10 Gender and Democratic Security Governance

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Civil society organizations (CSOs) can play an important role in ensuring that gender issues are integrated into security policies and programmes. The benefits of integrating gender issues into the realm of security include increased inclusiveness, effectiveness and sustainability. It also guarantees that the security sector is providing security equally to men, women, girls and boys, as well as addressing the need for increased participation of women in security issues; combined with efforts against internal discrimination and human rights violations integrating gender considerations enables a more democratic security sector to be constructed. This chapter offers an introduction to gender and security issues as well as concrete recommendations about the ways in which CSOs can take action on security sector oversight issues.

Gender, women and security: Why is it important?

Gender refers to the socially constructed roles and relationships between men and women. Rather than being defined by biology, gender is a learned behaviour that can change over time and varies widely within and across cultures and over time. As gender influences the social roles of women and men, its impact leads to differences in security experiences, needs, priorities and actions (see Box 10.1). Adopting a gender perspective makes these differences visible and enables action to be taken by the security sector to better guarantee that the diverse security needs of men, women, girls and boys are met. As such, gender is not something that only concerns women.

> **Box 10.1 Gender-based insecurities: refugees in Sub-Saharan Africa**
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> Male and female refugees in Sub-Saharan Africa including Darfur and Chad face different security threats. These differences can be illustrated through the example of firewood collection.

In order to cook food, firewood must be collected. Due to traditional gender roles, this is seen as the responsibility of women. Men and boys risk death and forced recruitment if they leave the confines of the refugee camp, while women risk rape and sexual violence.

Taking these factors into account, women continue to be responsible for collecting firewood and often fall victim to rape and other forms of violence. In order to guarantee the physical security of women as well as the food security of the entire camp, decision-makers should consult with women and prioritize sending security guards to accompany women when they collect firewood.

Source: Human Rights Watch, *No Protection: Rape and Sexual Violence Following Displacement* http://hrw.org/backgrounder/africa/darfur0505/3.htm

Thus, integrating a gender perspective into security sector oversight does not simply mean including more women. Though full and equal representation of women is an essential step towards gender equality, it does not ensure that gender perspectives are taken into account. Instead, the integration of gender issues, known as gender mainstreaming is:

> "the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all spheres so that women and men benefit equally and inequality is not perpetuated."[1]

Stereotypes of masculinity and femininity can stand in the way of gender mainstreaming and women's participation in the security sector, and can also serve to perpetuate insecurity. Women are often stereotyped as weak, dependent, innocent victims while men are seen as strong, independent providers of security or perpetrators of violence. In reality, women can also be providers of security and perpetrators of violence, and are often experts on community security needs. Men are also negatively impacted by these stereotypes as the expectation of security provision is fully placed on their shoulders. Exploitation of stereotypes of men as strong protectors that employ violence in defence of women and children is done by everyone from military recruiters and gang members to the weapons industry. In the case of the arms industry, these stereotypes are one of the root causes behind male gun ownership (see Box 10.2). Increased prevalence of small arms in turn has been linked to rising rates of violence and insecurity.

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1 United Nations Economic and Social Council, 1997 Report of the Secretary-General. *Coordination of the Policies and Activities of the Specialized Agencies and Other Bodies of the United Nations System: mainstreaming the gender perspective into all policies and programmes in the United Nations system*.

The next sections explore in greater depth how increasing gender mainstreaming, promoting the participation of women and reducing gender stereotypes within security sector reform (SSR) and oversight will result in increased security.

Effectively addressing the security needs of men and women

Because of the different roles that women and men play in society, largely based on gender, they have different security needs. In a just and democratic security sector, these security needs will be equally prioritized. As it stands today, threats to women's security are oftentimes not effectively addressed, which results in a negative impact on women, families, communities and society as a whole.

One of the largest gender-based security threats is the violence that is perpetrated against women globally. From domestic violence, stalking and harassment to human trafficking, rape and murder, women around the world live in insecurity due to the daily threat of violence. Globally, one out of every three women will be the victim of such violence, which often occurs within intimate relationships.[2] High rates

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2   UNIFEM, *Not a Minute More: Ending Violence against Women*, UNIFEM, New York, 2003, p. 6.

of violence against women also negatively impact on families, as children often fall victim to beatings or secondary trauma. Trauma also has large financial costs to be born by society as a whole: in the United States for example, where it is estimated that every year 1.3 million women are physically assaulted by their intimate partner, the health costs amount to US$5.8 billion annually.[3] As the security sector, especially the police and justice system, is responsible for preventing and responding to violent crime, they have the potential to effectively combat violence against women.

