

OECD DAC HANDBOOK ON
SECURITY SYSTEM REFORM

SECTION 9: INTEGRATING GENDER AWARENESS AND EQUALITY



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OECD DAC HANDBOOK ON SECURITY SYSTEM REFORM

SUPPORTING SECURITY AND JUSTICE

SECTION 9: INTEGRATING GENDER AWARENESS AND EQUALITY

Objective of this section

This section highlights the importance of integrating gender issues into SSR processes. It examines how to support the creation of security and justice institutions that are representative, accountable, rights-respecting and responsive to the specific security and justice needs of women, men, boys and girls. The main issues addressed in this section include:

1. The significance of gender equality and women's empowerment for SSR.
2. How to conduct a gender-responsive SSR assessment.
3. Potential entry points for gender issues in SSR.
4. Common challenges and how to overcome them.
5. Particular features of post-conflict SSR.

Key issues

- Conducting gender-responsive SSR assessments, including using sex-disaggregated data, and surveying the different security and justice needs and capacities of women and men.
- Reviewing and revising existing security-related legislation, policies, codes of conduct and protocols to ensure that they are not discriminatory and take into account the specific needs and capacities of women and men.
- Establishing strategic targets and specific initiatives to increase the recruitment, retention and advancement of women and other underrepresented groups in security system institutions and oversight bodies.
- Implementing specific policies, mechanisms and programming to prevent, address and punish gender-based violence and discrimination, including by security system personnel.
- Including training on gender equality and women's empowerment as part of the core training curriculum of security system personnel at all levels.
- Ensuring that security system oversight bodies address the different security and justice needs of women, men, boys and girls as well as gender-based violence and discrimination; collaborate with civil society such as women's and human rights organisations; address discriminatory attitudes and culture within security system institutions.
- Involving urban and rural women's organisations, including community-based organisations, in SSR policy making and programming as part of broadening civil society participation in SSR.

1. The significance of gender equality and women's empowerment for SSR

The comprehensive integration of gender equality dimensions into SSR processes is critical to ensuring local ownership, effective delivery of justice and security services, and strengthened inclusion, oversight and accountability. However, in many countries SSR policies and programming currently fail to involve both women and men in decision-making processes and do not adequately acknowledge gender dynamics in attempting to understand issues – such as sexual violence or small arms violence. This failure frequently results in security system institutions not adequately providing security and justice, continuing to perpetrate human rights violations, and remaining strongholds of discrimination and harassment. For instance, police reform in Afghanistan has failed to ensure adequate numbers of female police officers. Male recruits complain that the lack of female officers jeopardises security at checkpoints, as they are unable to perform searches of people dressed in burqas – a handicap that has led to the smuggling of arms and militants.

For conceptual clarity, the term gender refers to the economic, social, political and cultural attributes and opportunities associated with being male and female. In most societies, men and women differ in the activities they undertake, in the control of resources, and in participation in decision making. In most societies, women as a group

have less access in these domains than men. Such inequalities are a constraint to development because they limit the ability of women to develop and exercise their full capabilities, for their own benefit and for that of society as a whole. The nature of gender definitions (what it means to be male or female) and patterns of inequality vary among cultures and change over time (OECD-DAC, 1999).

Women, men, boys and girls all have different security experiences, needs, priorities and roles. A gender perspective calls attention to these differences, and seeks to ensure that the security needs and capacities of women and girls are taken into account as much as those of men and boys. Therefore, integrating gender issues into security system reform means:

1. **Acknowledging and responding to the four different sets of security and justice needs.**

People have different security and justice needs due to their gender, ethnicity, age, sexual orientation, caste, religion and other factors. For instance, women face a higher risk of domestic violence and men face a higher risk of gun violence. Only through fully understanding and responding to these context-specific differences can SSR initiatives increase security and justice for women and men.

2. **Ensuring the full and equal participation of men and women within security decision making as well as within security system institutions.**

In many countries, due to discriminatory gender roles and stereotypes, women have been largely excluded from participating in security decision making and institutions. In order to achieve equitable representation between men and women, measures need to be implemented to increase the recruitment, retention and advancement of women and underrepresented groups. Full participation also entails consulting with men and women on security and justice issues and involving both men and women in effective civil society oversight.

The integration of gender considerations into SSR processes ensures that all people benefit from reform processes. It also establishes the need to comply with national, regional and international laws, instruments and norms ensuring equal rights (see Table 9.1). Increasingly, integration of gender issues into SSR is also being recognised as providing a variety of other concrete benefits, including strengthening:

Local ownership

- Taking into consideration different security threats, needs and priorities of a population by consulting with men and women from diverse social, geographical and age groups increases inclusion, legitimacy and sustainability. Such consultations should furthermore make sure that the resulting SSR is conducted in a way that respects the local culture and its particularities.
- Collaborating with women's civil society organisations (CSOs), which can serve as a crucial bridge between local communities and policy makers, can also enhance local ownership through communicating security and justice needs to policy makers and raising awareness of SSR in local communities.

Delivery of security and justice

- Creating more representative security system institutions – *i.e.* institutions with a diversity of personnel that reflects the population they seek to serve – through increased capacity, recruitment, retention and advancement of women strengthens operational effectiveness and can generate greater civilian trust.
- Improving the security system's mandate and competency to effectively prevent and respond to gender-based violence (GBV) increases security for all. GBV is violence related to gender differences and inequalities; it includes domestic violence, sexual assault, anti-gay violence, human trafficking and gang sexual violence. Since GBV is mostly rooted in gender inequalities, it is crucial to ensure the active involvement of men and women in preventing gender-based violence. Globally, one in every three women has experienced some form of GBV. Men and boys are also victims of GBV and may face even greater barriers than women in reporting it and seeking justice. Due to the high prevalence and costly impact of these crimes, GBV merits a high priority within SSR policy making and programming.

Oversight and accountability of the security system

- Increasing the participation of women stakeholders and gender experts in oversight processes and mechanisms can contribute to more representative and effective oversight bodies. This in turn builds greater accountability for the provision and protection of security and justice for women, men, boys and girls.
- Enhanced accountability of the security system can help prevent and penalise criminal acts, including GBV, and discrimination by security and justice personnel.



