?

Border management institutions that integrate a gender perspective and advance gender equality apply the law fairly to everyone crossing a border for any reason; they do not discriminate on grounds of sex, sexual orientation or gender identity or expression; and they promote the institutional changes that are necessary to achieve gender equality. This means hiring a representative, diverse workforce that can respond appropriately to the needs of both people crossing borders and local communities that inhabit border areas.

This section sets out the components of a vision for achieving these goals by building a more representative workforce, putting in place measures to be responsive to diverse needs, combating GBV and discrimination in border contexts, and promoting accountability within border management institutions.

3.1. Leadership of border institutions supports the promotion of gender equality and the integration of a gender perspective

Achieving the goals of gender mainstreaming and gender equality takes a collective, organizational and programmatic effort that involves all staff at all levels. Committed, visible and attentive leadership is an essential component.

Strong, committed and accountable leadership that initiates, directs and monitors the integration of a gender perspective and consistently sets high standards recognizes the implications for border security of both internal and external dimensions of gender equality. The external dimensions are the most visible to the public, but cannot be achieved without internal structural changes.

Leadership must initiate and support comprehensive measures to transform the institution, including through the development of strategies and policies, the eradication of discriminatory practices and the implementation of comprehensive staff training on gender equality. Leadership should inspire and energize and, through public words and actions, contribute to an improved understanding of a gender perspective within the institution.

When their leadership strongly promotes gender equality and integrates a gender perspective, border management institutions:

- make a high-level commitment to integrating a gender perspective and champion gender equality within the institution, in public and within border communities and decision-making forums
- implement a gender strategy that is context-specific to border services, complete with an action plan, time frame and resources for activities to integrate a gender perspective in all processes (discussed further in subsection 4.1)

Image: Participant at a UN Women mosaic making workshop in Za'atari camp in Jordan, 2015 © UN Women/ Christopher Herwig.

- pay specific attention to the implementation of the Women, Peace and Security Agenda, and implementation of international, regional and domestic legislation and standards relevant to gender in border management
- challenge patriarchal structures and attitudes that inhibit change, particularly where there is primacy of dominant male roles and discriminatory practices and behaviours, and women and people of diverse sexual orientation and gender identity are minorities.

The example in Box 4 demonstrates how leadership can take initial steps to integrate a gender perspective. Cautious and limited steps can lead to more significant and ambitious increments once support and understanding develops.

Box 4. Frontex's efforts to integrate a gender perspective

An initiative to integrate a gender perspective into the work of Frontex, the European Border and Coast Guard Agency, included a commitment from the most senior levels of the executive body and used a respected membership body (the Frontex Consultative Forum on Fundamental Rights) as an entry point.

A survey of documents used by the organization was conducted to review: the presence or absence of a gender perspective, gender stereotyping in the identification of roles and responsibilities, and the use of sex-disaggregated data. The survey resulted in ten recommendations to senior leadership to integrate a gender perspective better.

The most immediate outcome was the agreement of senior managers to a presentation by the International Organization for Migration (IOM) on the importance of gender equality and gender mainstreaming. This increased their knowledge and began a process of further presentations to other levels of management to raise their awareness of the importance of gender equality and gender mainstreaming in border services.

Source: Frontex (2018) "Fifth annual report - 2017. Frontex Consultative Forum on Fundamental Rights", pp. 23–25.

3.2. Border institutions are responsive to the different needs of diverse groups

Border services that integrate a gender perspective and advance gender equality take steps to ensure that they are aware of, and responsive to, the different needs of women, men, girls and boys, including people of diverse sexual orientation, identities and expressions. They are aware of the specific vulnerabilities and needs of various individuals and population segments, and the differential impact that crime, crisis and conflict can have on women, men, boys, girls and LGBTI individuals. They have people, policies and processes in place to ensure that the specific context, experiences and needs of each person in each case are understood, and gender bias is avoided.

Particular attention should be given to the likely experiences and needs of women who may be at risk of violence or have been victimized already. For example, GBV in the place of origin experienced as domestic violence or different forms of sexual violence (including in conflict and post-conflict settings and humanitarian crises) increases women's vulnerability to trafficking and exploitation. Border officials should recognize that trans and intersex individuals* crossing borders have the right to self-identify as male or female, and this fact must provide the basis for possible searches. No body search should be required as proof of gender, nor can one's gender be used to deny asylum claims.

Gender responsiveness is applied to *all* people who come into contact with border services, whether as tourists, migrants, asylum seekers or victims of, witnesses to or alleged perpetrators of a crime, as well as citizens and residents of border communities.

* These terms are explained in Tool 1, "Security Sector Governance, Security Sector Reform and Gender".

Border control operations that are aware of the potential gendered impacts of the above-mentioned vulnerabilities are able to respond better to the needs and insecurities of the people settled in communities or crossing international borders. They should ensure that everyone crossing borders, whether by land, sea or air, is treated with professionalism and respect, their human rights are upheld and the services provided respond appropriately to the different needs of women, men, boys and girls, including LGBTI people.

Table 3 sets out some of the ways in which treating people with this professionalism and respect can have a profound impact upon how border services are perceived and understood, and on their ability to detect and prevent crime.

Table 3: Benefits of integrating a gender perspective into border management

Gender-integrated	Potential result
Human rights compliance	
Decisions made based on the application of human rights principles and standards, including gender equality, not on assumptions on the basis of sex, age, race, dress, religion, sexual orientation, etc. A just, equitable service that responds to the needs of the population	Increased trust and co-operation improve collaboration and security while reducing conditions conducive to recruitment by criminal groups Improved quality of service and reputation
Safe conditions for both staff and those detained, interviewed or under protection Attention to the basic needs of those detained (shelter, food, water and health) Assurance that women are interviewed/searched by women Interview techniques acknowledge alleged trafficking victims as *victims*, not criminals	Human rights compliance Increased likelihood that a victim will act as a witness in criminal prosecution of traffickers Increased likelihood that victims receive services to which they are entitled
Migrants and refugees	
Aware that gender-related persecution and violence are a valid claim for asylum status application Aware of and practise principle of non-*refoulement* of refugees	Compliance with international and national legal frameworks Ensures only voluntary return/resettlement of refugees and reduces likelihood of conflict with security authorities and local population
Distinguish between offences of smuggling of migrants and trafficking in human beings and application of appropriate processes Treat trafficked individuals as victims, not criminals, and offer assistance (legal, humanitarian) Aware of national referral mechanism for victims of trafficking	Compliance with legal requirements; helps reduce criminal activity and increase security at borders and ensures appropriate services/assistance for victims of human trafficking and of terrorism
Familiar with relevant labour laws and requirements for legal employment contracts for migrants	Contributes to increased safety for migrant labour and prevention of human trafficking
Males and females of all ages and backgrounds treated according to human rights principles, without overt suspicion of any group	Creates trust, reduces hostility and insecurity
Collaborative contacts with humanitarian and legal assistance communities and law enforcement	Enhances ability to properly serve humanitarian/legal requirements: addresses human rights violations
Appropriate processing that respects both men and women	Reduces fears of injustice and inequality; contributes to safety and well-being of travellers/traders

