

# Training Resources on Border Management and Gender

**Gender and Security Sector Reform  
Training Resource Package**



Geneva Centre for the  
Democratic Control of  
Armed Forces (DCAF)

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### **The Gender and Security Sector Reform Training Resource Package**

The *Gender and Security Sector Reform Training Resource Package* is a companion to the *Gender and SSR Toolkit* (DCAF, OSCE/ODIHR and UN-INSTRAW, 2008). Copies of the *Gender and SSR Toolkit* can be downloaded or ordered at <http://www.dcaf.ch/gssrtoolkit>

The *Gender and SSR Training Resource Package* is a series of practical training materials to help trainers integrate gender in SSR training, and to deliver effective gender training to SSR audiences.

The first part of the Training Package is a "Guide to Integrating Gender in SSR Training", which provides useful information on how to take into account gender issues throughout the SSR training cycle.

The rest of the Training Resource Package is focused on particular SSR topics:

- Security Sector Reform and Gender
- Police Reform and Gender
- Defence Reform and Gender
- Parliamentary Oversight of the Security Sector and Gender
- Civil Society Oversight of the Security Sector and Gender
- National Security Policy-Making and Gender
- Justice Reform and Gender
- **Border Management and Gender**
- Penal Reform and Gender
- SSR Assessment, Monitoring and Evaluation and Gender

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### **DCAF**

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# Using the Gender and SSR Training Resource Package

A gender-responsive border management reform process seeks to:

- » Strengthen the protection of human rights for all by addressing the specific insecurities of men, women, girls and boys at borders
- » Improve prevention and detection of and responses to human trafficking and smuggling
- » Create more representative border institutions by promoting the participation of women
- » Enhance local ownership of border management processes by improving oversight and collaboration with civil society

Security sector reform (SSR) transforms security policies, institutions and programmes. The integration of gender issues in SSR—by taking into consideration the different security and justice needs of women, men, boys and girls and strengthening the participation of women and men in security decision-making—is increasingly being recognised as key to operational effectiveness, local ownership and oversight. As a result, countries undergoing SSR, as well as donor nations and international organisations supporting SSR processes, have committed to implementing SSR in a gender-responsive way.

In order to support gender-responsive SSR, DCAF, OSCE/ODIHR and UN-INSTRAW published, in 2008, the **Gender and Security Sector Reform Toolkit**.<sup>\*</sup> The Toolkit is a practical introduction to gender and SSR issues for policymakers and practitioners. It sets out why gender is important to SSR processes and gives concrete recommendations and examples. The Toolkit is composed of 12 Tools and 12 Practice Notes on different SSR topics, such as police reform, defence reform, parliamentary oversight and civil society oversight.

The publication of the *Gender and SSR Toolkit* prompted a strong demand for materials to support training on gender and SSR issues. This **Gender and SSR Training Resource Package** has thus been developed as a companion to the *Gender and SSR Toolkit*. The *Training Resource Package* is a series of practical training materials to help trainers integrate gender in SSR training, and deliver effective gender training to SSR audiences.

## The Training Resource Package

The first part of the *Gender and SSR Training Resource Package* is the **Guide to Integrating Gender in SSR Training**. This Guide provides useful information on how to take into account gender issues throughout the SSR training cycle: in training needs assessment, learning objectives, design and development of training, implementation, monitoring, evaluation and follow up.

The rest of the *Gender and SSR Training Resource Package* is divided into sets of resources focused on particular SSR topics:

- **Security Sector Reform and Gender**
- **Police Reform and Gender**
- **Defence Reform and Gender**
- **Parliamentary Oversight of the Security Sector and Gender**
- **Civil Society Oversight of the Security Sector and Gender**
- **National Security Policy-Making and Gender**
- **Justice Reform and Gender**
- **Border Management and Gender**
- **Penal Reform and Gender**
- **SSR Assessment, Monitoring and Evaluation and Gender**

Copies of the *Gender and SSR Toolkit* can be downloaded or ordered, on CD ROM or in print, at: <http://www.dcaf.ch/gssrtoolkit>

<sup>\*</sup> DCAF is the Geneva Centre for the Democratic Control of Armed Forces

<sup>\*</sup> OSCE/ODIHR is the Organization for Security and Co-operation in Europe Office for Democratic Institutions and Human Rights

<sup>\*</sup> UN-INSTRAW is the United Nations International Research and Training Institution for the Advancement of Women

## Using the Gender and SSR Training Resource Package

Each set of training resources contains the following:

**Key messages:** taken from the companion tool in the *Gender and SSR Toolkit*.

**Training exercises:** 10–19 exercises covering a range of possible subjects, methodologies, audiences and durations. Each exercise is organised under the following headings:

- *Type of exercise*
- *Audience*
- *Time required*
- *Intended group size*
- *Supplies*
- *Guidance to trainers*
- *Learning objectives*
- *Exercise instructions*
- *Handouts, worksheets and trainer's cheat sheets (if applicable)*
- *Possible variations (if applicable)*

**Discussions:** possible gender and SSR discussion topics, and tips on how to make discussions effective.

**Training challenges to consider:** additional challenges to those discussed in the *Guide to Integrating Gender in SSR Training*.

**Examples from the ground:** short case studies that can be used as a resource for training.

**Additional training resources.**

### The trainees

These training resources take into account the many different types of audiences for SSR training. Your trainees might be from a country undergoing SSR or a donor country supporting SSR, or from different countries. They may be from the same institution or from many. They may be experienced in SSR or not.

Your SSR trainees might include, for example, representatives of:

- Ministries of Defence, Justice, Interior or Foreign Affairs
- Security sector institutions, e.g., police services, armed forces, border management services, justice and penal institutions
- Parliaments, including both parliamentarians and parliamentary staff
- Security sector oversight bodies, e.g., office of the ombudsperson and national security advisory bodies
- Civil society organisations (CSOs), including international, national and local organisations and research institutions that focus on security sector oversight and/or gender, including women's organisations
- Donors, international and regional organisations such as the United Nations, Organization for Security and Co-operation in Europe, European Union or African Union

Each set of training resources contains exercises suitable for different types of audience. Many of the training exercises can also be adapted to fit your specific group of trainees.

### Using the training exercises

The greater part of the *Gender and SSR Training Resource Package* is made up of training exercises. These exercises are designed to help you to deliver training on gender and SSR issues in an engaging and interactive manner. You will find exercises in the form of action planning, role plays, stakeholder analysis, SWOT analysis, case studies, gaps identification, mapping, and many other formats. Icebreakers, energisers and introductory

## Using the Gender and SSR Training Resource Package

exercises on gender are in the *Training Resources on SSR and Gender*.

The exercises focus on either one or a number of SSR issues. Some focus on particular gender issues (such as recruitment of women or addressing gender-based violence). Others are on general SSR issues in which skills to integrate gender are needed (such as consultation or project planning). The exercises can therefore be used either in a:

- Gender and SSR training session, e.g., Police Reform & Gender, Parliamentary Oversight of the Security Sector & Gender; or
- SSR training session not explicitly focused on gender.

A sample outline of a gender and SSR session and a sample schedule for a two day gender and SSR training are included in the *Guide to Integrating Gender in SSR Training*.

The exercise formats are not designed to be prescriptive but to spark your creativity as a trainer. We encourage you to adapt them to meet your training objectives, audience, subject matter emphasis, available time and your own needs. You can use the *Gender and SSR Toolkit* to provide background information on a wide range of gender and SSR-related topics.

The exercises are not designed to be used "in order" or as a "module." Instead, the *Training Resource Package* is designed to provide you with a diverse set of exercises that you can combine and adapt to suit your particular training needs.

When selecting an exercise, keep in mind:

- What are your learning objectives? Which exercise best meets these objectives?
- Who are your trainees? How many are there? Is this exercise appropriate for their level of experience?
- Does this exercise fit your timeframe?
- How could you modify the exercise to better fit your learning objectives, trainees and available time?

The exercises are organised in three categories: (1) application-in-context, (2) conceptual and (3) topic-specific.

- *Application-in-context exercises* are designed to allow trainees to apply the principles of SSR and gender to their own real world organisations, or to real or simulated cases that are used as learning aids. In general, these exercises are best suited to audiences with broad policy-level responsibilities and experience; however, depending on the subject matter and training needs and objectives, any audience could benefit from participation in these exercise formats. From a pedagogical viewpoint they are probably the most effective exercises (fastest learning), as the primary goal of each exercise is to allow trainees to explore and internalise key concepts by applying them to their own contexts.
- *Conceptual exercises* focus on wider concepts and theories, aiming for a broad understanding of the key message being pursued. These exercises are best suited to audiences with detailed programme-level responsibilities and experience (in order to broaden their perspective), or those with more senior-level policy responsibilities.
- *Topic-specific exercises* focus on a particular key point which requires training. These types of exercises would be best suited to an audience that has a specific training need or is composed largely of trainees who are new to the concepts of gender and SSR.

The point of this *Training Resource Package* is to help you to improve your gender and SSR training while being creative with the materials presented. Used together with the *Gender and SSR Toolkit*, we hope that it will encourage you to include gender as a key aspect of all your SSR training.

## Key Messages

As a trainer you must consider how best to provide essential content to your audience. Any training exercise will generally need to be preceded by a brief lecture conveying key points and ensuring that all in your audience share the required knowledge base. Refer to the sample session outlines in the *Guide to Integrating Gender in SSR Training*.

The following key messages are drawn from the *Border Management and Gender Tool*. In planning your session, consider selecting a few key messages and re-phrasing and shortening them to PowerPoint slides or some other form of learning aid.

These key messages are designed to help you formulate training content. They do not substitute for reading the companion tool itself. Each trainee must be encouraged to read the *Border Management and Gender Tool* and/or *Practice Note* before the training.

### Border management

Border management usually concerns the rules, techniques and procedures that regulate activities and traffic across defined border areas or zones. Effective border management aims to achieve open, well-controlled and secure borders that ensure the unhampered flow of persons, goods and services.

Border guards, immigration personnel and customs officers are the main actors responsible for managing the movement of people and goods across borders.

### Gender and border management

A gender-responsive approach to border management helps to:

- Protect and promote the human rights of all groups of society (e.g. through appropriate questioning, interview and search procedures)
- Detect and prevent human rights violations of men, women, girls and boys at borders (such as sexual harassment and forced prostitution)
- Enhance the capacity of border management personnel to detect and prevent human trafficking and human smuggling
- Make border management institutions more representative of the society they serve
- Raise public trust in border management institutions and personnel
- Improve collaboration between civil society, including women's organisations, and border management institutions
- Improve oversight of border management and reform processes through the participation of women's organisations and representatives of border communities
- Comply with obligations under international, regional and national laws and instruments, including the *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children* (The Palermo Protocol)
- Enhance national reputation through welcoming visitors in ways that are more gender-responsive and respectful of human rights

See section 3 of the *Border Management and Gender Tool*.