CHILE, Santiago: *Mothers of the Disappeared* protesting against the violent oppression during the Pinochet years. (J.B. Russell/Panos Pictures)

Table 9.1. **Examples of international instruments and laws on gender and security issues**

UN Security Council Resolution 1820 on Women, Peace and Security: Sexual Violence in Armed Conflict (2008)	<ul style="list-style-type: none"> • Requests that UN-assisted justice, SSR and disarmament, demobilisation and reintegration (DDR) initiatives consult with women and women-led organisations in order to develop effective mechanisms for providing protection from violence, including sexual violence. • Calls on UN member states to end impunity for sexual violence and to ensure that all victims of sexual violence have equal protection under the law and equal access to justice. • Urges countries contributing troops to take appropriate preventative action on sexual exploitation and abuse, including pre-deployment and in-theatre awareness training, and deploy a higher percentage of women peacekeepers and police.
UN Security Council Resolution 1325 on Women, Peace and Security (2000)	<ul style="list-style-type: none"> • Stresses the importance of women's equal participation and full involvement in all efforts toward maintaining and promoting peace and security. • Calls on all actors involved in peace agreements to include measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary. • Encourages all those involved in DDR to consider the different needs of female and male ex-combatants and their dependants.
The Beijing Declaration and Platform for Action (1995)	<p>Commits governments to:</p> <ul style="list-style-type: none"> • Provide gender-sensitive human rights education and training for the police, military, correction officers, members of the judiciary and parliament, and people who deal with migration issues. • Adopt laws that punish police, security forces or any other agents of the state who engage in acts of violence against women in the course of performance of their duties, and take action to investigate and punish perpetrators. • Establish gender balance in government bodies, public administrative entities and the judiciary. • Work with legislative bodies to promote a gender perspective in all legislation and policies.
The Convention on the Elimination of All Forms of Discrimination against Women (1979)	<ul style="list-style-type: none"> • State parties are responsible for adopting appropriate legislation and other measures to prohibit all discrimination against women and establish legal protection of the equal rights of women – including ensuring the right to the same employment opportunities, promotion, job security and remuneration. • State parties are required to take measures to eliminate prejudices and stereotyped roles for men and women.

2. How to conduct a gender-responsive SSR assessment

In order to build successful and sustainable SSR initiatives that effectively respond to the differential security and justice needs of women and men, it is essential to have accurate and contextual information. Integrating gender analysis into SSR assessment ensures that relevant quantitative and qualitative data are gathered. Gender-responsive SSR assessment can also build local ownership through consulting and partnering with civil society organisations, including women's organisations.

Gender-responsive SSR assessment can be done (Valasek, 2008, p. 14) through:

- Disaggregating all data by sex and age and potentially other characteristics such as ethnicity, religion and geographic location.
- Assessment teams that include men and women, persons with gender expertise, and local female translators.
- Terms of reference that include attention to gender issues in SSR objectives, products, methodology, etc.
- Interviews with both male and female staff of security system institutions and oversight bodies, as well as personnel responsible for gender issues.
- Interviews with women's civil society organisations and gender experts.
- Interviews on and surveys of local security needs that include questions related to the specific experiences of women and men (Table 9.2).
- Assessment methods and logistics that are gender-responsive, such as focus groups for only women or men or boys or girls; include communication tools for non-literate groups; provide childcare and transportation; and are accessible with regard to times and locations.
- Assessing the gender-responsiveness of existing security and justice policies and laws at the national, institutional and local levels to identify gaps.
- Mapping out the assumptions guiding the current setting of priorities and approach as to whether different age groups are considered.

Integrating gender into SSR assessment can ensure that the necessary information is gathered to inform gender-responsive SSR policy and programming – inputting directly into the planning of objectives and activities, as well as the process of implementation. Gender-sensitive SSR assessment also provides baseline data to design indicators for effective monitoring and evaluation. Table 9.2 provides examples of questions to include in assessments of security system institutions.

In addition to integrating gender issues into broader SSR or security system institution assessments, specific gender assessments/audits can be conducted. For instance, assessments can focus specifically on needs and challenges for gender mainstreaming, obstacles to female recruitment, or the prevalence of sexual harassment.

Table 9.2. Questions to include in assessments of security system institutions

Context	<ul style="list-style-type: none"> • What are the particular security and justice needs, perceptions and priorities of women, men, boys and girls within rural and urban communities? How do the perceptions differ? • Are all people, regardless of sex and age, able to access security and justice services? • Do men and women have equal access to education and training so that they can qualify for security system positions? • How do men and women view security system institutions? What would increase their confidence in them? • What stereotypes exist regarding men and women's roles as they relate to participation in the security system? • How are female security system personnel perceived by their peers and their community? • How do security and justice needs, perceptions, priorities and access also differ for men and women according to ethnicity, caste, class, religion, sexual orientation, abilities, etc.? • What are the main types of gender-based violence? • What laws and instruments exist at the municipal, national, regional and international level which address women and discrimination? Are these laws and instruments adequately communicated to
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	<p>women and are they adequately implemented?</p> <ul style="list-style-type: none"> • What policies, programmes, infrastructure and resources are already in place within the security system institution to address gender-based violence and discrimination? • What civil society initiatives are already in place related to gender and security, such as prevention and response to gender-based violence? • Does the security system institution have mechanisms set up to ensure collaboration and consultation with civil society, including women's organisations? • Do security personnel demonstrate an understanding of gender sensitivity in terms of understanding the different roles/capacities/risks for women, men, boys and girls in their own security institutions and with civilian organisations and communities? • How are priority areas identified, and how are women's views sought?
Accountability and oversight	<ul style="list-style-type: none"> • Is gender-based violence, discrimination or sexual harassment being perpetrated by personnel of the institution against co-workers, civilians or other groups/individuals? Are these incidents systematic or isolated? • Is there a code of conduct that clearly sets out a zero-tolerance policy for discrimination on the basis of sex, harassment and violence? How is the code monitored and enforced? • Is a policy on sexual harassment in place and implemented? Does it include clear procedures, confidential reporting mechanisms and sanctions? How are staff made aware of them? Are complaints being adequately dealt with? Are justice personnel adequately trained to collect victims' evidence of gender-based violence? • Are procedures in place to accept complaints from the public related to gender-based violence and discrimination? How are the public made aware of them? Are complaints being adequately dealt with? • Do the internal and external oversight and accountability mechanisms monitor gender equality issues, including recruitment of men and women, and complaints of sexual discrimination and violence? Do they have measures in place to monitor whether the population's diverse security and justice needs are being met? Do they have the necessary expertise and resources to monitor? • Does an ombudsman exist and does it have the funds and expertise to monitor issues relating to discrimination and gender inequalities? Is it effective in implementing and enforcing codes of conduct and policies? • Do external oversight bodies include women and women's organisations? • Are staff accountable for addressing gender inequalities and increasing women's participation in SSR processes? Are there any incentives for staff to address gender equalities and include women in SSR processes?
Capacity	<ul style="list-style-type: none"> • Do male and female staff, including senior-level management, has the necessary understanding, expertise and tools to address the specific security and justice needs of women, men, boys and girls? • Are adequate policies and procedures in place to guide gender mainstreaming and address considerations relating to gender equality and women's empowerment? (For example, do the police have standard operating procedures for responding to domestic violence complaints?) • Have all personnel had comprehensive gender equality training? Is in-depth training on specific issues – such as interviewing victims of sexual violence or recruiting women from minority groups – being provided to the right personnel? • Are there adequate human resources to support gender mainstreaming, such as a gender focal point or an equal opportunities office? • Are gender initiatives/personnel adequately funded? • Are the tools/facilities/material resources available to support gender mainstreaming and gender-specific initiatives? • Are there specialised units to address gender issues – such as an anti-trafficking or domestic violence unit?
Management	<ul style="list-style-type: none"> • How many men and women work within the institution, and in what type of position and level of seniority? • What are the challenges to increasing the training, recruitment, retention and advancement of women and other underrepresented groups?