Gender-integrated	Potential result
Ensure application of required protection services for children/unaccompanied minors	Human rights compliance and contributes to safety and protection of children, helps in family tracing and reduces likelihood of recruitment by criminal actors and terrorist groups
Movement of members of violent extremist/terrorist groups	
Male and female officers trained to investigate/interview family/group members separately, conduct searches and supervise detentions	Improved ability to distinguish between individuals affiliated as family members/dependents to violent extremist and terrorist groups and actively engaged individuals
Engagement with border communities	
Gender-responsive approach to communication with border community	Border communities relay knowledge of local environment and security threats
Female/male balance on community/engagement/safety teams/group	Greater likelihood of local women and men willing to participate in security committees/groups/activities Both men's and women's concerns included in security agenda: all contributions and observations recognized

3.3. Border institutions engage constructively with residents of border communities

Establishing relationships with local communities is critical to maintaining border security, especially in areas of persistent low-level conflict and instability. Populations at border locations include both urban and rural settlements, permanent and temporary residents, nomads, traders, returning IDPs, economic migrants, refugees, asylum seekers and victims of human trafficking and human smuggling. These diverse groups are affected by, and contribute in different ways to, border (in)security. The vulnerabilities they face are equally diverse. In addition to general fears of recruitment by radical groups, the spread of organized crime and the risk of human trafficking and GBV, the security of permanent/semi-permanent populations around borders is threatened by competition around access to and control of natural resources; the spread of disease; animal and property theft and compromised trade goods; and the loss of markets caused by border delays.

Border services that integrate a gender perspective establish links with women and men in border communities. In some contexts this is done through dedicated border liaison officers. Border services can work with women's and other community-based organizations and CSOs to:

- establish partnerships with communities whereby border officers and local residents address community security concerns together
- share critical local intelligence concerning security threats
- consult with local women, men and youth to improve understanding of their gendered security concerns (including those related to borders that are not demarcated, interstate and intercommunal border disputes, safe border-crossing points, mistrust in security providers and poor border security or border management)
- design and jointly implement action plans
- provide capacity-building support to border officers through training and mentoring.*

Ultimately, by listening to and including multiple stakeholders in the community, border officers gain a better understanding of community insecurities and needs and can provide more appropriate and responsive security. This also helps to reduce discrimination and

* Consultation with civil society is discussed in more detail in Tool 1, "Security Sector Governance, Security Sector Reform and Gender", and Tool 4, "Justice and Gender".

The involvement of civil society in security sector oversight and governance is explored in DCAF, OSCE/ODIHR, UN-INSTRAW (2008) "Civil Society Oversight of the Security Sector and Gender", Tool 9, *Gender and Security Sector Reform Toolkit*, Geneva: DCAF.

marginalization, including of women and youth, whose voices need to be heard and who can be empowered to participate in improving safety in their communities. Box 5 gives an example of collaboration between border services and youth.

Box 5 Youth Assistance to Border Guards: Tajikistan

A Saferworld assessment in Khatlon and Gorno-Badakhshan, Tajikistan, explored vulnerabilities and paths to radicalization. Many young people left Tajikistan for Russia to find well-paid jobs so as to support their families back home. When unable to find employment, they were believed to have been recruited to radicalism. In many cases religious radicalism was not a driving force, and some had engaged in interpersonal violence or criminal behaviour before leaving home.

While there was mixed evidence for the role of religion as a driver of insecurity, a trust deficit between authorities and local populations at times seemed to push individuals to leave the country. Authorities' state-centric approaches to counter radicalization, which overemphasize aspects of identity (including religious) instead of community-centred approaches to identify grievances, are pushing individuals to join violent groups.

While the threat of individuals leaving to join violent groups is an important issue, people in these communities do not identify this as the main security threat that needs to be tackled.

Saferworld supported the local population in designing and implementing community-centred strategies to respond to these drivers, with the aim of reducing the risks of recruitment into violent groups and enhancing the resilience of border communities living in high-risk areas.

In the Shohin district of southern Tajikistan, this included the establishment of youth volunteer groups by the local authorities/district administration and the Shohin Community Policing Partnership Team (comprising community members, civil society activists and police officers). Referred to as "Youth Assistance to Border Guards", they operate in selected villages along the Tajikistan–Afghanistan border. The aim is for young men and women to support border troops and other security agencies in identifying and addressing local community safety concerns, including border-related issues.

When local authorities recognized the community as an important security actor and consulted residents on their security needs, trust improved between the authorities, police/border guards and communities, allowing for increased collaboration to address problems.

Source: Interview with Tamara-Duffey Janser, Saferworld Regional Head, Central Asia and Myanmar; Saferworld (2018) Unpublished community assessment in Khatlon and the Gorno-Badakhshan Autonomous Region.

3.4. Border institutions are inclusive, representative and non-discriminatory

An inclusive and representative border service attends to the similar but varied needs of female, male and LGBTI staff, creates conditions for a balanced family/work life, and offers everyone a career with opportunities, support and resources. Its staff are individuals of diverse backgrounds and reflect all of society, including LGBTI individuals, indigenous people, ethnic and racial minorities, different castes and religions, etc. Women and men are equally meaningfully employed, including in decision-making and policy-making roles. Women and men have equal career opportunities for education/training, promotion, etc.

Around the world women are underrepresented as staff of border services, but many services are taking active steps to recruit and retain female staff. Hiring and retaining more women offers a number of benefits:

- a broader recruitment base attracts different skillsets and ideas
- female officers are recognized by the service to be as competent as their male counterparts
- female officers can bring particular capabilities to community-based responses
- increasing the presence of female officers is necessary to improve responses to violence against women
- increasing the proportion of female officers contributes to reducing sexual discrimination and harassment.