### Strategies to integrate gender into border management

Strategies to integrate gender into border management may include:

- Adapting national legislation to implement obligations under international and regional laws, such as the recognition of human trafficking
- Establishing policies, protocols and procedures (e.g. identification and investigation procedures) that take into account the different needs of women and men at borders
- Collecting, analysing and distributing accurate sex-disaggregated data on migration flows, human trafficking, human smuggling, informal cross-border trading and cross-border prostitution

## Key Messages

- Providing adequate and appropriate facilities for men, women and children at border crossings, including cross-border public transport services
- Training all border management personnel to recognise and respond appropriately to gender issues at borders (including building their capacity to identify and protect victims of human trafficking)
- Identifying and implementing border procedures that are both gender-responsive and appropriate to the cultural habits and values in the region (e.g. taking into account the needs of Muslim women concerning wearing *hijab*, *niqab*, *burqa*, *chador*, *carsaf* or *parda*), while making clear that culture does not prohibit gender-responsiveness
- Instituting mechanisms to monitor and support the integration of gender issues, e.g. gender focal points and/or working groups
- Increasing recruitment, retention and advancement of female border management personnel, e.g. through
  - recruitment campaigns that target female applicants
  - revision of selection and promotion criteria
  - female staff associations that provide mentoring and support
  - deployments of all-female units
  - gender-responsive and family-friendly human resources policies, such as flexible working hours, maternity and paternity leave
- Establishing codes of conduct that address gender-based violence, complaints, investigation and disciplinary procedures and external conduct and review processes
- Collaborating with civil society organisations (CSOs), including women's organisations and representatives of border communities, to provide training and services and do assessment, design, implementation and monitoring and evaluation of reform processes
- Including CSOs, women and gender experts in formal oversight bodies, such as border review commissions and human rights commissions, to ensure gender issues are examined
- Monitoring and evaluating experiences and perceptions of border security issues and services, e.g. through consultations with the public and women who are working in border agencies
- Raising public awareness of border procedures and human rights
- Establishing peer-learning activities, exchanges of best practices and effective cooperation in the region

See section 4 of the *Border Management and Gender Tool*.

## In post-conflict contexts

In post-conflict contexts, the following challenges and opportunities for the integration of gender in border management may exist:

### *Challenges:*

- Post-conflict environments are generally characterised by high rates of gender-based violence, prostitution and human trafficking.
- Borders often remain uncontrolled and volatile, with little oversight and impunity for corruption, exploitation and abuse.
- Women and girls associated with fighting forces and female refugees often lack personal documentation and are particularly vulnerable to abuse at borders.

### *Opportunities for gender-responsive reform of border management:*

- In a post-conflict context, border management may be prioritised as a conflict prevention measure, for example in places where the conflict had included a regional aspect. Under such circumstances, the international community and newly-established governments may have the political will to invest in the reform of border management systems and may also support new measures to integrate gender concerns and issues in the process.
- The process of re-establishing border management systems can be an opportunity to set targets for female recruitment and to integrate gender issues into policies and protocols, operational programming and recruitment and training practices.

See section 5 of the *Border Management and Gender Tool*.

### Key Messages

- New and existing personnel can be vetted for human rights abuses, including gender-based violence.
- Shifts in gender roles and social structures (such as women's experience as combatants or as heads of household) may facilitate female recruitment.
- Availability of gender advisors in international organisations and state institutions may provide support to gender mainstreaming initiatives in border management

## 1

## Resistance to change

**Type of exercise:** Application-in-context

**Audience:** Any

**Time required:** About 5 minutes

**Intended group size** Any

**Supplies** None

**Guidance to trainers** This short exercise uses bodily postures as an entry point into a discussion about resistance to change. Many people relate well to the exercise, because they can relate to the entry point. Since focusing on bodily postures is unexpected, the exercise may also serve as an icebreaker.

**Learning objectives** After completing this exercise, trainees will be able to:

- Identify with feeling a resistance to change
- Name some techniques for reducing such resistance

**Exercise instructions** Ask everybody in your audience to cross their legs. Point out that some people will instinctively cross the right leg over the left leg and some will do the opposite. Now invite people to change legs, i.e. to cross the left leg over the right, if they had done it the other way first and vice versa. Invite comments on whether the second way they crossed their legs was as comfortable as the first. Most people, but not all, will have one favourite way of doing this.

Now invite comments on how we feel when we are requested to make a change to our habits, and what kind of resistance we may have built up towards changing our habits. Draw a parallel to the same kind of resistance we may have built up towards thinking in new ways, and how this may affect learning during the coming training event. Explain also that we have a lot of deeply held beliefs and habits regarding gender and it may feel strange to examine and consider changing them. How do we normally overcome such resistance? What might be the benefits of changing our habits and ways of thinking?

List strategies people name for overcoming resistance to changing beliefs and habits on a large flipchart paper and invite people to reflect on these throughout the training event, especially when they are feeling challenged by change. (You could start the list off by mentioning three strategies: (1) acknowledging and thus expelling negative emotions, (2) engaging in positive self-talk and (3) focusing on goals rather than hindrances.)

# 2 Pantomiming gender-responsive border management

<b>Type of exercise:</b>	Topical
<b>Audience:</b>	Personnel involved in investigation of human trafficking
<b>Time required:</b>	About 35 minutes (depending on the size of the audience)

**Intended group size** Up to 15 (if the group is too large not all trainees will get a chance to pantomime an activity)

**Supplies** *Border Management and Gender Tool*

**Guidance to trainers** This exercise is reminiscent of a party or theatre game; thus it is likely to generate a lot of enthusiasm among your trainees. For this reason it works well as an ice-breaker. (However, exercise judgement - an immature group or a group that is not well-formed is likely to become silly during the exercise.)

This exercise helps trainees to understand in a holistic fashion what gender responsiveness in border management means. Using the whole body and acting out activities can anchor understanding and commitment more thoroughly than reading through instructions. Help to underscore this by fully participating in the exercise (e.g. be the first to pantomime an activity) and encourage those who might be reticent by explaining that the exercise is meant to invoke laughter.

**Learning objectives** After completing this exercise, trainees will be able to:

- Explore the activities of a border management officer with the awareness of gender-responsiveness
- Commit more fully to gender-responsive investigation procedures

**Exercise instructions** Invite your audience to familiarise itself with gender-responsive border management procedures regarding victims of trafficking. Refer to Boxes 3 and 4 and the tips in Section 4.1 of the *Border Management and Gender Tool*. Allocate 5 minutes for independent reading and thinking. Ask each person to write down three gender-responsive activities that could be performed by a border management officer. This will give them activities they can remember and use to pantomime in front of the group later.

Explain that a pantomime tells a story using facial expressions and gestures instead of words. Tell all the trainees to form a large circle. Invite one trainee to enter the circle to pantomime an activity that could be performed by a gender-responsive border management officer dealing with human trafficking. Tell the person to first announce what she/he is doing: for example, "I am interviewing a woman." Then let her/him silently act out the activity in detail.

After the first person has been pantomiming for about one minute, a second person enters the circle asking "What are you doing?" The first person stops pantomiming and answers with a new activity, such as "I am doing a body search". The second person then pantomimes the new activity. The first person leaves the circle.

People enter the circle to pantomime as they feel ready and willing. If there is a lull, you can jump in and pantomime an activity. Let this continue for up to 15 minutes, during which time all the trainees will hopefully have had the chance to pantomime an activity.

To conclude, ask trainees to comment on what the pantomime achieved, what kinds of resistance they encountered (or could foresee others encountering while experiencing gender-responsive procedures) and anything else they experienced or observed during the activity (15 minutes).

**Possible variations**

If you want to do the pantomime activity more slowly, you can allow different trainees to pantomime the same activity several times. It may be interesting to explore different possible approaches to the same activity (e.g. interviewing a woman), and/or the different beliefs trainees may have about how a respective situation can be handled in a gender-responsive manner.

You can use this exercise with different topics, but make sure you are able to identify a set of activities for the topic that can easily be pantomimed.

# 3

## Representative border management institutions

**Type of exercise:** Conceptual  
**Audience:** Introductory  
**Time required:** About 25 minutes

**Intended group size** Up to 15

**Supplies** A large bowl  
*Border Management and Gender Tool*

**Guidance to trainers** This is an introductory exercise that helps trainees reflect on policies in a self-directed manner. Be prepared to answer questions concerning representation; for example, you could review Section 3.3 of the *Border Management and Gender Tool* in advance.

In some cultural contexts your audience may find it difficult to identify the advantages of female recruitment because of their limited experience with it, or because advantages are often contested or simply unknown. In such a case, challenge your audience to think in a visionary manner: they could develop some basic arguments after reviewing Section 3.3 of the *Border Management and Gender Tool*.

**Learning objectives** After completing this exercise, trainees will be able to:

- Identify the advantages for border management institutions of hiring and retaining personnel who are representative of the communities they serve in terms of sex, ethnicity, language and religion
- Argue why these advantages are important

**Exercise instructions** If data is available, you could start the exercise by presenting trainees with actual statistics and facts on national border personnel ratios disaggregated by sex, ethnicity, language and religion.

Pose the question: *Why should border management institutions hire and retain personnel that are representative of the communities they serve in terms of sex, ethnicity, language and religion?* You could write this question in large letters on a flipchart for all to see.

Ask each trainee to write down one answer to the above question on a piece of paper, fold it and put it into a large bowl in the middle of the room (5 minutes). Invite them to take turns retrieving a paper from the bowl, reading the statement on the paper out loud and adding their own explanation or personal experience to support why the statement is true. If appropriate, allow listeners to ask the speaker a few clarification questions. It is likely that several trainees will write down the same answer, but this doesn't matter, especially if it generates additional, supportive information. Depending on the size of your audience this exercise should take about 15 minutes.

Make sure to address the need for the representation of women and men, if necessary by interjecting points.

If the reader disagrees with the answer written on the paper, or has another point of contention, she/he should state why and then you should put the paper aside until the end. At the end of the process ask the person who wrote the answer to explain her/his reasoning, and if necessary, you can facilitate a group discussion to clarify and/or resolve differing points of view. You may find that trainees' responses draw on stereotypes that you would like them to question (e.g. "It is important to include women in border management because they are more empathetic". Or, "Men of x race are better fighters".) You can identify such stereotypes for further reflection and discussion here (5 minutes).

**Possible variations** You can use this exercise format to discuss other subject matters.

# 4 Ethical and safe conduct of interviews

**Type of exercise:** Topical  
**Audience:** Any  
**Time required:** About 20 minutes

**Intended group size** Up to 20

**Supplies** *Border Management and Gender Tool*

**Guidance to trainers** This can be a great warm-up exercise as it invokes laughter, focuses concentration and clears trainees' minds of unwanted thoughts they may have brought to the training. The exercise can also create a good 'team spirit' which you can build on in other exercises. In addition, it exercises the intrinsic abilities for learning in each trainee.

**Learning objectives** After completing this exercise, trainees will be able to:

- Enumerate the ten guiding principles for the ethical and safe conduct of interviews

**Exercise instructions** Briefly discuss the ten guiding principles for the ethical and safe conduct of interviews with people who have been trafficked (Box 4 in the *Border Management and Gender Tool*) (10 minutes).

Invite your audience to form a large circle by standing and facing outward so that nobody can make eye-contact with anyone else. Explain that in a moment the group will begin counting from 1 to 15, one person at a time and in no particular order. The rules are as follows: no one will speak at the same time, each person will say at least one number and no person will count immediately after a person next to them. Each time a person violates a rule, the whole group must start over again. If they manage to exceed 15 they should keep counting.

Let the counting begin. The task is more difficult than one might expect. Often, a group will spend several rounds unable to count past 3 or 4. Then, after the laughter subsides and as the group's dynamic grows stronger, the group can often count far beyond the set goal.