	<ul style="list-style-type: none"> • Does a policy such as a gender mainstreaming action plan exist? • Are strategic targets and other initiatives in place to increase the recruitment, retention and advancement of women and other underrepresented groups? • Are equitable and family-friendly human resource policies and practices in place – such as adequate maternity and paternity leave, flexible work hours, daycare facilities and equal pay, benefits and pension provision? • Do female personnel have access to separate facilities, well-fitting uniforms, appropriate equipment, training, and other resources? • Is there a female staff association?
Co-ordination with other parts of the security system	<ul style="list-style-type: none"> • What official and unofficial mechanisms are in place to increase co-ordination between security system institutions, civil society and other partners on gender equality issues? • How is harmonisation with other policies encouraged? • Are there joint plans of action with other security system institutions on gender-specific issues – for instance, on preventing and responding to gender-based violence? • What are the entry points in existing co-ordination mechanisms? • What links exist to government agencies that work on equity issues, such as ministries for gender/women's affairs, social services, public health and education? • Do forums for consultation/co-ordination with civil society organisations and communities exist? Do they include female stakeholders such as women's organisations? • Do protocols exist for referral to civil society organisations, including women's groups? • Are data and information, such as gender-based violence, being collected, co-ordinated and shared?
Engagement of the international community	<ul style="list-style-type: none"> • How, if at all, are international actors supporting gender equality policies and programmes in the country as they relate to security and justice? If they are not, how could they be engaged to support gender initiatives? • Are internationally supported SSR programmes sufficiently integrating gender issues (see Table 4.2)? • Do international actors have gender expertise and sufficient understanding of local gender equality issues and their respective cultural contexts? • If co-ordination structures among international actors exist, how can gender and security issues be addressed within them? • Are international actors consulting with female stakeholders – including women's civil society organisations, female parliamentarians, and women's ministries?

3. Potential entry points for gender issues in SSR

Whether focusing on a whole-of-government approach to SSR, or one specific security system institution, there is a variety of potential entry points for addressing gender equality and women's empowerment. As each country's security system institutions and particular SSR process are unique, initiatives must always be selected for and adapted to the specific context.

In general, when undertaking support for SSR, donors should adopt good practice and internalise the principles of equal participation in addressing different security and justice needs. For instance, donors should recruit female and male SSR staff, include staff with gender expertise on SSR teams, and fully incorporate gender dimensions into the assessment, design, implementation, monitoring and evaluation of justice and security system reform initiatives. Furthermore, making men allies is crucial to ensuring the success of gender-responsive SSR.

General entry points

Certain entry points for the integration of gender issues are highly relevant to most SSR support initiatives – ranging from reform of the police, to strengthening the oversight role of civil society and parliament.

3.1 Gender-responsive security laws and policies

Supporting the development of legal or policy frameworks at the national and institutional level is a crucial part of security system reform (Albrecht and Barnes, 2008). To comprehensively address diverse security and justice needs, laws and policies relating to security and justice must be gender-responsive. Gender-responsive laws and policies also demonstrate a commitment to gender equality at the top levels of decision making, which is crucial to building political will and commitment.

Gender-responsive security laws and policies should ensure men and women equal access, equal inclusion and equal representation in developing, implementing and evaluating further policy and/or law, and the equal benefits, advantages and gains that result from this (Status of Women Canada, 2003). In practical terms, this can translate into initiatives such as a participatory consultation process, gender impact assessment of the proposed policy, policies that explicitly address gender equality and are written in a gender-sensitive language, and gender-sensitive evaluation of the impact of the policy. Security laws and policies should also be in line with, and make reference to, existing international, regional and national instruments on gender and security (Table 9.1). Moreover, specific laws and policies on gender issues may be required – such as a national action plan on UN SCR 1325, or laws on gender-based violence.

3.2 Personnel: equality in recruitment, retention and advancement

In order to aid the creation of a representative security system, initiatives should be supported that increase the recruitment, retention and advancement of women, along with other underrepresented groups. In particular, it is important to build socio-cultural and political support for women's participation within security system institutions, both among the general public and within particular institutions such as the police and the armed forces. This can be done through education, training and awareness-raising as well as promoting women role models.

However, it is important to note that the inclusion of women alone does not guarantee that gender equality issues will be addressed. Increasing the balance of women and men at all levels of an institution increases operational effectiveness and brings a diversity of opinions and approaches; however, male and female personnel with relevant gender expertise are still necessary to ensure the full integration of gender equality dimensions.

Checklist for recruitment

- ✓ Support setting strategic targets and developing a plan to increase female recruitment.
- ✓ Fund or conduct an assessment on the obstacles to and entry points for female recruitment.
- ✓ Support the revision of job descriptions and selection criteria to ensure non-discrimination.
- ✓ Distribute job opportunities to women, including posting information where women congregate and holding career fairs for women.
- ✓ Support the hiring of female recruitment staff.
- ✓ Train recruitment staff on gender equality and respect for diversity.
- ✓ Support the revision of all recruitment materials to include pictures of women, and emphasise duties related to community service, family-friendly benefits and equal opportunity employment provisions.
- ✓ Involve women in the selection process and review the selection procedure for bias.
- ✓ Consider supporting the creation of women-only units.
- ✓ Increase educational opportunities for women to gain entry-level qualifications for the security sector.
- ✓ Set up scholarships and internships for women.
- ✓ Raise public awareness of the role of women within security sector institutions to combat stereotypes – train female personnel in public speaking and organise events with the media and communities.

Checklist for retention and advancement

- ✓ Support setting strategic targets for female retention and advancement.
- ✓ Support setting objective and non-discriminatory promotion criteria.
- ✓ Support the development of clear, transparent and objective job evaluation standards and performance-based assessment processes.
- ✓ Consider establishing independent review boards.
- ✓ Initiate and support mentoring programmes for female staff and associations of female staff.
- ✓ Support career advancement training for women.
- ✓ Support the development and implementation of women-oriented and family-friendly human resource policies and practices.
- ✓ Ensure that specific logistics and equipment are available for women, including separate bathrooms, appropriate uniforms and equipment.
- ✓ Ensure that all positions within the security sector institution, including combat positions, are open to all men and women.
- ✓ Demonstrate responsiveness and decisiveness in dealing with workplace discrimination or bullying that might affect retention rates.
- ✓ Encourage professional development activities that build trust and respect among female and male staff.

3.3 Respect for human rights

Regrettably, in many countries human rights violations, including gender-based violence, are perpetrated by security system personnel against co-workers and the population. Preventing and adequately responding to these violations will improve the work environment, increase public trust and enhance the accessibility and delivery of security and justice services. Gender-responsive codes of conduct, sexual harassment policies and/or policies on sexual exploitation and abuse are essential. Awareness-raising and education regarding human rights are also important, for security and justice personnel as well as the general public.