Box 10.3 Building the capacity of the South Asian judiciary on violence against women

Women's organizations around the world are taking action to ensure that security sector institutions are effectively preventing, addressing and penalizing violence against women.

Sakshi, a women's NGO based in India, conducted research on women's rights in the judicial system and used the findings to train judges on gender equality. The judges are taken to shelters to witness first-hand the physical and emotional pain of survivors and speak to them face-to-face. In addition, the trainers use interactive dialogue, small group problem-solving and meetings with NGOs to give judges a better understanding of women's needs.

In partnership with NGOs and judges, Sakshi has expanded its training programme to Bangladesh, Nepal, Pakistan and Sri Lanka. They are also starting to work with law schools and judicial training institutes.

Source: UNIFEM, *Not a Minute More: Ending Violence Against Women*, UNIFEM, New York, 2003, p.45.

Men also face gender-based threats to their security. They account for 77 percent of homicide victims;[4] are victims of forced recruitment, conscription, gang-related violence and are targets of sex-selective massacres. Men also commit suicide at a much higher rate than women (3:1). In Europe and South-East Asia, suicide rates are more than double homicide rates. The highest suicide rates are found in Eastern Europe (41.5 per 10,000 in Belarus and 51.6:10,000 in Lithuania).[5]

In order to understand and effectively address gender-based security threats, issues of age, class, religion, ethnicity, ability and sexual orientation also need to be taken into account. For instance, in the USA in 1999, African-American male youths aged 15-24 had a rate of homicide over twelve times the rate of their Caucasian non-Hispanic counterparts.[6]

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3 Vlachová, Marie and Lea Biason (eds), *Women in an Insecure World: Violence against Women, Facts, Figures and Analysis*, SRO Kundig, Geneva, 2005, pp. 57, 81.
4 World Health Organization, *World Report on Violence and Health*, WHO, Geneva, 2002, available online at http://www.who.int/violence_injury_prevention/violence/world_report/en/
5 Ibid, pp. 187-188.
6 Ibid, p. 11.

Gender-responsive security institutions and personnel

The behaviour, organizational culture and actions of security sector institutions and personnel themselves can threaten the security of men and women, both as employed staff within security sector organizations and as civilians. From discrimination and harassment to sexual violence, police, military, border guards, customs officials, penitentiary and court staff, peacekeepers and government personnel can be perpetrators of violence at work and at home. Since there is a strong link between internal organizational culture and the behaviour of personnel towards each other and civilians, internal measures should be taken to prevent and address internal gender discrimination, maltreatment and violence.

Internal harassment of military personnel, the vast majority of whom are men, on the grounds of sexual orientation is widespread in the United States. A US Department of Defence survey of 71,570 active-duty service members conducted in 2000 found that 80 percent of respondents had heard offensive speech, derogatory names or jokes about gay men and lesbians and 37 percent reported witnessing or experiencing anti-gay harassment.[7] Externally, civilian men can face racial profiling, hate crimes and police brutality at the hands of security sector personnel.

Gender-based insecurities faced by female security sector personnel include discrimination, sexual harassment and assault. In a 2006 student survey at the Citadel, a US public military institute, 20 percent of the female cadets reported being sexually assaulted and 68 percent sexually harassed.[8]

Box 10.4 Threats to the security of female prisoners

Male as well as female prisoners are particularly vulnerable to torture and inhuman and degrading treatment as well as physical and sexual abuse and exploitation.

Insecurities faced by female prisoners include:
- Gender-specific torture including abuse during pregnancy and childbirth, electric shocks to the breasts and genitals, rape and other sexualized forms of assault;
- Sanctioned sexual harassment including improper touching during searches, being watched when dressing, showering or using the toilet;
- Lack of maternity care, gynaecological health problems and difficulties in caring for their babies (women who have dependent children are often forced to bring them to jails);
- Issues and emotional costs of pregnancy, motherhood, abortion and miscarriage;
- Traumas following rape and other forms of violence are often ignored.

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7   Human Rights Watch, 2003, *Uniform Discrimination: The "Don't Ask, Don't Tell" Policy of the U.S. Military*. London: Human Rights Watch, available online at http://www.hrw.org/reports/2003/usa0103/
8   National Organization for Women, 2006, *From the Citadel to Military Recruiting – Sexual Harassment in Military More Pervasive Than Ever*, http://www.now.org/press/09-06/09-01.html

In his main report to the 7th Session of the Human Rights Council in January 2008, the UN Special Rapporteur on Torture paid particular attention to the vulnerability of women. The Special Rapporteur stressed that in cases of gender-specific violence against women the purpose element required under the Convention against Torture is always fulfilled because such violence is inherently discriminatory and one of the possible purposes enumerated in the Convention is discrimination. He further proposed to introduce an additional element, 'powerlessness' to underline that, whereas detention contexts are classic situations of powerlessness, it can also arise outside of detention or direct state control. Situations constituting of *de facto* deprivation of liberty may occur in different 'private' settings.