Once the group dynamic is established, invite your audience to enumerate keywords of the guiding principles for ethical and safe conduct of interviews, instead of numbers, according to the same rules. End the exercise when all 10 principles have been mentioned (they do not have to be enumerated in full length or in the same order as listed in the tool.) Congratulate your group! Conclude by inviting the audience to comment on some of the learning points in this exercise and how they relate to the skills needed in border management, e.g. stronger listening abilities, improved concentration and focus, heightened sensibility vis-à-vis others.

**Possible variations** You can do this exercise sitting in class-room style if your audience is reluctant to get up and form a circle, but it is imperative that people do not have eye-contact.

# 5 Moving circles: why gender is important to border management

**Type of exercise:** Conceptual  
**Audience:** Any  
**Time required:** 45-65 minutes

<b>Intended group size</b>	10 or 20 trainees (You need an even number of people. If your group size is an odd number and/or falls in-between 10 or 20 people, adapt the exercise, for example, by yourself taking part, recruiting additional resource people and/or eliminating one of the suggested roles.)
<b>Supplies</b>	<i>Border Management and Gender Tool</i> Bell or whistle (optional) Name tag stickers
<b>Guidance to trainers</b>	<p>This exercise provides a good overview of border management and gender issues. Make sure that your audience is familiar with the information in section 3 of the <i>Border Management and Gender Tool</i> before the exercise.</p> <p>You may want to practice in advance how you will effectively move people in the right direction and keep time. You could use a bell, whistle or a clap of your hands to move people from one position to the next.</p>
<b>Learning objectives</b>	<p>After completing this exercise, trainees will be able to:</p> <ul style="list-style-type: none"> <li>• Argue the importance of including gender in border management</li> <li>• Demonstrate the understanding that including gender will improve the operational effectiveness of border management.</li> </ul>
<b>Exercise instructions</b>	<p>Split your audience into groups of five people. Direct your groups to form pairs of concentric circles (that is, one circle inside the other, with both circles sharing a common centre). If you have two groups of five people, you will have only one pair of concentric circles. If you have four groups of five people, you will have two pairs of concentric circles. Individuals in the inner and outer circles should be facing each other (i.e. the people in the outer circle are looking inwards while the people in the inner circle are looking outwards).</p> <p>Assign each of the five people of the inner circle(s) one of the following roles to play (give them name tags to denote their roles):</p> <ol style="list-style-type: none"> <li>1. A border guard</li> <li>2. A human resources officer in the Bureau of Border Management</li> <li>3. A woman crossing a border for (legal) work</li> <li>4. A male victim of human trafficking</li> <li>5. A member of a civil society organisation representing border communities</li> </ol> <p>Assign each of the five people on the outer circle(s) the role of a journalist or a researcher (depending on the trainee's context, one role might work better than the other) and give her/him one of the following questions to investigate:</p> <ol style="list-style-type: none"> <li>1. Why is gender important to border management?</li> <li>2. How is gender important for the prevention and detection of human trafficking and smuggling?</li> <li>3. How is gender important for the protection and promotion of human rights?</li> <li>4. What is the appropriate representation of women in border management institutions?</li> <li>5. How can we encourage collaboration involving women between border authorities and local communities?</li> </ol> <p>Begin the discussion: individuals facing each other in the circle form a pair and begin discussing the question from the perspective of the person in the inner circle. Allow five minutes for this discussion. Then, ask each person in the outer circle to move to the left by</p>

one person and begin a new round of discussions. After 5 minutes the outer circle moves again to the left and so on. After 25 minutes all questions should have been discussed with each role player.

Invite trainees to go back to their seats, and debrief by requesting that each trainee mention one key insight she/he has gained from this exercise (10-20 minutes depending on group size). You can also invite trainees to comment on what they thought of their respective roles, and whether they discovered new perspectives from playing a role they might otherwise never have filled.

**Possible variations**

You can use this exercise to explore different roles and discussion themes, as appropriate to your audience.

## 6

## Competition brainstorm: appropriate facilities for detained migrants

**Type of exercise:** Conceptual  
**Audience:** Any  
**Time required:** About 8 minutes

**Intended group size** Any

**Supplies** Two large flipcharts  
*Border Management and Gender Tool*  
 Prize (optional)

**Guidance to trainers** This is a quick, participatory exercise. It engages trainees in gender analysis by having them think about the particular needs of different groups of migrants in detention. You should also make trainees aware that there are human rights standards governing the rights of people in immigration detention.

Ensure that each group works quietly so that the competing teams do not disturb each other. Have a small prize ready for the winning group, if appropriate.

**Learning objectives** After completing this exercise, trainees will be able to:

- Enumerate some facilities that are necessary to meet the needs of men, women, boys and girls in immigration detention

**Exercise instructions** Split your audience into two groups. Have each group line up in front of a flipchart. Describe the following scenario:

*A woman and her infant son are travelling on a bus, trying to cross a border. At the border crossing, border guards make them get off the bus. The woman is told that their documents are not in order and they are being detained while their case is investigated. They are taken to a detention centre not far from the border crossing.*

*The woman and her son have nothing with them. Other people in the detention centre tell them they can expect to be there for weeks, before they are transferred to another detention centre or – if they are lucky - released.*

Pose the question “What are necessary facilities for the different groups of people in immigration detention, such as the woman and her son?” Instruct each group of trainees to write down their ideas silently on the flipchart before them, each person writing a facility of some type then quickly passing the pen to the person in line behind them. Tell them to stop writing after 6 minutes. Whichever group has the most (correct or appropriate) terms on their flipchart wins. If you like, you can give a small prize to the winning team.

Give a short debriefing of the activity and emphasise that there are international human rights standards that address the rights of people in immigration detention. Draw out from the trainees the gender dimensions in the facilities that were written on the two flipcharts.

**Possible variations** You can do this exercise using a more traditional brainstorming format, such as by keeping the group in plenary, requesting that each person call out an idea and recording the ideas on a flipchart as they are called out (see Exercise 6 in the *Training Resources on SSR Assessment, Monitoring and Evaluation* and for a more detailed explanation of this format).

You could adapt this exercise to examine the human rights standards concerning people in immigration detention.

# 7 Gender and human rights violations at borders

**Type of exercise:** Conceptual  
**Audience:** Any  
**Time required:** About 40 minutes

**Intended group size** Up to 20 (must be divisible by 2)

**Supplies** *Border Management and Gender Tool*

**Guidance to trainers** This is an introductory exercise to encourage your audience to think about the gender dimensions of human rights violations at borders. It can easily be used as a warm-up or team-building exercise. You can prepare by reading section 3.2 of the *Border Management and Gender Tool*. In addition, look at the items on the attached trainer's cheat sheet.

**Learning objectives** After completing this exercise, trainees will be able to:

- Identify human rights violations at borders and their gender dimensions

**Exercise instructions** Everyone stands in a circle facing in. You say "heads down" and everyone looks down at the floor. Then you say "heads up" and everyone looks up *directly at one other person in the circle*. If two people happen to be making eye contact, they step out of the circle as a pair and the circle gets a little bit smaller. The game continues until only two people are left standing. Now everyone has found a partner to work with. This will take about 10 minutes depending on group size.

Each pair now discusses the question "When you hear the phrase 'human rights violations at border crossings' what do you think about?" Instruct that first one partner takes five minutes to share her/his thoughts, then the other.

After 10 minutes collect information in plenary. Do this by first inviting five people to volunteer their thoughts (10 minutes). Then conclude (10 minutes) by using human rights violations that have been mentioned to draw out what the gender differences would be with such experiences.

**Possible variations** You can use a different (quicker) method to form pairs, such as the simple counting method. (The method suggested above works well because it can help some trainees feel more comfortable in sharing information about sensitive topics).

## TRAINER'S CHEAT SHEET

# Gender and human rights violations at borders

Source: Adapted from No More Deaths, "Human Rights Abuses of Migrants in Short-Term Custody on the Arizona/Sonora Border", *Crossing the Line*, <http://www.nomoredeaths.org/index.php/Abuse-Report/>

### Possible human rights violations include the following:

1. failure to respect the basic dignity of people crossing borders, including those detained at borders
2. verbal abuse
3. physical abuse
4. sexual harassment, exploitation and/or abuse
5. failure to provide water to people detained
6. failure to provide food to people detained
7. failure to provide medical treatment and access to medical professionals to people detained
8. dangerous transportation practices
9. separation of family members
10. unlawful repatriation
11. failure to return belongings to detainees prior to repatriation
12. failure to inform detainees of their rights, coercing them to sign forms and failing to provide copies of these forms to the detainee in a language they understand

## 8

## Short scenarios: human rights violations at borders

<b>Type of exercise:</b>	Application-in-context
<b>Audience:</b>	Audiences who possess basic information about the different types of human rights violations at borders
<b>Time required:</b>	60-75 minutes

**Intended group size** 12-24

**Supplies** Handouts  
*Border Management and Gender Tool*

**Guidance to trainers** This exercise requires some basic knowledge about human rights violations at border controls. Prepare trainees using section 3.2 of the *Border Management and Gender Tool* and/or pair this exercise with *Exercise 7 —Gender and human rights violations at borders*.

**Learning objectives** After completing this exercise, trainees will be able to:

- Identify human rights violations that can occur at border controls
- Outline actions and policies to respond to human rights violations
- Describe strategies to prevent human rights violations

**Exercise instructions** Split your audience into pairs or, if your audience is fairly large, into six groups of 3-4 persons. Distribute the six handouts, one to each pair or group. Explain that each pair/group is given a brief human rights scenario at a border and that each pair/group has to imagine what actions, policy and preventive strategies a hypothetical officer-in-charge of the border control would take/develop. Each pair/group has 15 minutes to come up with answers.

Back in plenary, each pair/group presents its case and responses (5 minutes each). Allow some questions and answers (10 minutes) and conclude by highlighting two larger points:

- that gender may influence a person's vulnerability to human rights abuses; and
- that if border personnel respect human rights, the public will trust them and this will facilitate the border guard's job.

**Possible variations** Instead, you can use the materials in the handouts to examine what different actors (such as border guards; customs and immigration, ministry of the interior and justice officials; parliamentarians; and CSO staff) would do to address the human rights violation. Groups could be split up either according to case or according to a particular role. Main work would take place in plenary, developing a coordinated response. This would be a longer and more complex exercise than the one suggested above, and is likely to work best with a group that has some experience with several of the suggested roles.

## HANDOUT 1

## Short scenarios: human rights violations at borders

**Scenario**

Mirko has been crossing the border almost every day for a month. He needs to earn money to care for his sick mother and his sisters, and there is work on this other side of the border from where he lives. Today he got caught. The border guards detained him for 8 hours without giving him any water or food. Because he is only 9 years old, they finally let him go.

**Task**

What are the human rights violations you can identify?

If you were in the position of the supervisor at this border station and you had to deal with this case, what would you do?

- List three immediate actions you would take.
- What policies or protocols could you potentially refer to?
- Describe at least two preventative strategies to stop this human rights violation from occurring in the future

## HANDOUT 2

## Short scenarios: human rights violations at borders

**Scenario**

Maria wants to cross the border to visit her relatives. She has the right to receive a permit (visa) and has paid all the required fees, but she is nervous because she has never learnt to read or write the official national language since girls in her village don't generally attend school.