Box 9.1. Sexual harassment policies should include:

- A statement that the organisation supports the rights of every employee to be free of sexual harassment in the workplace. Harassment based on gender, race, sexual orientation, age, disability or other “difference” is unacceptable.
- A statement that offenders will be held accountable for acts of sexual harassment and disciplined appropriately.
- A statement that supervisors and managers are responsible for maintaining a harassment-free workplace and that they will be held responsible for stopping and appropriately reporting harassment.
- A statement that acts of retaliation against members who complain about sexual harassment shall be considered as additional acts of misconduct, and investigated and disciplined accordingly.
- An explanation of the law prohibiting sexual harassment.
- A definition and examples of harassing behaviour that can be easily comprehended.
- Formal procedures to resolve complaints of harassment.
- A process to encourage early intervention and resolution when hostile work environment complaints arise, such as ombudsman programmes.
- An assurance that complaints will be kept confidential to the extent possible.
- A description of the level of discipline that may be imposed for violations of the policy.
- A process for reporting complaints, with an emphasis on multiple places for filing – such as with a department supervisor, a commanding officer or a designated diversity co-ordinator.
- Timelines for investigating and resolving complaints of sexual harassment.
- A statement that complainants shall be notified as to their rights, the statutes of limitation for filing civil complaints and referrals to administrative agencies.
- The names and telephone numbers of persons to contact if the employee has questions about the policy.
- Use of independent external monitors to ensure rights and best practice are observed in internal processes.
- A transparent policy of sharing information and explaining the process, results and implications to both complainants and alleged offenders.
- A strategy for identifying and dealing with formal and informal practices of retaliation or discrimination against complainants, *e.g.* ensuring career review and performance processes are monitored.
- Leadership from the top that takes a clear and consistent stand that sexual harassment and abuse of authority will not be tolerated.

Source: Adapted from National Centre for Women and Policing, 2001, pp. 135-136.

3.4 Training on gender equality and women’s empowerment

Training on gender equality is an integral part of any gender-responsive reform of the security system. Such training should occur on multiple levels, and should be provided for female and male security personnel of all levels/ranks. First, gender issues should be mainstreamed into all training. Second, specific gender training, on issues such as gender awareness and sexual exploitation, should be offered. Third, in-depth training modules on specific issues (such as human trafficking, domestic violence, sexual and reproductive health and anti-gay violence) should be developed as appropriate to the institution’s mandate. Supportive training and coaching is also crucial for security and justice actors such as parliamentarians, judges, prosecutors, lawyers, prison personnel and civil society organisations. To be effective, gender training should be based on a training needs assessment, and its content should be practical and directly relevant to the participants’ cultural context and professional roles. The operational benefits of gender responsiveness should be emphasised.

In addition to training, other capacity-building approaches include: personnel exchanges, roundtable discussions, briefings and ‘coaching programmes’ where gender experts are paired with high-ranking personnel to provide on-the-job advice and guidance. Rewarding and publicising ‘gender champions’ – women and men who have shown dedication to integrating gender issues – has the added advantage of providing role models to other personnel (Mackay, 2008, p. 10).

Box 9.2. Gender and border management training in Kosovo

In 2006, the Border and Boundary Police Training Unit of the Kosovo Police Service included within its training course materials an introductory half-day *Gender and Border Management* module for basic team leaders and commanders.

- The theme throughout the training is to enable border personnel to make the link between gender and their own daily practice by asking themselves and learning the answers to questions such as: Why does gender matter? What are the advantages of using a gender lens? Why be concerned with integrating gender? What are the operational advantages?
- All three levels begin with a brainstorming session and discussion on “What is gender?” This is followed by a discussion on “Why is gender important to border management?”
- Course content then varies according to rank and functional need, based on the question: “How can gender be integrated into border management?” The emphasis throughout is on active engagement and initiative rather than passive observation.

The *Basic* course focuses on: identification of 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 with a gender theme and suggestions/requests that can be made to command level to help resolve problems.

The *Command*-level course focuses on: policies, procedures and practices that can be introduced regarding human trafficking, protection of human rights and representative institutions.

Source: Mackay, 2008, p. 11.

3.5 Collaboration with women’s organisations

Women’s organisations (and other civil society organisations working on gender equality) often have experience as security providers and gender experts that places them in an ideal position to contribute to SSR processes. Involving women’s organisations also increases the participation of women in security decision-making processes and ensures that their specific security needs are being heard.

Civil society organisations, including women’s organisations, can:

- Provide policy and technical advice on integrating gender issues into SSR and improving security and justice delivery, by highlighting community-level security threats and needs.
- Build the capacity of security system institutions and personnel to better respond to the security and justice needs of individuals and communities, for example by providing gender training.
- Provide complementary services to victims of violence and people deprived of their liberty, increasing their security and health through establishing safe houses, psychological support, assistance with reintegration, etc.
- Increase access to justice and security through legal aid services or police liaison programmes.
- Improve intelligence by providing information on small arms, landmines, conflict early warning, gender-based violence, etc.
- Increase the awareness of SSR policy makers and practitioners, as well as the general public, on gender and security issues through advocacy, lobbying and awareness-raising campaigns.
- Provide support to oversight of security system institutions, for instance by documenting human rights violations by security system personnel or conducting research on gender and security issues.

3.6 Oversight of gender equality issues

Governmental and non-governmental bodies responsible for managing and overseeing SSR processes and security system institutions can play an important role in ensuring gender mainstreaming and the participation of women and men. Parliaments – in particular their security and defence committees – equal opportunity commissions, ombudsman, ministries of women’s affairs, public complaints commissions, police review boards and the like have a variety of ways to ensure the integration of gender issues. Depending upon the specific institution, oversight bodies can develop laws, action plans and policies on gender equality; mandate gender training for security system personnel; call for the institution of family-friendly employment policies; investigate complaints of sexual harassment, discrimination and gender-based violence; and earmark funding for gender initiatives. In order to do so, oversight bodies may require capacity building, funding, and expert advice.

System-specific entry points

In addition to the general entry points, there are specific entry points for gender issues within the reform processes of different security system institutions.

3.7 Defence reform

The defence force in a democratic country should defend core values such as citizenship and equality (Hendricks and Hutton, 2008, pp. 3, 8). Attention to integrating gender issues in defence forces, ministries of defence and other defence oversight bodies can strengthen cohesion, effectiveness and professionalism as well as contribute to opening up the political debate for gender issues.

Participative defence review processes

A defence review process fosters the development of a democratic security vision reflective of the security needs of the state and the people; they provide direction and strategic objectives for defence reform. Participative defence review processes that ensure the full participation of men and women from different segments of society have a more accurate understanding of the security situation and build national ownership and civilian trust. Gender equality considerations can be integrated into the process through:

- Promoting the full participation of women, individuals with gender expertise, and representatives from women's ministries, including as members of formal review bodies.
- Providing gender capacity building to review bodies through briefings and training.
- Consultations with women's civil society organisations, women within the armed forces, and parliamentary women/gender caucuses.
- Reviewing attitudes and culture of defence forces that may reflect gender stereotypes and bias that contribute to discrimination.

Box 9.3. Reproductive health training for armed forces personnel in Ecuador

For over ten years, the United Nations Population Fund has supported projects aimed at promoting sexual and reproductive health among armed forces personnel. These projects have been implemented by the national armed forces of countries such as Benin, Ecuador, Madagascar, Mongolia, Paraguay and the Ukraine. The projects contain strong components of training and awareness-raising on a variety of issues, such as HIV/AIDS prevention and maternal health. This focus on reproductive health has been an entry point to address gender-based violence and gender equality issues.