Border services that are committed to gender equality take context-specific action to achieve greater representation of women and create an environment that makes a career in border services more attractive to them. Key areas for attention to build inclusion are recruitment, policies around assignments and promotion, infrastructure and institutional values and standards of behaviour.

Recruitment*

Inclusive and targeted recruitment strategies are part of the solution. These strategies include consideration of not only whether there is gender bias in recruitment criteria or processes, but how actively to attract women and other unrepresented groups.

In Canada, for example, the Canada Border Services Agency (CBSA) proactively engages young women to think about careers in law enforcement and border services. The CBSA took part in a Young Women in Public Safety event, which targeted young women in grade 11. Participants learned about the work of the CBSA, along with other public safety portfolio partners.[1]

The Australian Border Force considers the diversity of its personnel as its greatest strength, because a diverse workforce leads to a better understanding of its clients and the needs of the community. The Australian Border Force's recruitment requirements state that it values and welcomes the contributions of all of its staff from a range of backgrounds, experiences and perspectives, and encourages applications from people with different cultural backgrounds, race, ethnicity, disability, age and gender identity or sexual orientation.[2]

Policies related to assignments and promotion

A key consideration for retaining staff with family responsibilities, male and female, is to address their reluctance to be posted to remote locations far from home and take on extended deployments or shift work, which is disruptive to work/life balance. Shift and deployment rotations of border guard personnel should account for the domestic needs and responsibilities of both women and men.

Conditions of service can jeopardize women's opportunities for promotion because of rules on service interruption (often relating to maternity leave). Parental leave policy (which applies to women, men and LGBTI individuals) can help to mitigate these problems.

In some services the roles women can perform remain restricted. Box 6 describes one type of progressive step to overcome this.

* Strategies for increasing recruitment and retention of women are also discussed in Tool 1, "Security Sector Governance, Security Sector Reform and Gender", Tool 2, "Policing and Gender", Tool 3, "Defence and Gender", Tool 5, "Places of Deprivation of Liberty and Gender", and Tool 14, "Intelligence and Gender".

Box 6: Entry points to build women's career opportunities

Employing women in law enforcement agencies is "culturally restricted" in some countries in the Middle East and North Africa, according to Franz Prutsch, Senior Regional Immigration and Border Management Specialist with IOM Middle East and North Africa. Civilian women working in border services are mainly confined to controlled environments and limited to specific tasks, such as body searches and working with unaccompanied minors.

One role where women can develop professionally, gaining knowledge and experience, is as trainers. Women working in training centres have opportunities for promotion – an important goal for respect and recognition. By having more women involved in training, they also help to change mindsets.

Infrastructure

At times, border services' infrastructure is inadequate to accommodate the presence of women. There should be facilities to meet the specific needs of women (care responsibilities, separate sanitation facilities, etc.).

While upgrading border infrastructure in Jordan, for example, separate accommodation was established for female officers as well as inspection rooms and washrooms for female travellers.[3]

Institutional values and standards of behaviour

Institutional values and standards of behaviour should ensure equal respect for all staff members and individuals who come into contact with border services, regardless of their sex, gender identity or sexual orientation. Active steps should be taken to overcome institutional and cultural barriers that inhibit equality of opportunity and treatment.

As a precondition, this requires policies and mechanisms to ensure that gender-based discrimination and harassment and GBV are not tolerated, and there are disciplinary mechanisms in place to deal with infractions. Codes of conduct and complaint mechanisms to protect not only staff but the public from human rights abuses will foster accountability.

Endnotes

1. Communication with Steve Tennant, Team Lead and Senior Program Advisor, CBSA.
2. Australian Border Force (2019) "A career with us. Diversity", https://www.abf.gov.au/about-us/careers/a-career-with-us/diversity (accessed 27 November 2019).
3. Communication with Laila Tomeh, IOM Jordan.

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4. How can border management promote gender equality and integrate a gender perspective?

With the vision described in Section 3 in mind, this section sets out a range of measures to improve border management and promote gender equality. It describes four cross-cutting approaches: using a gender strategy and specialized gender staff; gender analysis; gender training; and regional co-operation. It also outlines the gender dimensions of administering immigration detention in a way that complies with human rights.

It highlights examples of progress in terms of integrating a gender perspective into border management from a range of contexts. The approaches that are adopted can be adapted and tailored to local needs and contexts.

Prompts to help in thinking about these steps for change are included in the self-assessment checklist in section 5.

4.1. Gender strategy and specialized gender staff

A gender policy and/or strategy is a key tool for border management services to integrate a gender perspective and actively promote gender equality.*

A gender policy and/or strategy should be context-specific and include or be accompanied by an action plan that sets out goals, time frame, indicators and responsibilities for implementation. Gender-sensitive objectives should display measurable, verifiable goals designed specifically to integrate gender equality and close an identified gender gap. The strategy should be robust, creative, detailed, inclusive, adaptable and responsive to changing circumstances.

A gender strategy should incorporate specific mechanisms contributing to the elimination of gender-based discrimination while also providing guidelines for staff behaviour, accountability and means of redress. Key elements might include the following.

- **Steps to eliminate discriminatory policies.** An example of such policies is the requirement for civil servants to be posted to regional locations to gain promotion, which has implications for women's ability to gain the necessary seniority and experience and compete for promotions or advancements.
- **Conditions of service.** To remove barriers and biases against women's full participation, conditions of service should consider:
  - flexible working conditions (adapted physical facilities, shift work, gender-balanced deployments, parental leave and merit and experience-based promotion)
  - standardized multi-stage fitness tests for all recruits (with support provided to achieve the required level), with additional tests for specialized roles (e.g. firearms)

* Gender strategies and policies are also discussed in Tool 1, "Security Sector Governance, Security Sector Reform and Gender", Tool 2, "Policing and Gender", Tool 3, "Defence and Gender", Tool 4, "Justice and Gender", Tool 5, "Places of Deprivation of Liberty and Gender", and Tool 14, "Intelligence and Gender".

Image: The border between Mexico and Guatemala, 2009 © Mike Stenhouse.