The border guards give her three forms to fill out in the national language and she is not able to do it. The border guards ridicule her, call her stupid and delay her for more than 2 hours. Finally they let her pass. She is already anxious about returning to this border later in the day.

A border guard visiting from a different station who witnesses the incident reports it to the station supervisor.

**Task**

What are the human rights violations you can identify?

If you were in the position of the supervisor at this border station and you had to deal with this case, what would you do?

- List three immediate actions you would take.
- What policies or protocols could you potentially refer to?
- Describe at least two preventative strategies to stop this human rights violation from occurring in the future

**HANDOUT 3****Short scenarios: human rights violations at borders****Scenario**

Monica and Sabrina cross the border once a week to work as house cleaners in the city on the other side. They have no permits, but they know several border guards to whom they pay part of their proceeds. The more senior of them is Sabrina's 'boyfriend' – she has sex with him every now and again so that he will continue to allow them to cross the border.

**Task**

What are the human rights violations you can identify?

If you were in the position of the supervisor at this border station and you had to deal with this case, what would you do?

- List three immediate actions you would take.
- What policies or protocols could you potentially refer to?
- Describe at least two preventative strategies to stop this human rights violation from occurring in the future

## HANDOUT 4

## Short scenarios: human rights violations at borders

**Scenario**

Manuel wants to cross the border to visit a night club in the city on the other side. He has a visa to cross. One of the border guards happens to come from Manuel's hometown, recognises him as a gay person and begins to ridicule him. "Oh, you little sissy, let's see what we have here for sissies", the guard says, showing him into a room in which private interviews are held. The guard calls two of his colleagues into the room. The three border guards beat Manuel and afterwards still do not permit him to cross the border.

**Task**

What are the human rights violations you can identify?

If you were in the position of the supervisor at this border station and you had to deal with this case, what would you do?

- List three immediate actions you would take.
- What policies or protocols could you potentially refer to?
- Describe at least two preventative strategies to stop this human rights violation from occurring in the future

## HANDOUT 5

## Short scenarios: human rights violations at borders

**Scenario**

Martina and Manolo cross the border together. Manolo is very protective of Martina and handles all the paperwork.

The border guard thinks that Martina's passport is somehow not in order. The photo looks a little different from the person in front of him. He begins questioning Martina and then demands to question her alone. He suggests to Martina that the only way she can cross the border is by having sex with him. Martina screams at which point other border guards appear and a more senior officer takes charge. Manolo has vanished. Martina's passport is confiscated and she is turned back from the border.

**Task**

What are the human rights violations you can identify?

If you were in the position of the supervisor at this border station and you had to deal with this case, what would you do?

- List three immediate actions you would take.
- What policies or protocols could you potentially refer to?
- Describe at least two preventative strategies to stop this human rights violation from occurring in the future

## HANDOUT 6

## Short scenarios: human rights violations at borders

**Scenario**

Ilaria works in an illegal brothel in a small border town. She was trafficked from a neighbouring country, and now stays in the town because the traffickers took her passport and she doesn't have anywhere else to go.

Border guards regularly come in together after work, get drunk and have sex with the women working in the brothel. Last night one of them refused to pay Ilaria and then threatened to have her arrested as an illegal prostitute if she complained.

Ilaria complained to the representative of a local women's NGO, and the NGO worker promised to anonymously take her complaint to the supervisor at the border station.

**Task**

What are the human rights violations you can identify?

If you were in the position of the supervisor at this border station and you had to deal with this case, what would you do?

- List three immediate actions you would take.
- What policies or protocols could you potentially refer to?
- Describe at least two preventative strategies to stop this human rights violation from occurring in the future

# 9

## Gender-responsive guidelines on informal trade at borders

**Type of exercise:** Topical  
**Audience:** Policy staff of border management institutions  
**Time required:** About 55 minutes

**Intended group size** Up to 25

**Supplies** Handouts  
*Border Management and Gender Tool*

**Guidance to trainers** This exercise deals with informal cross-border trade (described in the handout), which is wide-spread around the world. Because informal cross-border trade generates interest from economic, political and legal perspectives, take care to maintain focus on the task of establishing gender-sensitive guidelines for border personnel, rather than allowing your audience to drift into a general discussion.

**Learning objectives** After completing this exercise, trainees will be able to:

- Describe the general problems and related gender issues involved in informal cross-border trade
- Use this information to develop gender-sensitive guidelines for approaching the problems at a border crossing

**Exercise instructions** Explain to your audience that you will be handing out an excerpt concerning informal cross border trade. While there are problems that must be solved from economic, political and legal perspectives, the task at hand is to develop guidelines for border guards and customs and immigration staff on dealing with informal cross-border trade. The trainees read and work on the handout individually for 20 minutes.

In plenary ask each trainee to volunteer one guideline and to explain why it is important. Challenge each trainee, as you make the round, to come up with a new guideline rather than repeat what a previous speaker has said. You can use the trainer’s cheat sheet to contribute ideas.

Allow some discussion after all the guidelines have been collected, focusing on issues such as: (1) Do these guidelines represent a comprehensive, gender-sensitive approach? (2) How would the guidelines affect informal cross-border traders once they are implemented? (3) What kind of resistance, if any, would you anticipate seeing among border personnel and how would you overcome it? Take 30 minutes for plenary work. Collect all ideas on a flipchart or reproducible electronic page, which you can give to the trainees after the training.

**Possible variations** If you have more time (a further 45 minutes) add to this exercise the task of preparing a training session on the guidelines developed by the trainees. To do this, split the audience into small groups of 4-6 persons. Have them fill out a chart roughly like this (20 minutes):

Audience	Learning objectives	Content	Messages to convey	Learning method
		<i>Guidelines for an approach to informal cross-border trading</i>		

A person from each of the groups presents their group’s chart (20 minutes). If appropriate, conclude by challenging the trainees to propose such a training session for their institutions.

# HANDOUT

## Exercise instructions

Source: Excerpted from AFROL NEWS, "Risky business of informal cross-border trade", Afrol News / Gender Links, 22 February 2009, <http://www.afrol.com/articles/24435>

# Gender-responsive guidelines on informal trade at borders

Your role is that of a member of an inter-departmental committee tasked with responding to problems associated with informal cross border trade (as described in the excerpt below). Your committee is working with relevant ministries, local and regional authorities, civil society organisations and trade unions on issues such as granting permits, fixing currency exchange rates and the establishment of information centres for informal traders. You have been assigned to develop a set of guidelines for border guards and customs and immigration staff working at border crossings.

You know that most informal traders are women, so you want to ensure that the guidelines are responsive to their particular needs.

You will give attention where possible to the different roles of border guards and customs and immigration staff, and will try to coordinate those efforts.

What could be eight guidelines for a gender-responsive approach to informal cross-border trading by border personnel? List them in the table provided.

### "Informal cross border traders"

*"You see them at every border crossing in Southern Africa, in nearby towns, and every major urban centre. Informal traders who leave home and country determined to earn money by buying, and selling, an assortment of products ranging from food items to electronic appliances - but the business is risky for the mostly women involved.*

*Although informal cross border traders contribute immensely to the Southern African region - particularly in terms of employment creation, economic upliftment of women, food security, regional economic trade and social integration - they are often invisible: unrecognised at home and harassed in the host country. More than half of informal traders in the world are now women, and yet women traders are especially vulnerable to harassment, abuse, and health risks - including HIV/AIDS.*

*[...] the [vulnerabilities] of informal cross border traders in the region range from gender inequality, poor living and working conditions, separation from families, exploitation and discrimination, lack of access to health and other services.*

*"Older women have traditionally been at the forefront of the informal cross-border trade. Now younger women have also joined the business," notes photographer Tsvangirayi Mukwazhi.*

*Long waits and exhausting travel are the norms of the traders' lives... Traders often spend extended periods away from home in high HIV transmission areas, particularly cross border areas. Here, those who command authority, such as border/customs officials, or those who possess economic resources, such as moneychangers or taxi drivers, may take advantage of the women.*

*[...]*

*Transport and quality accommodation can also be a challenge for many traders who survive on meagre resources. Thus, transactional sexual relationships may arise between female traders and truck drivers in exchange for free transport or opportunity to sleep in the trucks. Furthermore, some female traders end up sleeping in the open, again, exposing them to various vulnerabilities including sexual assault.*

*Moreover, in general, informal cross border traders have limited access to healthcare services, including HIV and AIDS interventions. In most countries, foreigners pay a higher fee for public healthcare services, and thus informal cross border traders may be less inclined to seek treatment while travelling.*

# HANDOUT

*Few HIV and AIDS interventions are specifically for cross border traders, partially due to difficulties in actually targeting people constantly on the move. Traders are often preoccupied with survival needs, and may not be receptive to HIV and AIDS education and prevention messages.*

*While many Southern African citizens benefit from these traders, purchasing their many varied goods, few actually think about what life is like to spend so many days so far from home. [...]*

## Guidelines for border personnel on a gender-responsive approach to informal cross-border trading

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## TRAINER'S CHEAT SHEET

### Suggested guidelines for border personnel on a gender-responsive approach to informal cross-border trading

- Adequate facilities for men, women and children at border crossings (e.g. clean bathrooms, separate toilets for women) will be provided
- Female personnel will be available on all shifts to conduct body and property searches of women and girls when necessary.
- A zero tolerance policy for harassment, abuse, sexual exploitation and bullying by border staff will be enforced.
- A zero tolerance policy for corruption will be enforced.
- Cross-border public transport services will be facilitated.
- Areas that surround border posts will be well lit.
- Translation services for the languages widely spoken by cross-border traders will be made available.
- Procedures to recognise human trafficking will be put in place.
- HIV and AIDS education and prevention messages will be displayed in public areas.
- Vending machines for contraceptive devices will be made available.
- Referral information on HIV/AIDS, healthcare and social support services will be made available.
- Measures for collecting and sharing information on gender aspects of informal cross-border trading will be established, if not already in place, and supported.

## 10

## Role play: CSOs and border management

<b>Type of exercise:</b>	Application-in-context
<b>Audience:</b>	Audiences somewhat familiar with post-conflict issues; law enforcement personnel, staff of relevant Ministries and civil society organisations (CSOs)
<b>Time required:</b>	About 70 minutes

**Intended group size** 12-30 trainees

**Supplies** Handouts  
*Border Management and Gender Tool*

**Guidance to trainers** This exercise requires good knowledge of cross-border issues in post-conflict situations, thus it may be useful to precede the exercise with a presentation or discussion about Section 5.1 of the *Border Management and Gender Tool*. Some audiences may need an introduction to the role of CSOs in border management – see, for example, sections 3.4 and 4.4 in the *Border Management and Gender Tool*.

If you circulate during the small group time, encourage each group to have a clear focus on gender-responsiveness and to avoid raising more general kinds of trade, trafficking or human rights issues: such discussions would become too broad for the purpose of the exercise.

It is advisable that this exercise is used with an audience that has already built some trusting training relationships among its members; trust creates a relaxed atmosphere conducive to effective role play.