For example, Reproductive and Sexual Health for the Armed Forces and the National Police (1999-2001) in Ecuador was the second phase of a project that initially focused on strengthening maternal health. It targeted young students in military schools, conscripts and officers through different initiatives:

- Including issues of gender equality in the curriculum of military schools.
- Training instructors on how to teach these issues, using participatory teaching methods.
- Parent education programme, including discussions on self-esteem, psychological and biological changes during adolescence and conflict resolution.
- Integrating issues of reproductive health, gender equality and sexuality into the military training curriculum for conscripts and officers. Also introducing participatory teaching techniques.
- Providing a whole range of reproductive health services, including vasectomy.

The fact that the services referred to in that last point, including vasectomy, were offered to men helped break down barriers and taboos about adopting such new methods. Consequently, there was a significant increase in the demand for vasectomies, a rare occurrence in a country where discussing this topic is often taboo.

Source: UNFPA, 2003, pp. 32-34.

3.8 Intelligence and security service reform

Ensuring that the highly sensitive process of intelligence and security service (ISS) reform is gender-sensitive involves recognising the important contribution of both male and female security service personnel and ensuring an effective work environment, as well as strengthening intelligence responses to human trafficking, terrorism and organised crime.

Creating a healthy and effective work environment

Even though creating an enabling and equitable work environment is important within all security system institutions, it is especially relevant for the intelligence and security service. Because of the confidential nature of intelligence work, the power granted to ISS personnel, and the lack of public scrutiny and oversight, female and male staff subject to sexual harassment or other forms of gender-based violence can be intimidated or otherwise prevented from reporting these violations. Creating safe and accessible internal complaints mechanisms, monitoring the work environment through confidential surveys, or establishing an ombudsoffice can be effective mechanisms to ensure a healthy and productive work environment.

A gender-responsive approach to human trafficking, terrorism and organised crime

Women, men, boys and girls are vulnerable to different forms of human trafficking and have different involvement in terrorism and organised crime. Taking these differences into account in intelligence reporting and data collection, including through gathering sex-disaggregated information, is crucial to effectively combating these forms of crime.

Box 9.4. Gender Mainstreaming in the South African Intelligence Services

The Intelligence services of South Africa claim to have made great strides in gender mainstreaming:

- In 2004, a Statement of Commitment was signed during the national celebration of Women's Day.
- Transformational and emerging leadership programmes increased women's promotions.
- A Gender Forum was established, which among other initiatives drafted a *Gender Mainstreaming Action Plan* that was finalised and endorsed in 2007. The *Gender Mainstreaming Action Plan* aims to create an enabling working environment that is free from any form of harassment, and to increase women's participation and advancement.
- Gender issues were incorporated into the Civic Education Programme, which ensures adherence to the law and democratic norms.
- A target was set of no less than 50% women at all levels of management by 2014.
- A sexual harassment policy was implemented.
- The establishment of a Women's Forum and a Men's Forum has been encouraged.

The number of women has risen significantly in most branches of the services as a result of these initiatives. For example, the percentage of female staff at the National Intelligence Agency rose from 25% in 2004 to 32% in 2008; on the National Intelligence Co-ordinating Committee from 27% in 2004 to 67% in 2008; and in the South Africa Secret Service from 21% in 2004 to 26% in 2008. Challenges that remain include the reticence to report sexual harassment and other rights violations, as well as increasing the percentage of women in management positions.

Source: Speeches by Ronnie Kasrils, Minister for Intelligence Services, Musanda, 7 of August 2006, 7 of August 2007, 8 of August 2008 (available online).

3.9 Integrated border management

Integrating gender issues into border management reform – including border guards, immigration and customs authorities – can increase the prevention and detection of human and other illicit trafficking and smuggling, promote human rights, and enhance collaboration with border communities (Mackay, 2008, pp. 5-6).

Increase detection and protection of human trafficking victims

Border services face dual challenges in responding to human trafficking. On the one hand, law enforcement requires action to combat human trafficking and pursue perpetrators. Simultaneously, there is the expectation that responses will centre on victims. Maintaining the delicate but essential balance between the needs of law enforcement and human trafficking victims requires specialised training. It also calls for extensive collaboration between border management authorities including immigration and customs, police and other government institutions, as well as civil society organisations. As border personnel are in some cases complicit with human trafficking, it is also essential to establish codes of conduct and monitoring and oversight mechanisms.

Key elements of an effective, gender-sensitive border management response to human trafficking include:

- Thorough, informed surveillance and crossing checks.
- Capacity to recognise and identify human trafficking.
- Familiarity with standard operating procedures for referral and investigation (including ethical and safe interviews with trafficked people).
- Co-operation with women's organisations and other CSOs to provide services to victims.
- Co-operation with police services and other government agencies.
- Meaningful collection, analysis and distribution of trafficking data – at the minimum information should be disaggregated by sex, age and destination.
- Collaboration and sharing of intelligence with border communities.
- Regional, cross-border collaboration.
- Familiarity with trafficking trends, patterns, tactics, routes and traffickers' methods.

3.10 Police reform

As police are responsible for the maintenance of public order and the protection of people, they need to understand and address all security threats facing the community they serve, recognising that women, men, boys and girls are affected by violence and crime in different ways (Denham, 2008, pp. 3, 9, 15-16). In order to effectively address these diverse security needs, it is essential that the police service personnel are representative of the society they seek to serve.

Women's police stations/specialised units

Women are often reluctant to file complaints with the police for various reasons: threats of further violence, cultural practices limiting interactions between men and women, social norms not allowing women to speak of sexual or domestic violence, cultural norms that consent to domestic violence and other forms of gender-based violence, and the weak capacity, will and resources of the police to process and investigate gender-based violence complaints. In addition, both male and female victims often do not want to relive the traumatic experience and/or feel fear, shame, embarrassment and an unwillingness to become involved in the police and judicial systems.

In response, women's police stations and domestic violence/family violence units have been established in countries ranging from Afghanistan, Kosovo, Liberia, Nicaragua, Sierra Leone and Timor Leste to the United

Kingdom. These stations/units are staffed primarily by female officers in order to provide an environment where women may feel more comfortable in reporting crimes. They often combine a number of specialised police officers with health and social workers, along with legal specialists, to form a team that can comprehensively respond to cases of gender-based violence, including domestic violence and sexual assault. In addition, they take action to increase awareness of women's rights within the community at large.

Community police liaison boards

By supporting the creation of community police liaison boards, police-civilian relationships – often characterised by trust mixed with fear – can be improved. Community police liaison boards can encourage reporting as well as serve as a formal recourse mechanism for individuals and communities to register complaints and concerns. In any such oversight mechanism, representation of female stakeholders including women's organisations is key to ensuring women do participate and can represent constituencies not usually heard in such forums. Capacity building of board members and CSOs to provide effective police oversight, including oversight on gender issues, is also crucial. Joint training with police and civilian oversight bodies can increase collaboration and mutual respect.