- specific safety concerns of women (regarding transport, isolated deployment locations, sanitary facilities, night shifts and working in pairs or teams)
- provision of uniforms designed/approved by women and adapted uniforms for religious practices
- healthcare benefits that provide for the specific needs of women (e.g. pre-natal and postnatal care)
- healthcare plans for women and men that include mental health concerns, such as those following a traumatic or critical incident, with specific attention to GBV.

- **Code of conduct.** A code of conduct should be developed specifically for border personnel, and include a prohibition of sexual harassment, bullying and abuse internally as well as a prohibition of all forms of sexual exploitation and abuse involving the public. A code of conduct should be visible and accessible. Its implementation requires training, promotion of values at all levels and clear support from senior personnel.
- **Complaints mechanisms.** There is a need to implement a complaints mechanism with robust and trusted provisions for dealing with reports of discrimination, sexual harassment, bullying or abuse against women, men and LGBTI personnel. Key to the success of a complaints mechanism are confidentiality, accessibility and victim support arrangements.*
- **Targets and/or quotas.** These provisions aim to increase the representation of underrepresented groups. For example, in Moldova's Inspectorate-General for the Border Police a strategic objective was set to increase the number of women in the service to 20 per cent by 2020.[1] Mechanisms should then be in place to support this, such as mentoring programmes for women, recognizing that women and other underrepresented groups often struggle to find mentors.

Effective implementation of managerial decisions regarding a gender strategy needs the advice and support of informed staff with expertise, authority and operational experience. Mechanisms and gender architecture should be introduced to support the integration of a gender perspective, such as a gender unit, gender adviser and gender focal point network.^

4.2. Using gender analysis

Gender analysis is a process of assessing how different groups of women and men experience policies, programmes, initiatives and laws. It considers how men, women, boys and girls in a particular context are affected by differences in gender roles, activities, needs, opportunities and entitlements/rights. Gender analysis should be integrated into *all* assessments and analyses to ensure that interventions do not exacerbate existing inequalities and, where possible, help to achieve greater gender equality and justice.

Gender analysis should consider factors that impact on vulnerability alongside sex and gender; that is, recognizing the intersections between personal characteristics and situational circumstances. Women and men cannot be classified as homogeneous groups, as they have multiple characteristics – gender, ethnicity, age, religion, disability and sexual orientation – that influence inequalities in the way they are regarded and treated (see Figure 1). Gender analysis should produce information which recognizes that gender, and its relationship with race, ethnicity, culture, class, age, disability, and/or other status, is important in understanding the different patterns of involvement, behaviour and activities that women and men have in economic, social and legal structures.**

* See DCAF (2015) *Gender and Complaints Mechanisms. A Handbook for Armed Forces and Ombuds Institutions to Prevent and Respond to Gender-Related Discrimination, Harassment, Bullying and Abuse*, Geneva.

^ Specialized gender structures are discussed in Tool 1, "Security Sector Governance, Security Sector Reform and Gender", Tool 2, "Policing and Gender", Tool 3, "Defence and Gender", and Tool 4, "Justice and Gender".

** Conducting gender analysis, including collecting sex-disaggregated data, is detailed in Tool 15, "Integrating Gender in Project Design and Monitoring for the Security and Justice Sector".

Figure 1. Intersectional approaches to sex and gender

Gender analysis provides necessary data and information to integrate a gender perspective into policies, programmes and projects. It identifies the differences between and among women and men in terms of their relative position in society and the distribution of resources, opportunities, constraints and power in a given context.

An example of how border institutions can collect sex-disaggregated data to facilitate gender analysis is Nigeria's Trade Route Incident Mapping System (TRIMS). In Nigeria, traders regularly face obstacles in moving their goods and services to and from markets. Along trade routes and at border crossings they face a number of (often illegal) checkpoints created by various law enforcement agencies, where they are required to pay informal charges, bribes or facilitation payments to be able to conduct their business. These non-tariff barriers both violate human rights and increase the costs of doing business. TRIMS, a pilot project being conducted in the state of Ogun, is a facility that allows traders to send anonymous text messages to an automated public website to provide information on:

- the agency involved (e.g. police, customs, local government)
- the costs incurred
- the time delay caused
- the type of commodity traded
- the trader's gender
- any sexual or physical violence that took place.

TRIMS thus collects both sex-disaggregated data and specific information on GBV affecting traders. This can be a basis for interventions that address the gender-specific needs of female and male traders.

Box 7 describes the evolution of work to integrate a gender perspective in Canada's border services, in which intersectional gender analysis is a key component.

Box 7: Evolution of integrating a gender perspective in the Canada Border Services Agency (CBSA) from 2008 to 2018

In Canada the federal government's stated intention of adopting a feminist foreign policy and embarking on a whole-of-government approach to mainstreaming gender and improving gender-based analysis has had a direct impact on its border services agency.

In integrating a gender perspective into Canada's border services, the CBSA established so-called executive champions, who preside over 16 important committees in an effort to improve inclusion of perspectives from different parts of society. Structures include the Women's Advisory Committee, the Young Women in Public Safety Committee, the Mental Health Committee, the Visible Minorities Committee, the Persons with Disabilities Committee, the LGBTQ2+ Committee and the Aboriginal Peoples Committee. These committees strive to bring awareness to issues affecting all Canadians (including CBSA employees) and to provide a safe, open and positive environment for all.

The CBSA currently comprises 47.5 per cent women and 52.5 per cent men (including indeterminate, determinate and seasonal employees). Since October 2017 the CBSA has retained 90 per cent of its employees.

In recruitment there are no differences in entry qualifications between men and women. The recruitment of employees, specifically border service officers, is standardized. Efforts are made to eliminate all biases at every stage of the recruitment process for border service officers and all other positions across the CBSA. Staffing of positions within the public service, including the CBSA, is merit-based. As such, all employees are afforded equal opportunities to work in any position within the organization, including all border locations.

The CBSA has implemented Gender-Based Analysis Plus (GBA+) as an integral part of its policies, programmes and initiatives. This ensures that the CBSA has an understanding of the impacts of gender and diversity on different groups of people to help it make better decisions and achieve better results for all its clients and stakeholders and all Canadians. As part of this undertaking, the CBSA promotes the Canadian government's online training on GBA+, as well as micro-learning videos entitled *Equality or Equity* and *Beyond Sex and Gender*. As a pilot project, the CBSA used GBA+ throughout the planning phase to inform the design and operation of new primary inspection kiosks at Canada's airports.