**Learning objectives** After completing this exercise, trainees will be able to:

- Enumerate border issues in a post-conflict context
- Argue for gender-responsive border management policies, procedures and staff conduct
- List the advantages of collaboration with CSOs in border management

**Exercise instructions** Explain to your audience that they are going to role-play a meeting between law enforcement and Ministry of the Interior officials, and three civil society representatives. The setting for this meeting is the volatile region of Putanka in the hypothetical post-conflict country of Solon.

Split the audience into four groups. Group 1 represents law enforcement and Ministry of the Interior officials from the capital, Group 2 represents the trade CSO 'PROTRADE', Group 3 represents the children's welfare CSO 'KIDS FIRST' and Group 4 represents the human rights CSO 'RIGHTS FOR ALL'. Group 1 can be a bit larger than the other groups since two individuals from Group 1 will be called on to role-play the meeting; only one individual will be called on to role-play from Groups 2, 3 and 4 so those groups should be fairly equal in size.

Provide Handout A to all the groups, and then give Handout B to Group 1, Handout C to group 2, Handout D to group 3 and Handout E to group 4. Allot 30 minutes of preparation time for the groups to read the background in Handout A and work on their other handout. Tell the groups to choose a group facilitator to guide discussions and a note-taker to fill in the handout.

Back in plenary, invite five people to role-play the meeting for 20 minutes (including two people from Group 1 and one person from each of the other groups). Those not involved in the role-play should take notes and observe. Conclude by inviting comments from the audience as to whether they believe the meeting reached its objectives (10 minutes).

### **Possible variations**

Depending on your audience you could add a fifth group representing international assistance agencies or donors. You would need to elaborate on their involvement in the background in Handout A.

## HANDOUT A

## Role play: CSOs and border management

### Background

Security is still fragile in Solon since a brutal civil war ended two years ago. Putanka, the western region of Solon close to the border with the Republic of Dunga, is particularly volatile. Many weapons can be found in Putanka. Armed groups keep weapons caches there and move back and forth across the border with Dunga, which is only 7-10 km away. Law and order are difficult to maintain because armed groups are strong in numbers and have a lot of local support, especially among youth, in part due to high levels of poverty and dissatisfaction. Theft is a temptation for many people because the police are overwhelmed by reports of petty crime and thus rarely respond. Reports on gender-based violence, in particular sexual violence against women, have become numerous.

Several donor countries have been approached to support capacity building of police and border services in Putanka, but so far not much assistance has been provided. Border management personnel are particularly in need of training, since most of them were recruited from paramilitary groups and are experienced in warfare rather than facilitating trade and immigration. No laws or official policy on cross-border trade exist.

Sugar, tomatoes and tea are cheaper in Dunga, but cross-border trade is discouraged. Traders are deterred by having to pay customs tariffs at both the Solon and Dunga borders, as well as additional amounts of money in bribes to border guards. A local pro-trade organisation has been formed and has begun lobbying local and national authorities to encourage legal cross-border trade.

Many parents cannot afford to send their children to school any more – so the children just hang around doing nothing, with no means to earn money – and their families struggle to feed them. People from so-called ‘employment agencies’ in Dunga come to the Putanka communities looking for children to take back to Dunga to work. Because the economic situation is so desperate, many families have begun letting their children go with the ‘agents’, or have found ways to clandestinely cross the border with their children to find work for them in Dunga. Sometimes the children never come home and their families don’t know what happened to them. An NGO dealing with child welfare has declared its goal to stop child trafficking.

Other human rights organisations have reported on incidents of gender-based violence at the borders, including physical violence and beatings of people from particular ethnic groups, especially young males. Their long lists of human rights abuses also include illegal searches, racist and sexist remarks, inappropriate firearm threats, denial of requests for food and water after arrest, destruction of property and sexual harassment.

A director from the national law enforcement agency, Mr Solonto, and an official from the Ministry of the Interior, Ms Guventa, are dispatched from the capital to Putanka to begin mapping the issues and developing a strategy to strengthen border management to improve the overall security situation in Putanka.

Among the many meetings Mr Solonto and Ms Guventa will have, a meeting with three CSOs is planned with the local pro-trade organisation (PROTRADE), the child welfare NGO (KIDS FIRST) and the human rights organisation (RIGHTS FOR ALL). Ms Guventa and Mr Solonto established the meeting objectives as follows:

- Identify the priority issues to be addressed by a border management system
- Initiate discussions on a mechanism for interaction between CSOs and border personnel

The officials will later combine the information gathered at this meeting with data obtained from different sources to write a comprehensive report containing recommendations to their respective agencies.

**HANDOUT A****Role play: CSOs and border  
management**

While the three CSOs each want to make a point about the issues they work on, they have also agreed among themselves that it is important to emphasise the gender dimensions of the deteriorating security situation because the gender perspective is an important, yet mostly ignored, feature affecting the work of all three CSOs.

This meeting will be role-played according to instructions given by the trainer, using handouts B, C, D and E.

## HANDOUT B

## Role play: CSOs and border management

You represent Mr Solonto, a director from the national law enforcement agency, and Ms Guventa, a Ministry of the Interior official.

Ms Guventa has experience working with CSOs from a former posting in the Ministry of Trade and knows that CSOs have contributed to a border management reform process in another country in the region. She believes that CSOs in Putanka will provide valuable perspectives that can help her and her colleague to develop a strategy for strengthening the border management system.

Mr Solonto is less convinced about the benefits of a collaborative relationship with CSOs, given that his experience with them has at times been confrontational. Still, Mr Solonto is keen to prevent and address human rights violations at borders, as he knows that the image of his agency would be tarnished by negative reports.

You prepare the meeting by considering the following issues. One of you will also chair the meeting.

### Meeting objectives

- Identify/map some priority issues to be addressed by a border management system.
- Seek relevant information from the three CSOs represented at the meeting.
- Establish a working relationship with these CSOs.

### Desired outcomes

### Potential questions to ask ALL the CSOs

### Specific questions to ask PROTRADE

### Specific questions to ask KIDS FIRST

### Specific questions to ask RIGHTS FOR ALL

### Possible conclusions, next steps and an outline of strategies

## HANDOUT C

# Role play: CSOs and border management

You represent the organisation PROTRADE and you are concerned about trade and security issues at the border. Prepare your meeting on the basis of the background information on Putanka that is found in Handout A.

Your main objective is to convince others that Putanka needs a functioning border management system, including appropriate policies, measures for implementation and improved conduct of staff. Currently, bribes are paid on each side of the border and there are often long delays before people are allowed to cross. Your concerns relate to facilitating cross-border trade and you want to ensure that a border management system will address the gender aspects related to facilitating cross-border trade. You know, for example, that women make up about 80% of informal cross-border traders. These women complain about harassment from customs officials including male officers who do inappropriate body searches on them. Compounding the challenges to the border communities are low literacy levels which prevent many people from gaining access to information on trade or dealing successfully with the border authorities. You know that Ms Guventa was previously employed in the Department of Trade so you believe that she will be open to your ideas.

You want a firm commitment from the officials to systematically involve civil society organisations, including your own, in the reform of border management. You are ready to propose some ideas on how to do this.

Points to make, focusing on the problem and potential solutions:

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## HANDOUT D

# Role play: CSOs and border management

You represent the organisation KIDS FIRST and you are concerned about the trafficking of children and child migration across the border. Prepare your meeting on the basis of the background on Putanka found in Handout A.

Your main objective is to convince others that Putanka needs a functioning border management system, including appropriate policies, measures for implementation and improved conduct of staff. Your key issue is child trafficking. You want procedures at borders that will detect these incidents and prevent them from happening. You believe that any procedures and policies developed must be responsive to the particular needs of girls and boys.

At the same time, you are keen to convince the law enforcement and Ministry of Interior officials that it is important to involve civil society in the reform of border management. You are keen to establish a consultative process with the officials with an expectation of making detailed contributions to the reform process.

Points to make, focusing on the problem and potential solutions:

1	
2	
3	
4	
5	
6	
7	
8	
9	
10	

## HANDOUT E

# Role play: CSOs and border management

You represent the organisation RIGHTS FOR ALL and you are concerned about human rights and security issues at the border. Prepare your meeting on the basis of the background on Putanka found in Handout A.

Your main objective is to convince others that Putanka needs a functioning border management system, including appropriate policies, measures for implementation and improved conduct of staff. You are keen to raise your human rights concerns, in particular the incidents of violence at borders against young males of a particular ethnic group, as well as the exploitation of women in border communities and harassment at border crossings. You have worked on human rights issues for many years and are tired of policies that don't make a difference on the ground. You want to see concrete implementation in the form of standard operating procedures, training, a system for processing complaints, appropriate disciplinary measures when abuses occur, etc.

Your secondary objective is to convince the law enforcement and Ministry of Interior officials that border management reform must be an open and participatory process involving civil society organisations like yours.

Points to make, focusing on the problems and potential solutions:

1	
2	
3	
4	
5	
6	
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8	
9	
10	

## 11

## Role play: Oversight of border management

<b>Type of exercise:</b>	Application-in-context
<b>Audience:</b>	Border management personnel, staff of relevant Ministries and civil society organisations (CSOs), media, parliamentarians
<b>Time required:</b>	About 60 minutes

**Intended group size**

16-20

**Supplies**

Handouts  
*Border Management and Gender Tool*

**Guidance to trainers**

This exercise requires the presence of a co-facilitator or external resource person familiar with chairing meetings for a role play. If this proves difficult, a suitable trainee can be selected for this task or you could chair the meeting. You could consider sharing with the person who is to chair the role play meeting some of the chairing tips in Exercise 12 of the *Training Resources on Parliamentary Oversight of the Security Sector and Gender*.

To recap the importance of oversight functions, review section 4.4 in the *Border Management and Gender Tool*, in addition to relevant information in the *Parliamentary Oversight of the Security Sector and Gender Tool* and the *Civil Society Oversight of the Security Sector and Gender Tool*.

**Learning objectives**

After completing this exercise, trainees will be able to:

- Demonstrate knowledge of the border management oversight functions performed by the relevant Ministry, parliament, the media and CSOs
- Identify oversight policies and strategies addressing a particular border issues

**Exercise instructions**

Split your audience into four subgroups, but retain one person who will later play the role of Presidential Advisor and chair the role-play meeting. Ideally this person is a co-facilitator or an external resource person so that everyone in your audience can benefit from the learning objectives of the exercise.

Assign a role to each subgroup:

- (1) Media (*The Kinlandia Chronicle*)
- (2) CSO (“Border Network”)
- (3) Parliamentary committee dealing with immigration and internal security
- (4) Ministry of the Interior – Department for Internal Security Issues

Explain that each of these groups have an oversight function vis-à-vis border management. Have a short discussion on these functions to ensure that all groups understand their possible oversight roles.

Present each group with the description of a border issue in the hypothetical country of Kinlandia in the handout and invite them to prepare their response. Each group should elect a group facilitator to guide their discussions and a rapporteur to present their statement to the Presidential Advisor. (20 minutes)

Back in plenary, role-play a meeting in which the rapporteur presents his or her group’s perspective. The meeting will be chaired by the Presidential Advisor as a first attempt to learn about the perspectives of various groups on the problem, what responses might be developed and what the involvement of the formal oversight bodies, the media and CSOs might be. The meeting lasts 30 minutes.

To conclude, summarise the oversight tasks the four organisations/agencies have exhibited in their attention to the issue at hand (5 minutes).