Box 9.5. Recruiting women for the Afghan National Police

When the Taliban came to power in 1996, they banned most Afghan women from employment - including the few female police officers. In 2002, after the overthrow of the Taliban, the German policing project and its successor mission, the European Union Police Mission in Afghanistan, made efforts to recruit women into the new Afghan National Police (ANP). Among the measures taken were:

- A recruitment drive, initiated in 2003 by the Police Academy in Kabul and the German policing project, sought women from the Afghan provinces. Educational programmes for women were included.
- A women-only dormitory was built at the Police Academy in Kabul.
- Training for women to enter into the middle ranks of the ANP was instituted in Kabul as well as in the provinces.
- Since 2007, Canada has been supporting the Afghan Ministry of the Interior with a gender advisor. With support from other internationals, in 2007 the Gender Advisor organised the First International Islamic **Police Women** Conference in order to raise awareness and provide police with role models.
- The German *Gesellschaft für Technische Zusammenarbeit* (GTZ) has conducted programmes that aim to contribute to a better cultural acceptance of policewomen. GTZ produced a film called *Qanoon*, featuring a fictional Afghan policewoman to provide a role model.

Despite these efforts and even though policewomen are well accepted within the ANP itself, recruiting women is still a major challenge. In 2007, the number of policewomen was circa 230 out of circa 62 000. (According to unconfirmed GTZ estimates, the number has since increased to 500.) In addition to recruitment, safety for female police officers remains a challenge, as well as ensuring that they have the same opportunities as their male colleagues and can achieve leadership positions.

Sources: Murray, 2007. Interview with Hirbod Aminlari, Principal Advisor for the Promotion of the Rule of Law, GTZ, Afghanistan, 24th of October 2008. / International Crisis Group, Reforming Afghanistan's Police. Asia Report 138, Kabul/Brussels, 2007.



SUDAN, El Fasher/Darfur: Sudanese female judge.
(Sven Torfinn/Panos Pictures)

3.11 Justice reform

Supporting the reform of discriminatory laws and regulations, equitable delivery of justice services including responses to gender-based violence, and equal access to justice are all key parts of justice reform (Quast, 2008, pp. 4, 10-13).

Reform of discriminatory laws and regulations

The gap between international and regional human rights standards and national legislation, including constitutions, remains wide in many countries, especially regarding gender issues. For instance, many countries maintain discriminatory laws with regard to land ownership, gender-based violence, marriage, child custody, inheritance, employment and sexual orientation. Supporting the lobbying efforts of civil society organisations and parliamentary gender/women's caucuses to reform discriminatory laws and regulations is essential. Even where national laws have been harmonised with international and regional standards, implementation and enforcement remain critical challenges. It is also important to work with traditional/customary justice mechanisms to ensure that they uphold women's rights.

Special measures to address gender-based violence

Where adequate legislation is in place, it has often not been translated into gender-responsive procedures and practices within the justice system. The system thus tends to discriminate against particular groups, including victims of domestic and sexual violence. Procedural barriers can include fees required to file complaints, the practice of discriminatory customary laws, and physical inaccessibility. In addition, courts often lack the infrastructure, capacity and expertise to prosecute crimes such as gender-based violence. Special measures to address gender-based violence can include: effective witness and victim protection programmes, including safe houses and protective orders; preventing the submission of evidence

on the prior or subsequent sexual conduct of the victim; specialist courts focusing on sexual offences or gender-based violence; staff specially trained to give support to victims; properly equipped forensic labs and trained personnel; and the involvement of women's organisations and social and health workers in providing assistance to victims.

Access to justice

Barriers to accessing justice include lack of confidence in, or understanding of, judicial systems; geographic and financial barriers; and lack of knowledge of rights. In order to increase the access of both women and men to justice, paralegals can be used to promote legal literacy, assistance and access. Training and support for paralegals can be a very effective way of reaching more vulnerable men and women, especially in rural areas. Other measures could include support for travelling courts, the provision of legal aid, and support for CSOs that provide legal aid and guidance.

3.12 Prison reform

Supporting the institution of gender-responsive policies and practices within the prison system can help prevent human rights violations and discrimination, promote prisoners' rehabilitation, and improve public health (International Centre for Prison Studies, 2008, pp. 4-11).

Support appropriate penal policies for women and men

Penal policies have generally been designed to meet the needs of male prisoners, who constitute the overwhelming majority of prison populations. Policies should be reviewed to ensure that they are appropriate and non-discriminatory, especially in the areas of pre-trial detention, sentencing and non-custodial sanctions. For instance, family responsibilities need to be taken into account for both women and men. Policies need to be supported that remedy inappropriate levels of security for women, who are often held according to stricter security classifications than necessary due to the small number of prisons for them. Policies that increase and improve family contact are also essential, as well as policies to prevent and respond to sexual harassment and rape of male and female prisoners.

Preserve human dignity

The requirement that all prisoners be treated humanely and with respect for their dignity is a fundamental and universally applicable rule. Female prisoners are likely to find strip searches particularly traumatic; policies regarding strip-searching should be separately and carefully formulated as regards male and female prisoners. Other matters to be considered include: arrangements for privacy when people are required to remove their clothing; privacy in toilets and showers; use of private locks on cells; provision of hygiene items for women; and minimising indignity in the way urine and other samples are collected for drug testing.

Meet the needs of pregnant women and mothers of young children

One of the most difficult problems faced by prison systems when dealing with women is to ensure the appropriate treatment of pregnant women and mothers of young children. Poor prison conditions, lack of proper care and facilities, and the high level of stress that accompanies incarceration may place at risk both the health of a pregnant woman and that of her unborn child. Pregnant women should only be held in prison in the most extreme circumstances, such as when there is a concrete threat of violent crime. Special provisions should be made for antenatal and postnatal care and treatment, and babies should not be born in prison. The best solution is for pregnant women and those with young children not to be sent to prison and instead to use bail, non-custodial sentences, conditional release or suspended sentences.

3.13 Private military and security companies (PMSCs)

As the trend towards privatisation of security increases and the regulation of PMSCs develops, the integration of gender issues and increased employment of women can potentially improve intelligence gathering, reduce human rights violations and strengthen public trust. This has the impact of improving operational effectiveness throughout the system and positively shaping its future development (Schulz and Yeung, 2008, pp. 3, 6, 10).

Contractual obligations and quality control of PMSCs

Contracts are the most immediate tools through which standards and binding guidelines can be introduced to PMSC operations. Clients play a key role in shaping PMSC behaviour, especially if fulfilment of contractual obligations is monitored through regular audits and other quality control procedures. For instance, governments and other clients of PMSCs can include in their contracts: clear mechanisms for accountability, guarantees that human rights abuses will be prosecuted, incentives to increase the recruitment of female personnel, and assurances that personnel have completed gender training and are properly vetted.

International and national regulation

Development of regulatory regimes for PMSCs should be supported at the international and national levels. These regimes should be guided by the existing international legal framework. This framework includes standards that mandate the integration of gender issues, the possibility of the state being held responsible for violations by PMSC personnel, and the direct accountability of PMSC personnel for violations of international humanitarian law, international human rights and criminal law, and national laws.

3.14 Parliamentary oversight

Parliaments play an essential role in security system oversight through approving budgets and reviewing and formulating legislation (Luciak, 2008, pp. 1, 7, 8, 10). Gender-responsive oversight can ensure inclusive, needs-based security policies; strengthen the operational effectiveness of security system institutions through monitoring and evaluation; and enforce equitable budgeting.