There are currently formal advisory committees for women and LGBTI, which provide a safe and open environment that fosters support for, and participation of, all members in an accessible and visible space.

Sources: Based on communication with Steve Tennant, Team Lead and Senior Program Advisor, CBSA. The videos mentioned and information on GBA+ are available on the website of Status of Women Canada: www.swc-cfc.gc.ca. See also Status of Women Canada (2018) "Trailer – Safer and stronger Canada at home and in the world", 8 January 2018, https://cfc-swc.gc.ca/med/multimedia/videos/cbsa-trailer-en.html.

4.3. Training for staff on gender issues

Training is an absolute requirement for successful integration of gender and the advancement of gender equality in border services. Integrating a gender perspective into the regular training of border personnel will help them be able to recognize and address the different needs of all those who cross borders – women, girls, men and boys. This requires a training strategy with a long-term objective of developing among all members of the organization the necessary skills and attitudes to support gender mainstreaming and gender equality. This implies training and education activities for different audiences throughout the institution.

Training content*

Training on gender equality needs to contain a common core for all members: non-discrimination, integrity, common values, professionalism, ethics, etc. This is where the foundations of gender mainstreaming are laid. Additionally, there should be training on specific gender-related topics for different functional areas and different levels, such as child protection and handling the personnel documentation of trans individuals (see Box 8).

Box 8: Recognizing non-binary gender identification in documents

The globally mandated biographical marker of gender, required in all passports issued worldwide, helps border officials determine the identity of passport holders. Border services across the world have strengthened verification methods to identify and intercept, relying more heavily on biometric recognition for identification. Using advanced biometric technologies leads to improvement in how travellers are identified at borders. Soon, gender markers such as F (female) or M (male) to help in the identification process may not be necessary.

Recognizing that gender is not binary and that people are demanding rights over their own identities, border management is facing a challenge in ensuring that new technology respects each person's human rights with regard to gender identity, either by allowing for gender X or removing gender from passports altogether. Canada has chosen to introduce an "X" gender designation in government-issued documents, seeing this as "taking an important step towards advancing equality for all Canadians regardless of gender identity or expression".

Source: M. Busby (2017) "Canada introduces gender-neutral 'X' option on passports", The Guardian, 31 August, https://www.theguardian.com/world/2017/aug/31/canada-introduces-gender-neutral-x-option-on-passports.

Training should include specific content about all forms of GBV, including that occurring within travelling populations (especially around border locations and among the most vulnerable), recognizing trafficking in human beings and meeting the needs of victims, and forms of GBV committed by border officers. The latter provides an opportunity to highlight the institution's sexual harassment policy and reporting mechanisms and ensure that training on gender for staff (and other partners) includes discussion of LGBTI individuals and the challenges they face.

Pedagogy^

No matter what the subject, learning involves the emotions as well as the intellect – this is especially true when dealing with sensitive subjects such as gender equality. As such, pedagogy is important in gender training. Practical content is important to accommodate the different learning styles of adult learners. Participants need to practise, discuss and play an active role in resolving problems. For equality initiatives to thrive and survive, both men and women need to see the advantages of gender equality in practice. Importantly, men need to be aware of the contribution they can make.

Training should be incremental and cyclical, building upon an initial foundation of basic knowledge and understanding of terminology, definitions, standards and obligations. Gender equality training should be an ingredient of all new-recruit training programmes, before any posting assignment. It should address both internal and external significance and requirements of a gender perspective. Specific, regular and periodically reviewed and updated training is necessary with regard to procedures related to interacting with border crossers. This training should be mandatory before an officer is posted to a border location.

Gender training delivered by teams made up of both men and women can be particularly effective.

* See DCAF (2009) *Gender and Security Sector Reform Training Resource Package*, Geneva. The package contains a series of practical gender training activities for border personnel.

^ Good practice in gender training is also discussed in Tool 1, "Security Sector Governance, Security Sector Reform and Gender", Tool 2, "Policing and Gender", and Tool 3, "Defence and Gender".

Also see PfPC (2016) *Handbook on Teaching Gender in the Military*, Geneva: DCAF and PfPC.

Training should create space to reflect upon gender roles, gender stereotypes, masculinities and femininities. By understanding the scale of personal and social harm to men and women caused by hyper-masculinity, and how it deprives men as well as women of the advantages of gender equality, positive roles can start to emerge that promote healthy, equitable relationships. Such conversations contribute not only to a better understanding of gender mainstreaming but also to the development of a framework and methodology that engage men in preventing violence against women.

Training options

Key steps in developing gender training are as follows.

Step 1: Training needs analysis. This determines the nature and level of training needs. Not all needs can be immediately satisfied, and some training will take time to implement.

Step 2: Development of trainers/faculty. The first component is the availability of the requisite knowledge, skills and attitudes among the internal trainers (faculty) who are to deliver gender content. As a temporary measure, external subject-matter experts with an excellent understanding of both gender equality and border management can be used. More importantly, internal trainers need to be supported in their efforts to integrate a gender perspective into all training programmes. This is one step in shaping the institutional culture.

A training-of-trainers model can be a useful approach to building internal capacity. For example, the EU Naval Force Mediterranean, Operation Sophia, provides training for the Libyan Coast Guard. The aim is to improve security in Libyan territorial waters and enhance the ability of Libya's Coast Guard and Navy to perform their duties. The training already has a strong focus on respect for human rights, including minors' and women's rights, and the correct handling of migrants during search-and-rescue operations at sea. In September 2018 a specialized gender training-of-trainers course was delivered to prepare Libyan personnel as gender trainers, supported by EU mission personnel who act as tutors.[2]

Step 3: Selection of training options. There are many different training methods suited to different circumstances and learners, including those listed below.