### **Possible variations**

If your audience appears to be reluctant to role-play (or otherwise seems unable to do it in a productive manner), you could simply receive the group's reports in plenary, without the interactive element of a role-played meeting.

## HANDOUT

## Role play: Oversight of border management

### Scenario

The Government of the hypothetical Republic of Kinlandia is in the following predicament: it wants to sign a regional agreement on open borders, but unless certain border issues are addressed the process will be jeopardised.

The national newspaper “*The Kinlandia Chronicle*” reports:

*Border control agents distrust certain bona fide, legal travellers on the basis of ‘intuition’ alone. These travellers are subjected to special screening and body searches before they reach and at the check point; they are isolated from other travellers for considerable amounts of time; and their personal data is shared with international investigation agencies. According to our sources, these travellers are mostly male and considered to be potential law breakers.*

*Border personnel claim that their active screening practices are not violating human rights and are fully within their powers of enquiry. Moreover, they claim that this practice has led to the successful prosecution of illegal action at borders.*

*However, as much as Kinlandia tries to convince its neighbours that it has an open approach to management of its borders, this is hard to believe given the delays and harassment of citizens and others who legitimately come here to trade. It is clear that things at Kinlandia’s borders will have to change if as a country we are to join the Regional Agreement on Free Borders (RAFB), which our government has declared a priority.*

### Exercise instructions

Your group’s role will be one of the following:

- (1) Media (*The Kinlandia Chronicle*)
- (2) CSO (“Border Network”)
- (3) Parliamentary committee dealing with immigration and internal security
- (4) Ministry of the Interior – Department for Internal Security Issues

The Presidential Advisor has requested a special meeting to discuss responses to the problem described in *The Kinlandia Chronicle* with a range of stakeholders and interested parties. You are told that this meeting was called by the President of Kinlandia, who feels it is urgent that Kinlandia address problems that could prohibit the country from joining the *Regional Agreement on Free Borders*.

Prepare a brief statement to deliver at this meeting. This should include your views on the problem and three strategies that you will employ to address this issue in your oversight activities. Your group’s rapporteur, who will represent your group in the meeting with the Presidential Advisor, will deliver the statement in the meeting.

## 12

## Case study: Supporting gender-responsive reform of border management\*

<b>Type of exercise:</b>	Application-in-context
<b>Audience:</b>	UN staff, donors, international consultants and experts
<b>Time required:</b>	50–75 minutes

**Intended group size** Up to 32, broken into four groups

**Supplies** *Border Management and Gender Tool*  
Ball  
Trainees' handouts  
Flipcharts

**Guidance to trainers** This exercise is provided in a case study format that allows trainees to apply what they know about reform of border management and gender. It is a good exercise to use near the end of a training period.

The background context for this exercise is based on a 'real world' assessment produced in 2007 of a particular country's training capacities on anti-human trafficking. Some facts were amplified and some were added to expand the focus of the exercise to include a range of gender issues.

**Learning objectives** After completing this exercise, trainees will be able to:

- Apply theoretical knowledge on gender and reform of border management to a hypothetical country context
- Identify specific actions in pursuit of the goal of integrating gender into reform of border management, name some obstacles to implementation and outline strategies to overcome the obstacles

**Exercise instructions** Explain that this exercise takes the form of a hypothetical case study. The main topics under review are:

- the recruitment and retention of women into border management posts
- responses to human trafficking and the promotion and protection of human rights
- public perceptions of border management services

Depending on your audience's level of understanding, it might be helpful to engage in a brief brainstorming exercise on some or all of these topics before the group work. For example, you could throw a ball from trainee to trainee, and each time a trainee catches the ball he or she has to name one argument for enhancing gender-responsive recruitment and retention policies.

Split trainees into four groups. Provide each trainee with a copy of Handout A describing the case, and each group with either Handout B1, 2, 3, or 4. Ask each group to designate a facilitator to lead group discussions and a rapporteur to report back to the plenary. Warn the rapporteurs that they will only be given five minutes to report back.

Allow 20–30 minutes for small group discussion of the questions on the respective handouts. Group findings can be recorded on the handouts or on flipcharts (prepared beforehand).

Ask the rapporteurs to report the findings of their group. Allow questions and some comments from the other groups. Conclude by considering with the group how some of the strategies suggested support each other and how they might be the cornerstones of a gender-responsive border management reform process. (20–30 minutes)

\* This case study exercise was devised by Angela Mackay. DCAF gratefully acknowledges her contribution of it to the *Gender and SSR Training Resource Package*.

Suggested allocation of time:

10–15 minutes introduction

20–30 minutes small group discussion

20–30 minutes plenary discussion and closing

A total of 50–75 minutes.

## HANDOUT A

# Supporting gender-responsive reform of border management: the case of 'Country Z'

## Background on border management issues in 'Country Z'

- **Structure and culture:** The National Security Agency (NSA) is responsible for border management in addition to other elements of national security. The border guards carry out immigration but not customs duties.
- The secretive and punitive legacy of the former Soviet system has resulted in a rigid hierarchy among the older echelons of all law enforcement services. This is particularly visible in the NSA. Such a legacy makes it difficult for NSA personnel to show personal initiative, employ modern training methodologies and proactively investigate criminal activities.
- In addition, the Soviet legacy fuels public distrust of law enforcement authorities and unwillingness on the part of many people to engage with them.
- Civil society formation is embryonic, with rivalry and mistrust among local organisations and between them and the security services.
- **Border management personnel:** Approximately 30% of border guards are female. Most of these women work at the International Airport. At land borders, the women serve only in an administrative capacity: if a body search is required at a land border, male border guards request the services of female customs officers.
- In general, posting women to land border posts is considered inappropriate and dangerous. Also, female border guards are reluctant to be posted where they will often be the only female member of their team, and they would face opposition from their family to such a posting.
- Women rarely advance to higher ranks in the border guard service because their professional experience tends to be limited and they usually leave the service once they have children.
- **Migration:** there is high unemployment in Z due to the collapse of employment in the post-Soviet era and the lasting impact of a number of environmental disasters. Many men and women seek work in neighbouring countries and in the Gulf States.
- However, the permits required to leave Z are expensive and the process to obtain them is lengthy and riddled with corruption. To obtain a permit, an individual must travel to the capital and may need to spend days waiting at government offices.
- People from other countries may obtain a visa to work in Z only if they are supported by a sponsor living in Z. Such visas are only given for certain categories of work, and only the worker – not their dependents – is allowed to come.
- **Trafficking in human beings:** The NSA has its own training facility. The legal definition of trafficking in human beings is included in the formal curriculum for border guards, but training does not include case studies or detail on how to investigate suspected cases. NGOs provide some training on the protection and assistance needs of trafficking victims.
- No reliable human trafficking statistics, patterns or profiles are maintained and/or exchanged by any government entity. NGO figures keep track of only the use of shelters and other services provided to trafficked persons. Nonetheless, there is evidence of high levels of trafficking of men, women and girls from Country Z.
- Women and girls from socially vulnerable groups are the most frequent victims of human trafficking. They are trafficked for sexual exploitation in the Gulf States (by air) or in neighbouring country X (overland).
- Trafficking of adult males for forced labour in Russia is either not recognised or is denied by official bodies, but NGOs report large-scale local recruitment for this purpose.
- Most recruitment of victims of trafficking is done by local traffickers, often by family, friends or neighbours.

## HANDOUT B1

# Supporting gender-responsive reform of border management: the case of ‘Country Z’

*The European Union, United Nations and other international bodies are putting strong pressure on Z to include more women in the ranks of its Border Guard Service. You are members of an international team with responsibility to advise the Government of Z on recruitment processes for the Border Guard Service.*

What are 3 **actions** that the Government of Z could take to increase the number of female recruits and to encourage retention and advancement?

1.

2.

3.

What is 1 **key obstacle or challenge** that the Government of Z is likely to face in implementing these actions?

1.

What is 1 **strategy** for overcoming this obstacle or challenge?

1.

## HANDOUT B2

# Supporting gender-responsive reform of border management: the case of ‘Country Z’

*The Government of Z has developed an ambitious “Action Plan to Improve the Delivery of Border Management Services”. The Plan includes strategies to improve the salaries of border management personnel and ensure that their working conditions are not discriminatory in any way. It also pays particular attention to migration issues, aiming to make it easier for men and women from Z to travel to other countries to work, and for people from other countries to come to Z for lawful work.*

*As a representative of a group of donors, you are approached by the Government of Z and asked to support the implementation of its “Action Plan to Improve the Delivery of Border Management Services”.*

What **3 actions** can you take to encourage and assist the Government of Z to integrate gender-responsive approaches into the implementation of the Action Plan?

1.

2.

3.

What is **1 key obstacle or challenge** that the Government of Z is likely to face in gender-responsive implementation of the Action Plan?

1.

What is **1 strategy** for overcoming this obstacle or challenge?

1.

## HANDOUT B3

# Supporting gender-responsive reform of border management: the case of ‘Country Z’

*You are a team of international consultants tasked to assist the National Security Agency in developing and improving the training programme for entry-level Border Guard recruits. You are aware that Z’s law enforcement entities have a poor level of understanding of trafficking in human beings and a low rate of detecting traffickers and prosecuting them. Victims are generally dismissed by law enforcement bodies as “only prostitutes – who know what they are getting into...”*

What **3 actions** can you take to ensure that appropriate responses to human trafficking and the promotion and protection of human rights are effectively integrated into the training programme?

1.

2.

3.

What is **1 key obstacle/challenge** to implementing these actions?

1.

What is **1 strategy** for overcoming this obstacle/challenge?

1.

## HANDOUT B4

# Supporting gender-responsive reform of border management: the case of ‘Country Z’

*The Government of Z has been implementing an ambitious “Action Plan to Improve the Delivery of Border Management Services” for two years. You are a United Nations Development Programme team responsible for developing and conducting a survey of public perceptions of the Border Guard Service. The objective of doing the survey is to provide local and international stakeholders with a concrete, comprehensive and action-oriented assessment of public perceptions of the professional development, operational activities and policies of Border Guards.*

What **3 actions** can you take to ensure that gender issues are integrated into the survey and men and women are equally consulted?

1.

2.

3.

What is **1 key obstacle/challenge** to implementing these actions?

1.

What is **1 strategy** for overcoming this obstacle/challenge?

1.