Sources:
Quaker United Nations Office, *Submission to the Study of the Secretary-General of the United Nations on Violence against Women: Violence against Women and Girls in Prison*, QUNO, Geneva, 2005.
Roy, Mallarika, 'Bare and Vulnerable Behind the Bars: Women in Need of Psychiatric Care in Indian Jails' in *Feminism & Psychology*, Vol. 14(2) (2004).
Nowak, Manfred, "Report of the Special Rapporteur on torture and other cruel, inhuman or degrading treatment or punishment", Doc. A/HRC/7/3 (2008). Available at http://www2.ohchr.org/english/issues/torture/rapporteur/

Female civilians are also vulnerable to discrimination, sexual harassment and assault as well as domestic violence, forced prostitution and forced marriage by security sector personnel. In the United States, higher rates of domestic violence have been documented among the military and the police.[9] Rape of civilian women by military and peacekeeping personnel has also been reported during and after armed conflict in Bosnia, Cambodia, Mozambique and Kosovo, among others.[10] Though on occasion this violence is the responsibility of one individual staff member, many security sector institutions have a discriminatory and sexist organizational culture which negatively impacts the productivity and effectiveness of the institution.

Gender-responsive security policies increase security for all

By taking gender issues into account, security policies will have a more equitable and sustainable impact. Gender-responsive security policies demonstrate commitment to gender equality at the top levels of decision-making, which is crucial to the success of gender mainstreaming initiatives. Policy reform is also essential to increasing the recruitment, retention and advancement of women. Gender-sensitive security policies should ensure men and women equal access to the policy; equal inclusion and representation in the process of developing, implementing and evaluating the policy; and equal benefits, advantages and gains intended to result from the policy.[11]

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9   National Center for Women and Policing. *Police Family Violence Fact Sheet*, http://www.womenandpolicing.org/violenceFS.asp
10 Fetherston, Anne Betts, 1995, UN Peacekeepers and Cultures of Violence. *Cultural Survival Quarterly*. Vol. 19 (1).
11 Status of Women Canada, *Gender-Based Analysis: Performance Measurement of its Application*, Status of Women Canada, Ottawa, 2003, available online at http://www.swc-cfc.gc.ca/pubs/gbaperformance/gbaperformance_e.pdf

One of the tools used to ensure the integration of gender issues into policy is a gender impact assessment. In the United Kingdom, the Women's National Commission, Thames Valley Police, Todd Consulting and the University of Surrey collaboratively undertook a gender impact assessment of the Thames Valley Police. The assessment focused on how the police interact with so called 'hard to reach women' and included a series of focus groups with women from different cultures, religions, ethnicities and age groups; consultation with police officers; and research. A report was published that includes policy recommendations, possible solutions and examples of positive developments.[12]

> **Box 10.5 Defence reform in South Africa: institutional mechanisms for gender equality**
>
> As part of the long process of post-apartheid transformation, CSOs, especially women's organizations, mobilized to ensure women's equal participation and the inclusion of gender issues in the new government structures. *The White Paper on Defence for the Republic of South Africa* and the highly participatory Defence Review process firmly integrated gender issues into South African security policy. The White Paper called for non-sexism and affirmative action, including the right of women to serve in all ranks and positions. The Defence Review highlighted the need to address sexual harassment and create an environment that accepts and respects women.
>
> Specific initiatives were taken to mainstream gender issues and increase women's participation:
>
> - Women were appointed to senior positions in the Ministry of Defence and the Defence Secretariat to demonstrate a commitment to gender equality and to serve as role models;
> - Gender training was given to personnel at all levels of the Defence Ministry;
> - Male and female military personnel were jointly trained to emphasize equal treatment and non-sexism;
> - Personnel policies that directly affected women were changed, such as those governing maternity leave and equal benefits for dependants of men and women in the forces;
> - A gender focal point was created within the Equal Opportunities Directorate;
> - A gender forum was established to implement gender policies at the lower levels of the Department of Defence;
> - A telephone hotline was created in order to report cases of sexual harassment and violence against women within the defence forces;
> - The annual organization of 'Women at the Peace Table', a gathering of women in the armed forces and civil society to discuss people and security issues, hosted by the Deputy Defence Minister.
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> Source: Anderlini, Sanam Naraghi and Camille Pampell Conaway, *Negotiating the Transition to Democracy and Reforming the Security Sector: The Vital Contributions of South African Women*, Women Waging Peace Policy Commission, Washington DC, 2004.