- Classroom training. This traditional setting has advantages, e.g. many institutions have multipurpose classroom space available, which reduces costs and allows ready access without travel.
- Mobile training. This can be useful to take training to remote, scattered locations.
- Practical/on-the-job training. A complement to other training methods offered to selected officers identified for promotion or progression to specialized positions.
- Correspondence courses. These might be conducted individually, often with a write-in component to ensure progress.
- Seminars. Periodic gatherings to debate, discuss and learn about a subject in greater depth.
- One- or two-day specialized short courses: Such courses could include practical topics such as gender and border communities.
- Transformative learning through reflection/observation. This self-administered learning process facilitates absorbing, reflecting and observing to help understand new knowledge before applying it in practice. It can be instructive to observe and consider the (im)balance of power and (in)equality of gender relations.
- Study visits. Best practices can be shared and co-operation established between participants. For female personnel and other groups in a minority within border services, study visits can create connections and opportunities for participants to

support each other, increase their confidence, expand their horizons beyond the familiar and encourage the development of networks. Regional meetings, workshops and other educational activities beyond their familiar social boundaries also provide an opportunity for greater participation by women in regional issues. In organizing such visits and meetings, it is important to take into consideration participants' possible care-giving and family obligations.

- E-learning. The inherent nature of border services – many posts in scattered, distant locations with poor communication links – can complicate the delivery of face-to-face training. To meet these challenges, a number of border services use e-learning.

  The OSCE's e-learning course on "Gender Mainstreaming in Border Security and Management" provides a platform for border personnel, trainers and others engaged in border security activities to share training opportunities and information, blogs, documents and announcements. This is an innovative solution to provide access to high-quality interactive training online. Access to the platform is managed by the OSCE. The platform allows users to consult the materials at their own convenience, and chosen time and place.*

* See the OSCE Polis website at https://polis.osce.org.

Box 9: The OSCE's Border Management Staff College's success in attracting female trainees

Established in Tajikistan as the first international college dedicated to the professional advancement of senior border officials, the mandate of the OSCE Border Management Staff College is to enhance knowledge and promote greater co-operation and exchange through staff training courses for officers from all sectors of border management in the OSCE's 57 participating States.

From 2009 to 2013 roughly 90 per cent of participants were men. Because of the low percentage of female participants, the college initiated a pilot training course in 2013 to encourage agencies sending trainees to provide more professional development and opportunities for women. After receiving positive feedback from both participants and the sending agencies, the college incorporated into its annual activity plan a one-month staff course for women only, known as the Women Leaders' Course. The success of the initial pilot has resulted in the Women Leaders' Course becoming an annual feature for mid/senior-level female border security and management officials.

Additionally, the curricula for the Staff College's core courses – the one-month staff course and the Border Security and Management for Senior Leadership course – contain separate sections dedicated to gender mainstreaming. These introduce participants to gender-related concepts and international and OSCE commitments on gender equality and explain how gender mainstreaming boosts the efficiency of border agencies.

Image: A participant from Afghanistan discusses cross border cooperation at the OSCE Border Management Staff College in Dushanbe, 2017 © OSCE BMSC/Vadim Suleimanov.

In considering training options, and the design and delivery of any training, attention should be paid to ensuring that female personnel have equal access to training. When training requires periods staying away from home, for example, this may make it difficult for women and men with children or other caring responsibilities to participate. Box 9 outlines active measures taken by the OSCE Border Management Staff College to address the underrepresentation of women in its courses.

Training with and for partners, including civil society organizations

To encourage closer collaboration between border institutions and CSOs, and better understanding of gender integration, consider:

- inviting CSOs to visit border locations to familiarize their staff with conditions, circumstances and challenges
- training CSOs on border management practices (see Box 10)
- working with CSOs to collect gender-based data and conduct gender assessments in relation to border guards, customs and immigration
- working with CSOs to publicize procedures.

Box 10: Gender analysis, dialogue and training to increase community security in border regions in the Mali, Niger and Burkina Faso border region

To support a community-safety approach to border management in the Mali, Niger and Burkina Faso border region, the Danish Demining Group conducted an extensive gender-sensitive conflict analysis study with men and women traders and vendors, herders, farmers and women's groups. This led to the realization that competing local interests and diminished grazing land and water resources were the root causes of local conflict and instability, rather than radicalism or recruitment by violent extremist groups. To cope with unresolved issues, communities had resorted to using weapons that increased violence and vulnerability, especially of young men.

The resulting border security management plan, designed to promote stability and build community and individual resilience to violent extremist groups and dangerous migration, included dialogue forums for communities and border authorities in 13 locations, as well as border and cross-border community-based activities implemented to foster collaboration between communities and border authorities in association with expert partners.

Training was delivered to local border authorities in border areas on community engagement, conflict management and accountability/service provision; and small-arms control, anti-trafficking, pastoralist conflict resolution, migration management and countering violent extremism. Conflict management training was delivered in target communities with a total of 1,600 members. There have also been significant efforts to provide support for income-generating activities for youth and women.

Source: Communication with Ornella Moderan, Danish Demining Group.

4.4. Regional co-operation

The nature of population movement and criminal activity is transnational, and they demand a collaborative regional response. It is increasingly difficult for one country acting alone to resolve the challenges faced by national border services. Regional guidelines to prepare for and manage sudden mixed migration flows can ensure that contingency arrangements are in place. Such measures also help in identifying populations' vulnerabilities and assistance needs. Improved regional co-operation and an increased knowledge base regarding migration flows can be applied to anticipate future trends, developments and potential threats, and to improve the preparedness of the region.

Border services can work with other regional authorities to provide mutual assistance and take a common approach to integrating a gender perspective in border services, particularly during times of crisis or emergency situations.

In collaborating on a regional level, a border service that promotes gender equality and integrates a gender perspective:

- *identifies senior women and men to take part in strategic discussions:* different backgrounds, experiences and capacities enrich approaches to solving regional problems
- *nominates women and men to attend regional conferences and training programmes:* this provides an opportunity for professionals to learn from one another and share experiences, while also promoting the development of knowledge and support networks, particularly for women
- *works closely with other agencies:* synergy can be created with immigration, law enforcement, customs; international agencies responsible for refugees, asylum seekers and migrants; and local NGOs providing specialized services
- *shares resources:* this improves the ability to shift energy and emphasis in times of crisis so that the most vulnerable (for example, alleged victims of trafficking, single-parent families, the elderly, unaccompanied children) can be identified and assisted.

4.5. Administering immigration detention in a way that complies with human rights

Targeted efforts are essential to protect the vulnerable in immigration detention facilities and comply with human rights obligations.* Immigration detention facilities should never be managed as if they were correctional facilities housing convicted criminals; they should be separate centres.