# Discussions

## Suggested discussion procedures

Some training events may require facilitated discussions as part of and/or instead of exercises. **Here are a few ways to engage your audience in discussions.**

- Tell the trainees to brainstorm individually on sticky notes, then post the sticky notes with their ideas to a large flipchart and discuss.
- Split the audience into “buzz groups” of two to three people. Commonly used for introductory exercises, a buzz group is a small discussion group formed for a specific task, such as generating ideas or reaching a common viewpoint on a topic in a specific period of time. Hence, you could ask buzz groups to discuss a chosen topic during a pre-defined timeframe and then have them report back to the plenary.
- Write four different answers to a question on four large sheets of paper and post one in each corner of the room. Ask each trainee to go to the answer she/he most agrees with and then ask the group in each corner to discuss and persuasively present the group’s point of view.
- Write four quotations that sum up different aspects of the question you are discussing, on large pieces of paper, then number and post each quotation in a different corner of the room. Assign each trainee a number from one to four. Ask trainees to move to the paper that has their number. Trainees discuss their group’s quotation and write down their responses to it on the paper. Stop the discussions after a few minutes. Ask trainees to move to the next piece of paper so that each group faces a new quotation. Repeat the process until all groups have discussed and responded to all four quotations. Ask the groups to move back to their original quotation. Instruct them to read the responses written by others and compare them with their own.
- List four to six statements relating to a theme you are discussing on a large sheet of paper or whiteboard. Pass out note cards to the trainees and ask them to write ideas about or reflections on each statement. Collect the cards and sort them by the statement they relate to. Assign a group of trainees to each stack of cards. Tell them to (a) make a presentation to the plenary, (b) organise the cards into challenges and opportunities, or (c) find another way of creatively reporting back on what they read on their cards.
- “Annual fair”: Split trainees into groups of no more than six people. Assign the groups some time to work on a particular aspect of the question you are discussing: they should write down their responses to the question on a flipchart and display it in a corner of the room. One or two (depending on group size) member(s) of each group will stay at the flipchart to present their group’s work (i.e. explain the aspect of the question and their responses and arguments) to members of other groups, who will be moving around the room. The rest of their group will be moving from one flipchart to another and listening to the presentations of the other groups. Every presentation should take an allocated, short amount of time (e.g. three minutes) and presenters should allow for questions afterwards. After one round of presentations is finished, instruct trainees to switch their tasks so that each trainee will have the chance to present his/her group’s flipchart and listen to the presentations of other groups.

## Discussions

### Topics for discussion

The following suggested topics for discussion are loosely organised around key themes elaborated in the *Border Management and Gender Tool*.

1. Why should border management reform be gender-responsive?
2. What are five things you could do to conduct a gender assessment of border management and/or border agencies?
3. Discuss five examples of potential human rights violations at borders and suggest policies and guidelines for border management personnel that demonstrate responsiveness to the concerns and needs of potential victims, male and female.
4. Why would the testimony of women and border community representatives be indispensable for a parliamentary committee overseeing border management?
5. What are the essential qualities of a gender-responsive border management agent?
6. What are the potential benefits of including representatives of different population groups, as well as both men and women, in border management?
7. What policies could increase the recruitment, retention and advancement of female border management personnel?
8. What are key advantages of collaboration between border management agencies and CSOs, including women's organisations?
9. How should interviews with people who have been trafficked be conducted? Outline several principles.
10. Would you consider the deployment of all-female border control units advantageous for detecting and investigating human trafficking?
11. How could a code of conduct that sets out rules of behaviour to prevent discrimination and harassment assist border management personnel? What would be essential elements of such a code?
12. What organisations are involved in providing assistance to victims of trafficking in your country? Discuss the relationship between these organisations and the border management agency. What channels of communication exist between these organisations and the border management agency, and how could communication be improved?
13. What kinds of tools would be useful to ensure high standards of professionalism in the conduct of border management personnel?
14. Suggest five tips for training border management personnel in gender-responsiveness?
15. Describe three key elements of campaign that would raise public awareness on border management and human rights.
16. What special challenges and opportunities might a post-conflict country face in establishing a gender-responsive approach to border management?
17. Which organisations are involved in monitoring border management in your country?

## Training challenges to consider

The *Guide to Integrating Gender in Security Sector Reform* discusses challenges to implementing gender-responsive SSR training. You might also come across the following challenges while you are conducting training on issues related to border management and gender:

- Your audience will most likely require introductory work on gender issues (for ideas see the *Training Resources on Security Sector Reform and Gender*). If your audience is made up of border management personnel, they are likely to be predominantly male as most border management agencies have higher percentages of male than female personnel. This may require you to be proactive in encouraging female participants to contribute, perhaps first by engaging them in smaller groups. Make a conscious effort to acknowledge even the smallest contribution of the reticent female members of your group.
- It may be challenging to focus on gender in your training if your discussion topics include a broader consideration of human rights. This is fine if your goal in the training is to make border management more responsive to the needs of individuals and diverse population groups, rather than to focus on a greater responsiveness to gender issues. However, if you want your trainees to consider gender issues, you will need to choose your exercises with this in mind and guide the discussion to this end. If you are involved in the design of the training programme, you could first schedule a session focusing on human rights and border management and then follow it with a session focusing on gender.

## KOSOVO

## Gender training for Border and Boundary Police

The Kosovo Border and Boundary Police was established in 1999 and is responsible for the control and security of all border crossings.<sup>1</sup> Following entry into the Kosovo Police Service all new recruits usually take a 20-week basic training course at the college in Vushtrri. The course is designed to equip officers with the knowledge and skills needed to perform general police duties at the Police Officer level. Upon completion of the course officers are deployed to their respective workplaces or, if selected to work for the Border and Boundary Police, are given additional training related to their specific functions and duties as border police officers.

Initially, training for border police officers was provided by UN civilian police assigned to border duties. In 2006, the European Agency for Reconstruction funded a one-year project, implemented by the International Centre for Migration Policy Development (ICMPD), to develop the Border and Boundary Police Training Unit. This included developing standard operating procedures for the unit, the selection of eight trainers and the delivery of a customised train-the-trainer course. A key output of the project was three customised training courses for the basic, team leader and command levels.<sup>2</sup>

The Border and Boundary Police *basic course* is delivered to entry-level border police who have completed the basic training for the Kosovo Police Service, referred to above. It consists of 2 - 3 days of training and focuses on the tasks, responsibilities and skills needed by basic level officers. Topics include human trafficking:

- Definitions of and distinctions between trafficking and smuggling
- Global, regional and local human trafficking patterns and trends
- Ways to identify victims, including the use of visual and other non-verbal forms of communication; questioning; and other options that are available to border police

The Border and Boundary Police *team leader course* targets officers at a supervisory level. It consists of 1.5 - 2 days of training around topics that include:

- Review of distinctions between trafficking and smuggling
- Implications of human trafficking: understanding the process, terminology, definitions, international and domestic legislation and the impact of organised crime
- Principles and practice of identification, investigation, interviews and referrals

The focus of the training is on the direct relevance of laws and principles of human rights protection to border police, and the application of skills and correct practice.<sup>3</sup>

In addition, the Border and Boundary Police training courses at the basic, team leader and command levels include an introductory half-day *Gender and Border Management* module. The module tries to help border personnel make the link between gender and their daily practice by asking themselves questions such as: *Why does gender matter? Why be concerned with integrating gender? What are the operational advantages?* For all three levels of training this session starts with a brainstorming exercise and discussion on 'What is gender?', and is followed by further discussions about why gender is important in border management. After this, course content is tailored to each group to explore how gender can be integrated into border management based on the trainees' rank and functional needs. The *basic course* focuses on identifying risks/threats to women and men at borders, how these may be similar or different and the associated responsibilities of border police. The *team leader course* focuses on common situations involving gender issues and suggestions or requests that can be made to the command level to help resolve problems. The *command level course* focuses on policies, procedures and practices that can be introduced to address human trafficking, protect human rights and collaborate with representative institutions.

1 See Kosovo Police web-site, at: <http://www.kosovopolice.com/?page=2,22> (accessed October 13, 2009).

2 The training course materials are available at: <http://polis.osce.org/library/results.php?ca%5B%5D=TRN&ga%5B%5D=881&d=&ta%5B%5D=1474&p=3> (accessed October 13, 2009).

3 See: EULEX Kosovo, "KPS Border and Boundary Police Training Concept", [http://www.eulex-kosovo.eu/training/police/PoliceTraining/BORDER\\_BOUNDARY/DOCUMENTS/7.pdf?page=agreement](http://www.eulex-kosovo.eu/training/police/PoliceTraining/BORDER_BOUNDARY/DOCUMENTS/7.pdf?page=agreement) (accessed October 13, 2009).

## KOSOVO

### Gender training for Border and Boundary Police

The training sessions use highly interactive and practical materials that focus on border realities. Examples, scenarios and problem-solving are used extensively. The emphasis throughout is on active engagement and initiative rather than passive observation.<sup>4</sup>

As of January 2010, the Kosovo Border and Boundary Police consisted of 1280 employees, among which only 102, or 8%, were women. This is less than in the Kosovo police, where female members count for 15% of the total police force (civilian staff included). However, the General in charge of the Border and Boundary police was a woman, and figures from previous years show that the proportion of women in the force is increasing.<sup>5</sup> There are no women working in the Border and Boundary Police Training Unit, despite senior Border and Boundary Police personnel's verbal commitments to include them and ICMPD's efforts to encourage women to join the service. Yet women constitute 26% of the Field Training Officers working at border locations and are expected to provide on-the-job training.

- The importance of integrating gender into border management is discussed in section 3 of the *Border Management and Gender Tool*.
- Gender training for border services is discussed in sections 4.1 and 4.2 of the *Border Management and Gender Tool*.
- Challenges to integrating gender into border management in post-conflict countries are discussed in section 5.1 of the *Border Management and Gender Tool*.

<sup>4</sup> See also: Human Dynamics, *Integrated Border Management* (05/KOS01/09/01), Final Report, 15 November 2007, [http://www.eupt-kosovo.eu/training/police/PoliceTraining/BORDER\\_BOUNDARY/DOCUMENTS/2.pdf](http://www.eupt-kosovo.eu/training/police/PoliceTraining/BORDER_BOUNDARY/DOCUMENTS/2.pdf) (accessed: December 3, 2009).

<sup>5</sup> Personal correspondence with Kirsten Joppe, Senior Human Rights Advisor with the OSCE Mission in Kosovo, Police Service Monitoring Section, January 26-27, 2010.

## TAJIKISTAN

## Dushanbe-Kyrgyz border rehabilitation project

The Dushanbe-Kyrgyz Border Rehabilitation Project, initiated by the Asian Development Bank, aimed to boost regional trade and economic growth in Tajikistan, the poorest of the Central Asian republics. To this end, the project rehabilitated an integral part of a regional road network in Central Asia that directly links Dushanbe, the capital of Tajikistan, to the Kyrgyz Republic.

The need for addressing the gender-related aspects of the border rehabilitation project emerged during the request for technical assistance phase. Consultations were carried out with female and male community members from different socioeconomic groups:<sup>1</sup>

- Focus group discussions identified that women had particular expectations as to what the impact of the rehabilitation of the regional road network would be: women expected the project to give them better access to hospitals, maternity homes and other social infrastructure.
- Household interviews revealed significant differences between female-headed and male-headed households on issues related to project information and policies. For example, female-headed households indicated they knew little or nothing about the project, while male-headed households were well aware of the project. Moreover, female-headed households knew generally less than male-headed ones about land acquisition and relocation policies, as well as the grievance redress process. The information gained from these interviews was important for correcting biases in the design of the project, and for adequately taking gender considerations into account during the project's implementation phase.<sup>2</sup>
- The household survey further indicated that while men had a wide range of employment opportunities, women were predominantly engaged in cropping and tending animals. Women living in the project area, as a result of ever-worsening gender equality and social services in the country, expressed an interest in: a) increasing the level of education for girls; b) income generating opportunities for both men and women; c) capacity-building/acquisition of new skills for women; d) better health care services; e) job opportunities for educated women; f) active participation in public activities; and g) refresher training of teachers and medical workers.

The project was then conceived and shaped to partly, if not fully, address the needs and concerns of both men and women. Follow-up consultations during and after project implementation were conducted.