Inclusive security laws and policies

Parliaments are often in need of support to build their capacity to formulate and oversee the implementation of gender-responsive security laws and policies. This can include providing training on gender and security issues to parliamentarians and their staff, especially those on defence and security committees; supporting gender impact assessments of proposed and existing security legislation and policies; and supporting mechanisms for public debate and consultation, such as a national consultation on security that includes urban and rural women's and human rights organisations.

Increasing women's representation in parliamentary security decision making

Globally, only 18.3% of parliamentarians are women, and they are still largely absent from or underrepresented in parliamentary defence committees.¹ Supporting electoral and party reform can ensure greater participation of women and other underrepresented groups in the political process. Constitutional, electoral and/or party quotas can help to achieve this. Measures can be implemented to support female candidates – such as training, technical and financial support – and to encourage female parliamentarians to participate in defence and security committees. Initiatives to build the capacity and legitimacy of women's or gender caucuses within parliament can help to link debates on gender and security issues.

3.15 Civil society oversight

Involving civil society organisations, including women's organisations, and integrating gender in civil society oversight of the security system can strengthen local ownership and build comprehensive and effective oversight mechanisms (Barnes and Albrecht, 2008, pp. 5, 6, 16). Women's organisations can be useful partners for security system institutions and oversight bodies (Section 3.5). However, civil society can also be fragmented and lack legitimacy – it is important to work with a diverse group of reputable CSOs that have a constituency outside the capital cities.

Box 9.6. Partnering with security institutions in Bougainville to prevent violence

Women's groups in Bougainville, Papua New Guinea, played an important role in bringing **the conflict** to an end, both directly by negotiating with fighting forces and through supporting the reintegration of ex-combatants and peace education within their communities. In particular, they have engaged with the security system on a number of initiatives:

- Women have provided training and sensitisation on women's rights to male ex-combatants. This had the direct result of reducing the extent of domestic violence committed by these men.
- Women's groups recruited and trained men to educate ex-combatants on women's rights, HIV/AIDS and conflict resolution in schools and villages.
- Leitana Nehan Women's Development Agency provides gender training for new police recruits in collaboration with the police, and also conducts awareness-raising workshops to highlight the negative impact of violence against women and children in various communities.

Source: Barnes and Albrecht, 2008, p. 16.

Supporting CSO participation in security system monitoring bodies

It is crucial that bodies responsible for the oversight of the security system, such as civilian review boards, public complaints commissions and independent monitoring bodies, involve female stakeholders including women's organisations and other CSOs. Support to the establishment of security system monitoring bodies should ensure that they are participative and inclusive of CSOs.

Capacity building of CSOs

Women's organisations could often benefit from technical, financial and logistical support – including provision of physical security – in order to take part in SSR processes and security decision making. More specifically, they may require training on security system oversight. In turn, CSOs working on security oversight may also benefit from training on gender equality and women's empowerment. Moreover, support for the creation of CSO networks on security and/or gender equality can increase the credibility and impact of CSO engagement with SSR and security system institutions.

¹ Inter Parliamentary Union, *Women in National Parliaments*, as of 30 September 2008, <http://www.ipu.org/wmn-e/world.htm>. IPU world surveys on women in politics over 25 years have shown that women are still largely absent from, or underrepresented in parliamentary defence committees, and rarely occupy the function of presiding or deputy presiding officer or rapporteur in such committees. Of 97 parliaments that provided data on women in parliamentary committees for the 1997 IPU survey, only 3% had a woman chairing their defence committee: DCAF and IPU, 2003, p. 47.

4. Common challenges and how to overcome them

4.1 Cultural adaptation

Social norms governing the different roles, behaviours and values of men and women are highly contextual. Therefore, it is vital that gender-responsive SSR initiatives are based on an understanding of local culture and a consultative, participatory and nationally driven process. However, in contexts where the dominant culture condones domestic violence or prohibits women from working within the security system, that becomes a significant challenge to gender-responsive SSR. Though it is essential to adapt initiatives to local cultural realities and present them in a culturally sensitive way, it is important to keep in mind that cultures change and they are not monolithic.

In these contexts it can be useful to:

- Engage with a full range of stakeholders – including women within the security system, female civilians and women’s organisations that may have different perspectives.
- Work in collaboration with local partners.
- Focus on public awareness-raising, including working with the media.
- Identify key gender champions at the senior level and mobilise political will.
- Gather data and in-depth examples that demonstrate the necessity and benefit of incorporating gender issues into support for SSR.
- Refer to national, regional and international laws, norms and standards that commit to gender equality and ending violence against women.

4.2 Deep-seated stereotypes and discrimination

Institutional cultures often reflect – and in turn contribute to – broader social gender stereotyping and discrimination. The challenge is to support the creation of a gender-responsive security system in a society where gender inequality, stereotypes and discrimination still exist. Reforms within a security system institution can spur social changes if accompanied by broader national reforms – such as national plans to tackle violence against women or legislative reform on equal rights – education, and awareness-raising strategies. In turn, it is important for security system institutions to support social changes in parallel with institutional reform, through education reform or awareness-raising campaigns on gender equality and the status of women at the national and community level. Such efforts might be in collaboration with civil society organisations and/or government ministries.

4.3 Lack of understanding and prioritisation

Gender issues are often relegated to the bottom of the list when it comes to prioritising programming and funding for SSR-related initiatives. Prioritising external security threats, such as terrorism, can also lead to neglecting internal security threats such as high rates of domestic and sexual violence. Increased understanding of the importance of integrating gender into SSR initiatives and adequate prioritisation can be gained through practical gender equality training, relevant briefings, mentoring, employing personnel with gender expertise and other initiatives. Concrete examples – good and bad practices – that show the practical benefits of integrating gender issues are very useful.



AFGHANISTAN, Kandahar: Female police officer with her male colleagues, on duty in Kandahar. (Ash Sweeting / Panos Pictures)

5. Particular features of post-conflict SSR

In post-conflict environments, supporting SSR is essential to prevent the reoccurrence of conflict and enhance public security – which in turn is necessary to initiate reconstruction and development as well as to facilitate the reconciliation process. Post-conflict SSR, which can include reform of existing security institutions or the building of new ones, can be an opportunity to increase gender equality through gender-responsive SSR policy and programming.

Gender roles undergo massive change during conflict, with both men and women taking on new responsibilities. This opens up opportunities for a greater involvement of women in public life, including within security institutions and in security decision making. In the post-conflict period, there may also be pressure to return to traditional gender roles. Gender-based violence, including sexual violence, is often used as a war strategy and remains a key security threat in the post-conflict context. Responding to these past violations of human rights, SSR processes should support positive changes, while seeking to address high levels of post-conflict gender-based violence (Valasek, 2008, pp. 18-19).

In addition to the specific entry points outlined below, a variety of different initiatives have proved useful to incorporate gender into post-conflict SSR, including:

- Implementing a gender-sensitive conflict analysis as part of the assessment process in order to better understand and respond to these complex dynamics on the ground.
- Integrating the implementation of UN Security Council Resolutions 1325 and 1820 into support for SSR, including support for the development of UN SCR 1325 national action plans (Table 9.1).