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12 Women and Equality Unit, UK Department of Trade and Industry, *Gender Impact Assessment*, 2002, pp.12-13.

Women's participation increases equality and security

In order to create a democratic and inclusive security sector, it is essential that security sector institutions be representative of the population they serve. As men are highly overrepresented in security sector institutions, targeted initiatives are needed to increase women's participation. Women not only have the right to full and equal participation in security sector institutions and reform processes, as stated in various international mandates (see Box 10.6), but their participation has a positive influence on the security sector.

Box 10.6 International gender mandates

International instruments and laws on gender issues are key tools for lobbying and advocacy:

United Nations Security Council Resolution 1325 "Women, Peace and Security" (2000) encourages the equal participation and full involvement of women in all efforts for the maintenance of peace and security and the integration of gender issues into peacekeeping, peace negotiations and post-conflict reconstruction.

The **Windhoek Declaration and Namibia Plan of Action (2000)**
 call for the integration of gender and full participation of women in all aspects of peace processes and peacekeeping.

The **Beijing Declaration and Platform for Action (1995)**
aim to achieve a gender balance in international judicial bodies; training in gender issues for judges, prosecutors and other officials; reducing excessive military spending and controlling the availability of armaments; and gender-sensitive training for peacekeeping forces.

The **Declaration on the Elimination of Violence against Women (1993)** calls for the development of penal sanctions in domestic legislation to address violence against women; taking measures to ensure that law enforcement officers and public officers receive training on the needs of women; and adopting appropriate measures to eliminate prejudices and gender stereotypes.

The **Convention on the Elimination of All Forms of Discrimination against Women including the Optional Protocol (1979)** demands that women participate in the formulation and implementation of government policy; that women hold public office at all levels of government; legal protection of the rights of women; that public authorities and institutions refrain from any act or practice of discrimination against women; and all national penal provisions which constitute discrimination against women are repealed.

For more information on gender mandates related to security sector reform, please see *International and Regional Laws and Instruments related to Security Sector Reform and Gender* in DCAF, UN-INSTRAW, OSCE/ODIHR. *Gender and Security Sector Reform Toolkit*, 2008.

Source: UN-INSTRAW. *Gender and Security Sector Reform: International Agreements*.
http://www.un-instraw.org/en/index.php?option=content&task=blogcategory&id=159&Itemid=218

Increasing female personnel within security sector institutions creates a more inclusive and democratic security sector that is better able to provide security. In 2003, the National Center for Women & Policing in the United States conducted an extensive review of existing research on women, men and policing.[13] They concluded that:

- Female officers are proven to be as competent as their male counterparts;
- Female officers are less likely to use excessive force;
- Female officers implement community-oriented policing.

More female officers will improve law enforcement's response to violence against women. Greater presence of female officers reduces problems of sex discrimination and harassment within a law enforcement agency.

For instance, in a 2002 study of seven major US police departments, female officers were named in only two percent of the sustained allegations of excessive force (women represented 12.7 percent of sworn officers). Male officers were thus over eight times more likely to have an allegation of excessive force sustained than female officers. In addition, female officers received more favourable evaluations and were often preferred by community members.[14]

Box 10.7 Men in police forces[15]

Country	Men (%)
Turkey	96.6
United States	90
Malaysia	89.9
Sweden	66

Box 10.8 Women in the military 2006[16]

Country	Women (%)
Latvia	18.2
United States	10.5
Turkey	3.1
Poland	0.5

13 National Center for Women and Policing, *Hiring & Retaining More Women: the advantages to law enforcement agencies*, 2003, http://www.womenand-policing.org/pdf/NewAdvantagesReport.pdf
14 Ibid, pp. 4-7.
15 United Nations Department of Peacekeeping Operations, *Gender Resource Package for Peacekeeping Operations*, United Nations, New York, 2004, p.146.
16 NATO, *Percentage of Military Service Women 2006* http://www.nato.int/issues/women_nato/perc_fem_soldiers-2006.jpg

As it stands today, men are over-represented in the police, military, border guards, judiciary, government and other security sector and oversight institutions.