Administering immigration detention in a human rights complaint manner requires:

- separate accommodation for women and men, except for relatives
- female supervisors for women's accommodation
- accommodation based on self-identification for LGBTI individuals
- provision of safe and humane conditions, including blankets, adequate clothing and toiletries
- separate sanitary, changing and shower facilities
- an appropriate supply of food and water
- regular access to open air
- keeping parents and children together
- access to legal and community support, and education services for school-age children
- access to legal support for adults which recognizes that accompanying children are present as a consequence of adult decisions
- the treatment of unaccompanied minors according to their age and needs, including education and protective supervision.

Integrating a gender perspective and promoting gender equality in places of deprivation of liberty are the subject of Tool 5, "Places of Deprivation of Liberty and Gender".

Conclusion

There are many strands in the complex task of marrying national security interests with the guarantee of human rights and freedoms. Integrating a gender perspective into all

* For further detail on this issue see International Organization for Migration's (2011) "International standards on immigration detention and non-custodial measures" and (2010) "Guidelines for border management and detention procedures involving migrants: a public health perspective", Geneva.

aspects of border management is a major factor in achieving that harmony. Ultimately, the integration of a gender perspective will improve security and benefit everyone. It will enable border management functions, such as controlling flows of people, goods and services across borders and monitoring activities across borders, to be carried out effectively while guaranteeing the protection of the rights and freedoms of the travelling public.

Recruitment that attracts a representative workforce encourages greater flexibility and innovation within the service. Having diverse and well-trained staff increases access to all segments of travelling populations and border communities. Better knowledge and understanding of vulnerable groups, their needs and concerns enable realistic, tailored approaches to specific groups. Borders where human rights are respected are a priority for the development of co-operative relationships with local communities and the deterrence of criminal activity.

Creating a safe, secure and healthy environment for border personnel and the public requires determination, innovation and adherence to the highest professional standards. The promotion of gender equality and the integration of a gender perspective are key contributors to the development of such an environment.

Endnotes

1. Communication with Natalia Furtuna, Chief of Staff, Joint Law Enforcement Training Centre, Ministry of Internal Affairs of Moldova.
2. EUNAVFOR Med (2018) "The first active training project on 'Gender' at the EUNAVFOR Med Command Headquarters of Operation 'Sophia'", 17 September, https://www.operationsophia.eu/the-first-active-training-project-on-gender-at-the-eunavfor-med-command-headquarters-of-operation-sophia (accessed 27 November 2019).

5. Guiding questions for institutional self-assessment*

These guiding questions for institutional self-assessment are intended as a starting point to assess how a border service could better integrate a gender perspective and contribute to gender equality.

This is not an exhaustive set of questions, and it should be developed and adapted for any context. Users of this Tool are encouraged to add further questions appropriate to how gender is currently dealt with in their institution. The guide need not be used sequentially: users can skip around and select those areas where they believe impact will be greatest or traction is most likely.

Theme A: Performance effectiveness

Capacity and training

A. Are both women and men posted to all border locations?

B. What is the number (or percentage) of female staff at each border location? Is this sufficient to ensure that female officers are available to deal with migrants, travellers, refugees, traders, etc. as necessary? ☐ Yes ☐ No

   If not, provide details.

C. Do all border locations have appropriate interview and detention facilities for women, men, girls, boys and LGBTI individuals? For example, are women and men and adults and juveniles held separately? ☐ Yes ☐ No

D. What training do border officers receive on specific forms of GBV, including human trafficking, sexual assault and violence against LGBTI individuals?

E. If special units/services exist to investigate gender-related crime, such as human trafficking, are border officers trained in contact procedures? ☐ Yes ☐ No

   If such units do not exist, are border officers trained in alternative procedures?

   ☐ Yes ☐ No

F. What facilities are available for receiving complaints and conducting initial investigations of gender-related crimes (private interview areas, access to translators, etc.)? Are these facilities adequate? ☐ Yes ☐ No

Access to services

A. Are women, men, girls, boys and LGBTI individuals given information on reporting human trafficking, including required procedures, availability of female/male officers for interviews and specialized trafficking units? ☐ Yes ☐ No

B. Do specialized teams exist to deal with gender-specific issues? ☐ Yes ☐ No

* Adapted from DCAF (2011) *Gender Self-Assessment Guide for the Police, Armed Forces and Justice Sector*, Geneva.

Image: Indian security forces at the Atari-Wagah India/Pakistan border closing ceremony, 2014 © ADM Institute for the Prevention of Postharvest Loss.

Data on gender-related crime

A. What data is collected with regard to gender-related violence by border institutions?

Theme B: Laws, policies and planning

National, regional and international law

A. Are women or particular groups of men, women or LGBTI individuals excluded by law from any roles within the border services? ☐ Yes ☐ No

   If yes, provide details.

B. What gender-related provisions in sub-regional, regional and international codes of conduct apply to members of the border services deployed overseas (e.g. African Union, European Union, NATO, United Nations)?

Institutional policy, procedures and co-ordination

A. What systems are in place to identify the particular security needs of women, men, girls, boys and LGBTI individuals in border communities?

B. What services are available to address the particular security needs of women, men, girls, boys and LGBTI individuals in border communities?

C. What further systems and services are in place to identify the distinct security needs of marginalized women, men, girls and boys in border communities (e.g. ethnic and linguistic minorities, refugees and IDPs, persons with disabilities, men and women living with HIV/AIDS)?

D. What gender analysis is being carried out concerning different service delivery outcomes for women, men, girls, boys and LGBTI individuals?

E. What written standard operating procedures are in place to prevent and respond to the specific gender-related crime of human trafficking? Are they being implemented? If not, explain.

F. How do border services co-ordinate and co-operate with other services (such as welfare agencies, child protection, community organizations and NGOs providing shelters, counselling, legal aid, etc.) to assist and support victims of GBV?

G. How are relevant standards of behaviour and codes of conduct (national, sub-regional, regional and international) being implemented?

Theme C: Community relations

Public perceptions

A. Are border officers perceived by women, men, boys, girls and LGBTI individuals to be actively taking steps to work with border communities to identify their gender-related security concerns?

B. How do you know/record what women, men, boys, girls and LGBTI individuals who have approached border services think about the service they received?

Co-operation and consultation with the public

A. How are women, men and LGBTI individuals in border communities consulted by border services on crime prevention priorities in these areas?

B. How do border services participate in border communities' activities to identify and engage in problem-solving regarding security concerns?