Indirect benefits of the border rehabilitation were mostly related to enhanced connectivity, including increased access to educational and health facilities, increased travel to towns, increased marketability of women's products (fruit and small animals), increased access to employment that had been created or stimulated by the project, increased interaction with development organisations operating gender development projects in the area and increased access to information. In terms of direct benefits, the project provided employment opportunities for women through the implementation of the Social Development Action Plan. This aspect of the project enhanced the impacts of nine international and local NGOs that were targeting women for gender and development activities, including education/capacity-building, health care, micro-credit and self-employment.

A second phase of the border rehabilitation project included an HIV/AIDS and migration component, aimed at developing an integrated, community-based, gender-responsive approach to the prevention of HIV/AIDS and sexually-transmitted infections linked to the seasonal migration of men. This also had direct benefits for local women by reducing their

1 Asian Development Bank, Technical Assistance (financed by the Japan Special Fund) to the Republic of Tajikistan for preparing the Dushanbe-Kyrgyz Border Road Rehabilitation Project, August 2004, <http://www.adb.org/Documents/TARs/TAJ/tar-taj-36396.pdf> (accessed October 7, 2009).

2 Tajikistan Ministry of Transportation, Resettlement Planning Document: TAJ, Dushanbe-Kyrgyz Border Road Rehabilitation Project (Phase II), July 2005, [http://www.adb.org/Documents/Resettlement\\_Plans/taj/38236/38236-TAJ-RP.pdf](http://www.adb.org/Documents/Resettlement_Plans/taj/38236/38236-TAJ-RP.pdf) (accessed October 7, 2009).

## TAJIKISTAN

### Dushanbe-Kyrgyz border rehabilitation project

risk of contracting HIV and other sexually transmitted infections.<sup>3</sup>

The project was concluded in 2007. Its legacy has included an explicit commitment from the Ministry of Transport, local government, women's associations and NGOs to continue monitoring the project's impact on women.

- The importance of integrating gender into border management is discussed in section 3 of the *Border Management and Gender Tool*.
- The importance of local ownership is discussed in section 3.4 of the *Border Management and Gender Tool*.
- Challenges to integrating gender into border management in transitional countries are discussed in section 5.2 of the *Border Management and Gender Tool*.

<sup>3</sup> Asian Development Bank, Republic of Tajikistan: Dushanbe-Kyrgyz Border Road Rehabilitation Project (Phase III), Final report, July 2007, <http://www.adb.org/Documents/Reports/Consultant/37373-TAJ/37373-TAJ-TACR.pdf> (accessed October 7, 2009).

WEST  
AFRICAMonitoring borders with a gender  
lens

The West African region has been plagued by bloody conflicts and constitutes an exemplary case of how instability in one country affects neighbouring countries. Conciliation Resources (CR), an international organisation working on human rights, conflict and peace in divided societies, has been working on issues concerning sub-regional stability around the Mano River Union (MRU) countries of Sierra Leone, Liberia and Guinea since 2002. The MRU countries are closely linked not only by their common borders and ethnic groups but also by their history and conflicts. As such, efforts to consolidate sustainable peace in the region must take these sub-regional dimensions into consideration. The MRU countries' borders have played a key role in starting conflicts and recruiting fighters: in Sierra Leone, for example, the war advanced from the Liberian border and was supported by Liberian fighters.<sup>1</sup> Experience also suggests that due to a predominant national focus of post-conflict and disarmament, demobilisation and reintegration interventions, the local dynamics of violence and the cross-border dimensions of West African wars are often neglected, despite the fact that border communities remain among the most socially and economically marginalised.<sup>2</sup>

The volatility of MRU border regions is illustrated by the tensions in Yenga, a village in the Kailahun District of Sierra Leone and a sub-regionally strategic point bordering both Guinea and Liberia.<sup>3</sup> Yenga is situated on the bank of the Makona River on a fertile tract of farmland also believed to be rich in diamonds. Guinean troops first entered Yenga in the mid 1990s to help fight the Revolutionary United Front rebels during the civil war and block their exit routes into Guinea. After the war ended in 2002, Guinea retained its military presence in Yenga. The matter was resolved diplomatically when President Lansana Conteh of Guinea publicly acknowledged that Yenga was Sierra Leonean territory. This led to a signing of a Memorandum of Understanding in September 2004 which stated that the village of Yenga belonged to Sierra Leone. The agreement also stipulated that the Makona River belonged to Guinea. However, the issue was far from being resolved and border communities at Yenga are still extremely vulnerable to conflict. In fact, many Guinean military personnel remain in Yenga, and also continue to guard Yenga from a base just across the river.<sup>4</sup> While the governments understood the problem merely as a border issue, for the communities concerned it was more about access to and control over their resources. Guinean soldiers based in Yenga are farming on people's land without permission and hindering the community from using the land. For a community that relies predominantly on farming for both its income and subsistence, this is a serious concern.

CR started working in Sierra Leone in 1995 to support civil society organisations in reducing the negative impacts of conflict on communities through promoting reconciliation and peacebuilding. CR's work has evolved under the thematic areas of community peacebuilding, sub-regional security and stability and social exclusion and marginalization, with a specific focus on women and youth.<sup>5</sup> CR's current work in the region builds on its *Strengthening Citizens' Security* project, which was implemented between 2007 and 2008 with the aim of building better linkages between civil society and security forces. That project culminated in a sub-regional conference in April 2008 that brought together security sector and civil society representatives from Sierra Leone, Liberia and Guinea. This conference resulted in the recognition of the need for a joint approach towards improving information dissemination as a tool to help address border security challenges.

1 FOI, Swedish Defence Research Agency, *The Mano River Basin Area: formal and informal security providers in Liberia, Guinea and Sierra Leone*, 2007, <http://www.foi.se/upload/projects/Africa/FOI-R-2418.pdf> (accessed November 4, 2009).

2 Conciliation Resources, *Improving Community Security in Border Areas of the Mano River Union*, March 2009 (unpublished).

3 Mariama Conteh, "Vulnerability of border communities: are we protecting them enough?", *Occasional Papers*, Conciliation Resources, 2005, <http://www.c-r.org/resources/occasional-papers/vulnerability-of-border-communities.php> (accessed October 7, 2009).

4 Sulakshana Gupta, 'Save Yenga Save Salone', New Internationalist blog, July 8, 2009: <http://blog.newint.org/majority/2009/07/08/save-yenga/> (accessed December 21, 2009).

5 Rosalind Hanson-Alp, "Security System Transformation in Sierra Leone, 1997-2007. Civil Society's Role in Sierra Leone's Security Sector Reform Process Experiences from Conciliation Resources' West Africa Programme", *Working Paper No. 12*, GFN-SSR Network, October 2008. <http://www.ssrnetwork.net/documents/Publications/SierraLeoneWPs/working%20paper%2012.pdf> (accessed October 15, 2009).

## WEST AFRICA

### Monitoring borders with a gender lens

In 2009, CR implemented a project on *Improving Community Security in Border Areas of the Mano River Union*, which aimed to build capacities for civilian oversight and monitoring and increase the accountability of security forces. CR's work on cross border security pays particular attention to the gender dimension of the problem; in particular, it takes into account the specific needs and vulnerabilities of women and girl traders. Between January and May 2009, CR carried out a series of needs assessments to gather information about the key security challenges faced by border communities, border security forces and high level security decision/policy-makers. It conducted focus groups and individual interviews with over 300 people at the border crossings between Sierra Leone and Liberia in Pujehun District/Grand Cape Mount County, between Sierra Leone and Guinea in Kambia District/Fourcariah Prefecture and at the tri-border crossing in the Kailahun District in Sierra Leone. In March 2009, CR hosted a high level meeting in Monrovia, Liberia, which for the first time brought together officials and policymakers from the MRU countries and the MRU Secretariat to discuss, identify and prioritise the main security challenges faced by the sub-region with a particular focus on security in border areas.

CR's needs assessments identified the following impediments to good border management in the MRU, which confirmed issues that had been identified in the high-level meeting:<sup>6</sup>

- Illegal trafficking of small arms, drugs and other goods
- Human trafficking, especially of women and children
- Civilians' ignorance of their rights
- Widespread corruption
- Lack of uniform customs tariffs among the three countries
- Lack of adequate knowledge on the part of border security personnel of the relevant national laws, protocols and human rights declarations
- Poor cooperation in the sharing of intelligence and information and allowing free movement of people and goods
- Arbitrary and unprofessional conduct by security officials vis-à-vis border communities, including episodes of sexual harassment of women
- Poor involvement of civilians and civil society organisations in early warning mechanisms established by the security sector reform process which started soon after the civil conflicts had ended in Sierra Leone and Liberia

CR's needs assessments identified and confirmed the priority border security challenges that needed to be addressed and helped to establish legitimate baseline indicators which can be used to monitor the impact of future work. The next phases of the project will include the production of a short film illustrating to the public all the issues that were raised during the assessment process that will be followed by a guided discussion to raise public awareness and encourage behavioural change among stakeholders; the organisation of an advocacy campaign and training workshops; and the setting up of civil society monitoring mechanisms.

- The importance of integrating gender in border management is discussed in section 3 of the *Border Management and Gender Tool*.
- Collaboration with civil society organisations is discussed in section 4.1 of the *Border Management and Gender Tool*.
- The challenges of integrating gender into border management in post-conflict countries are discussed in section 5.1 of the *Border Management and Gender Tool*.

<sup>6</sup> Conciliation Resources, *Improving Community Security in Border Areas of the Mano River Union*, March 2009 (unpublished).

## Additional training resources

Advocates for Human Rights website, ***Trafficking: Training Materials***:  
[http://www.stopvaw.org/Trafficking\\_Training\\_Materials.html](http://www.stopvaw.org/Trafficking_Training_Materials.html)

Anti-Slavery International, ***Protocol for Identification and Assistance to Trafficked Persons and Training Kit***, 2005.

[http://www.antislavery.org/includes/documents/cm\\_docs/2009/p/protocoltraffickedpersonskit2005.pdf](http://www.antislavery.org/includes/documents/cm_docs/2009/p/protocoltraffickedpersonskit2005.pdf).

International Organization for Migration, ***The IOM Handbook on Direct Assistance for Victims of Trafficking***, 2007.

[http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/published\\_docs/books/CT%20handbook.pdf](http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/published_docs/books/CT%20handbook.pdf).

Save the Children UK, UN, IOM, ***Training Manual for Combating Trafficking in Women and Children***, 2001.

[http://www.un.or.th/TraffickingProject/Publications/trafficking\\_manual.pdf](http://www.un.or.th/TraffickingProject/Publications/trafficking_manual.pdf).

UNIFEM and the United Nations Inter-agency Project on Human Trafficking in the Mekong Sub-region, ***Trafficking in Persons: A Gender and Rights Perspective Briefing Kit***, 2002.

<http://unifem-eseasia.org/resources/others/traffkit.pdf>.

United Nations Office on Drugs and Crime, ***Toolkit to Combat Trafficking in Persons***, 2006.

[http://www.unodc.org/pdf/Trafficking\\_toolkit\\_Oct06.pdf](http://www.unodc.org/pdf/Trafficking_toolkit_Oct06.pdf).

World Health Organization, ***WHO Ethical and Safety Recommendations for Interviewing Trafficked Women***, 2003.

<http://www.who.int/gender/documents/en/final%20recommendations%2023%20oct.pdf>.