5.1 Peace processes

Peace processes often set the stage for SSR, sometimes setting initial policy guidance for SSR processes. Political and practical support to ensure that women, including women's civil society organisations, are included in peace processes is a crucial entry point to make sure that the security needs of women, men, boys and girls are taken into consideration. It is therefore critical that the negotiation/mediation teams draw on gender expertise from the outset of a peace process. Briefings on gender issues can be provided to negotiating/mediation teams and others with decision-making power. Civil society organisations, including women's organisations, should also be included in track-two processes and can play an important role in monitoring the implementation of peace agreements.

5.2 Peace support operations

The presence of a peace support operation (PSO) offers many entry points for integrating gender into SSR. Depending on the mandate of the PSO, it may include security provision as well as support for the creation/reform of the security system. Deploying female peacekeepers is crucial, since they can increase the operational effectiveness of the peacekeeping forces. Furthermore, female peacekeepers may serve as role models for increased female recruitment to security system institutions. Establishing gender units within PSOs with adequate personnel and resources to ensure the integration of gender issues and respond flexibly to needs on the ground of

DDR and SSR initiatives is a minimal requirement. Adequate measures to guarantee gender sensitivity and prevent and address sexual exploitation and abuse by peacekeeping personnel – including training, codes of conduct and mechanisms for reporting, investigating and penalising – are also required. Strong national and international leadership needs to send clear and consistent signals that abuses will not be tolerated in peacekeeping missions.

5.3 Disarmament, demobilisation and reintegration (DDR)

The need to ensure that female ex-combatants and women and girls associated with fighting forces are fully part of DDR processes and that their specific needs are taken into account is well recognised.² Measures need to be put into place to adequately address the differing needs of women, men, boys and girls who have been forcibly recruited and suffered gender-based violence. Initiatives can be made to recruit female former combatants into the police and armed forces. Male former combatants should be provided with counselling and programmes aimed at preventing gender-based violence upon reintegration. When vetting processes are implemented, these should include vetting for acts of gender-based violence. Involving women and women's organisations in communities that receive ex-combatants is also important for sustainable reintegration. Finally, when monitoring and evaluating DDR processes, indicators on gender-based violence and compliance with child support should be included.

Box 9.7. Women's groups involvement in DDR in Liberia

In recent years the need to integrate a gender dimension into DDR programmes has emerged from a greater awareness of the magnitude and various forms of women's and girls' participation in armed conflicts, and recognition that they were being excluded from DDR. An estimated 88% of girl soldiers were denied access to DDR programmes in Sierra Leone between 1998 and 2002.

In Liberia, local women's organisations were key partners in the design and distribution of DDR information. Initial needs assessments estimated that some 2 000 female combatants would undergo DDR. In 2003, women's groups rallied under the banner "Concerned Women of Liberia" and became involved in DDR. Working with the UN Mission and the Ministry of Gender and Development, women's groups helped design an awareness campaign using print media and radio to encourage women and girls to participate in the DDR process. By February 2005, 22 370 women and 2 440 girls had been disarmed and demobilised, of a total of 101 495 persons in the DDR programme. By the end of 2006, 13 223 of these women had been "reintegrated", mainly into agriculture, formal education or vocational training.

Source: Valasek, 2008, p. 19.

5.4 Transitional justice

Transitional justice mechanisms include a range of judicial and non-judicial processes aimed at addressing a legacy of past human rights violations (Quast, 2008, pp. 17-18). These can include criminal prosecutions, such as *ad hoc* criminal tribunals, as well as truth-seeking mechanisms, reparations and other processes. In all cases, special measures should be instituted to address the particular justice needs of victims of sexual and other forms of gender-based violence. These might include special hearings on violence against women and/or men, boys or girls, victim support, prosecution procedures that uphold victims' rights, and reparations that include healthcare services.

Good practices for investigating and prosecuting international crimes of sexual violence include:

- Political will on the part of the prosecutor to prosecute crimes of sexual violence.
- Designing a prosecution strategy for sexual violence at the outset.
- Training for all staff to develop skills in sexual violence investigations and jurisprudence.
- A dedicated team of sexual assault investigators and prosecutors – including a significant number of female investigators and prosecutors.
- Care for the wellbeing, safety and dignity of victims of sexual violence, including the provision of information, support and protection services and witness preparation.
- An enabling courtroom environment, where victims of sexual violence are treated with sensitivity, respect and care when they come forward to testify.
- Good co-ordination with human rights organisations that collect information on cases of human rights abuses and violations.

² The UNIFEM Checklist on *Gender-aware Disarmament, Demobilization and Reintegration* and the UN's Integrated DDR Standards (IDDRS) now provide detailed guidelines on addressing the particular needs of women and girls during demobilisation and reintegration: <http://www.unddr.org/iddrs/05/>

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Additional resources

The following are recommended resources for further information on gender and SSR that have helped inform **this annex**:

1. DCAF, OSCE/ODIHR, UN-INSTRAW (2008), *Gender and Security Sector Reform Toolkit*, Geneva, <http://www.dcaf.ch/gssrtoolkit>
The toolkit provides strategies and policy recommendations for engendering SSR at an operational level.
2. Initiative for Inclusive Security and International Alert (2004), *Inclusive Security, Sustainable Peace: A Toolkit for Advocacy and Action*, http://www.huntalternatives.org/download/32_foreword_who_we_are_and_copyright.pdf
The publication highlights how women are affected by and contribute to peacemaking, peacebuilding, and security processes.
3. UNIFEM (2004), *Getting it Right, Doing it Right: Gender and Disarmament, Demobilization and Reintegration*, http://www.iknowpolitics.org/files/Getting_it_Right_Doing_it_Right.pdf
Comprehensive guide for gender-sensitive DDR-programming. The handbook is considered to be UNIFEM's contribution to planning and executing DDR.
4. UN DPKO Best Practice Unit (2004), *Gender Resource Package for Peacekeeping Operations*, <http://www.peacekeepingbestpractices.unlb.org/pbbs/library/GRP%20Full%20Version.pdf>
The UN gender resource package explains the concept of "gender mainstreaming" to peacekeeping personnel at HQs and in field missions.
5. GTZ (2005), *Gender and Citizen Security: Regional Training Module*, http://www.gtzgenero.org.ni/publicacion/1130875019_guide.pdf
Guide should serve as an instrument to support the planning and implementation of workshop courses for police personnel. The specific regional focus is on police institutions in the Central America and Caribbean region.
6. Oelke, Sandra (2007), *Security Sector Reform and Gender: Concepts and Points of Entry for Development Cooperation*, GTZ, Eschborn, <http://www.gtz.de/de/dokumente/en-ssr-gender-2007.pdf>
The document gives an overview of the linkages between SSR and gender in general, and about potential entry for development programming in particular.
7. Anderlini, Sanam Naraghi and Camille Pampell Conaway (2004), *Negotiating the Transition to Democracy and Transforming the Security Sector: The Vital Contributions of South African Women*, Women Waging Peace, Washington, DC.
8. Farr, Vanessa (2004), *Voices from the Margins: A Response to Security Sector Reform in Developing and Transitional Countries*, Berghof Research Center for Constructive Conflict Management, http://www.berghof-handbook.net/uploads/download/dialogue2_farr.pdf
The article argues that more commitments should be made to include non-mainstream voices, for example a gender perspective, when conducting SSR.
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