C. Are female border officers and LGBTI individuals full participants in border community security teams?

D. To what extent are women, men and LGBTI individuals equally involved in participation in community groups that consult/work with border services?

E. Have border liaison positions (or equivalent) been established to work closely with border communities? ☐ Yes ☐ No

If yes, are both male and female staff, including LGBTI individuals, hired for these positions?

Theme D: Accountability and oversight

Internal and external oversight

A. How do oversight mechanisms that supervise border services implement the promotion of gender equality and the integration of a gender perspective?

Complaints against border personnel

A. How can members of the public and border personnel make a complaint about GBV, sexual harassment, sex discrimination or other human rights abuses?

B. Are complaints mechanisms advertised and instructions made available at all border-crossing locations?

Theme E: Personnel

Recruitment and selection

A. What are the respective numbers and percentages of women, men and LGBTI individuals within the relevant border management institution?

B. How are recruits informed about the likelihood of postings to remote and isolated border locations? Is agreement to such postings a condition of service for men, women and LGBTI individuals? ☐ Yes ☐ No.

If not, provide details.

C. What steps are taken to eliminate selection bias in recruitment?

Retention

A. What type of practical and psychological support is offered to families of personnel when a family member is deployed to a remote location?

B. What mechanisms help personnel posted a long way from home, either to remote national locations or on international missions, to maintain contact with their families?

C. What data are maintained concerning retention rates and reasons for leaving the service?

Assignments, deployment, promotion and remuneration

A. Are women and LGBTI individuals offered equal opportunities to serve in:

i) non-clerical operational positions? ☐ Yes ☐ No

ii) other specialized units? ☐ Yes ☐ No

B. Are women, men and LGBTI individuals given equal access to cars, computers, radios, telephones and other resources to perform their jobs well? ☐ Yes ☐ No

C. Are women, men and LGBTI individuals given equal access to desirable assignments and/or deployment? ☐ Yes ☐ No

D. Are married women, women with children and LGBTI individuals given equal access to desirable assignments and/or deployments as other women and men? ☐ Yes ☐ No

Mentoring and support

A. Is there an association of women in law enforcement or a branch specifically for women in border services/border guards? ☐ Yes ☐ No

B. Is there a similar association for LGBTI individuals? ☐ Yes ☐ No

Infrastructure and equipment

A. Is separate and appropriate accommodation (housing, washing and changing facilities) provided for both women, men and LGBTI individuals at border crossings, particularly those in remote locations? ☐ Yes ☐ No

Theme F: Institutional culture

Understanding of a gender perspective and relations between male and female personnel

A. Is a specific gender strategy in place to ensure gender equality throughout the service? ☐ Yes ☐ No

B. Are work teams mixed? ☐ Yes ☐ No

   If teams are single-sex, explain why.

C. Do women, men and LGBTI individuals work together in all locations? ☐ Yes ☐ No

   If not, explain why.

Leadership and public presentation

A. Are women, men and LGBTI individuals equally represented at regional strategy meetings on border co-operation? ☐ Yes ☐ No

   If yes, are the women, men and LGBTI individuals who attend of equal rank and authority? ☐ Yes ☐ No

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6. Additional resources

Gender analysis and political economy analysis

DCAF, "Gender and security", www.dcaf.ch/gender-and-security

DCAF, SSR Backgrounder Series, www.ssrbackgrounders.org

Frontex Consultative Forum, https://frontex.europa.eu/fundamental-rights/consultative-forum/general

OSCE, "Women in security: Countering violent extremism", https://www.osce.org/secretariat/293631

OSCE, "Border management and security concept", https://www.osce.org/mc/17452

OSCE/ODIHR, "Human rights, gender and the security sector", www.osce.org/odihr/human-rights-gender-and-the-security-sector

UN Office for Drugs and Crime, "Human trafficking portal", https://www.unodc.org/unodc/en/human-trafficking/index.html

UN Women, "Peace and security", https://www.unwomen.org/en/what-we-do/peace-and-security

UN Women, "Virtual knowledge centre to end violence against women and girls – Security", www.endvawnow.org

World Customs Organization, "Advancing gender equality in customs", e-learning site, https://clikc.wcoomd.org/enrol/index.php?id=713

Guides and handbooks

Alexander-Scott, M., E. Bell and J. Holden (2016) *DFID Guidance Notes. Shifting Social Norms to Tackle Violence against Women and Girls*, January, London: VAWG Helpdesk.

Bastick, M. (2011) *Gender Self-Assessment Guide for the Police, Armed Forces and Justice Sector*, Geneva: DCAF.

Bastick, M. (2014) *Integrating Gender into Internal Police Oversight*, Geneva: DCAF, OSCE, OSCE/ODIHR.

Bennett, W. (2015) *Community Security Handbook*, London: Saferworld.

Image: OSCE monitors patrolling in the Donetsk region of Ukraine to assess the general security situation, 2016 © OSCE/Evgeny Maloletka.

DCAF (2009) *Gender and Security Sector Reform Training Resource Package*, Geneva: DCAF.

DFID (2013) *Addressing Violence against Women and Girls through Security and Justice Programming*, CHASE Guidance Note Series, London: DFID.

UN SSR Task Force (2012) *Security Sector Reform Integrated Technical Guidance Notes*, New York: United Nations.

UN Women, WHO, UNDP and UNODC (2015) *Essential Services Package for Women and Girls Subject to Violence: Core Elements and Quality Guidelines*, New York: UN Women, WHO, UNDP and UNODC.

World Customs Organization (2019) *Gender Equality Organizational Assessment Tool*, Brussels: World Customs Organization.

Articles and reports

Brethfeld, J. and T. Jeanneret (2010) "With or without you: Why participatory approaches are lacking from an EU-funded border management programme in Kyrgyzstan", London: Saferworld.

Nelleman, C. (ed.) (2016) "The rise of environmental crime: A growing threat to natural resources, peace, development and security", UNEP-Interpol rapid response assessment, Nairobi: UNEP.

Ní Aoláin, F. and J. Huckerby (2018) "Gendering counter-terrorism: How to, how not to", *Just Security*, 1 May, https://www.justsecurity.org/55522/gendering-counterterrorism-to-part-i.

DCAF Geneva Centre for Security Sector Governance

OSCE Office for Democratic Institutions and Human Rights ODIHR

UN WOMEN