This also holds true for other security sector institutions. In United Nations peacekeeping operations, women comprise less than two percent of military personnel and less than five percent of the police.[17] Women have much higher (albeit still low) percentages in parliament with the global average, as of October 2006, at 16.9 percent.[18] Women are rarely appointed Ministers of Defence or Justice. In 2005, there were only 12 (6.6 percent) female Ministers of Defence and Veteran Affairs, and 29 (15.8 percent) female Ministers of Justice.[19]

Even when women participate, for instance in the police forces, they are often assigned to deal with 'women's issues' such as domestic violence or searching female prisoners. Alternatively, they are given lower-status or stereotypically female tasks such secretarial duties. In Sierra Leone, for instance, despite the hiring of women and gender training for the lower ranks, 'female police officers are sometimes expected to do little more than cook lunch for the male police officers.'[20] This highlights the need not only to recruit more women but to ensure their retention and promotion to positions of decision-making power.

Female civilians and women's organizations

Women as individual civilians, women's organizations and organizations working on gender issues are all essential actors in creating security at a grassroots, national, regional and international level. In the area of micro-disarmament, women have been able to make great strides in collecting weapons and raising awareness. In Gramsch, Albania, women were mobilized and played a pivotal role in the UNDP programme *Weapons in Exchange for Development*. Around 6000 weapons and 137 tons of ammunition were handed over in exchange for $1 million USD worth of community-based development and public works projects.[21]

Women's CSOs around the world serve as a bridge between women and men and their specific security needs and policymakers at the national and international level. These CSOs also often have grassroots networks that allow them to identify crucial security needs at the community level. For instance, through

17 Guéhenno, Jean-Marie, *Statement to the Security Council Open Debate on the Implementation of Resolution 1325 (2000) on Women, Peace and Security*, UN Secretariat, New York, 2006, available online at http://www.peacekeepingbestpractices.unlb.org/pbpu/library/JMGSCR1325oct06.pdf
18 Inter-Parliamentary Union, *Women in National Parliaments*, 2006, http://www.ipu.org/wmn-e/world.htm
19 Inter-Parliamentary Union, *Women in Politics: 2005*. IPU and UN DPI, Geneva, 2005, http://www.ipu.org/pdf/publications/wmnmap05_en.pdf
20 Naraghi, Sanam and Camille Pampell Conaway, 'Security Sector Reform' in *Inclusive Security, Sustainable Peace: A Toolkit for Advocacy and Action*, International Alert, London, 2004, p.35.
21 Ibid, p.37.

consulting with women and women's organizations, previously untapped information can be gathered leading to more accurate and 'earlier' conflict early warning. Women's oraganizations are also at the forefront of documenting escalation of discrimination and violence against women as well as media 'scapegoating'. This escalation may be a direct precursor to violent conflict, as in Kosovo where incidences of rape, as a form of mutual intimidation, were on the rise as early as 1989.[22]

Women's CSOs are also active in ensuring increased security for men, for instance through the End Conscription Campaign in South Africa in the 1980s, which was led by women, supported by women's organizations and appealed specifically to mothers to take action and demand that the government 'give their sons a chance.'[23] Women's organizations such as New Profile and Women in Black in Israel and the Union of the Committees of Soldiers' Mothers of Russia also advocate for the protection of the human rights of conscripts including ending discrimination, harassment and mandatory conscription.

Just as women's organizations can be important actors when it comes to security issues, they can be key partners for collaboration on oversight of the security sector. This includes involving women's organization in both formal and informal public oversight mechanisms.

What can civil society organizations do?

Processes of security sector reform and security sector oversight initiatives are an excellent opportunity to initiate, advocate for and monitor gender issues in the security sector.[24]

Research and document gender issues

Very little research exists today on gender and security sector oversight issues. CSOs can take the initiative to compile lessons learned from past security sector reform processes or conduct practical, in-depth research on specific gender and security issues. In addition, CSOs can play a crucial role in security sector oversight through documenting human rights violations by security sector personnel, including violence against women and girls. Information and statistics of this type are essential when lobbying for policy reform.

22 Schmeidl, Susan and Eugene Piza-Lopez, *Gender and Conflict Early Warning: A Framework for Action*, International Alert, London, 2002, p.13.
23 Anderlini, Sanam Naraghi and Camille Pampell Conaway, *Negotiating the Transition to Democracy and Reforming the Security Sector: The Vital Contributions of South African Women*, Women Waging Peace Policy Commission, Washington DC, 2004, p.8.
24 For more information on gender and security sector reform issues, including the role of civil society organizations in security sector oversight, please see DCAF, UN-INSTRAW and OSCE/ODHIR, 2008, *Gender and Security Sector Reform Toolkit*. Geneva: DCAF, available online at http://www.dcaf.ch/gssrtoolkit

Additional types of research and documentation that can be undertaken include:

- Compiling statistics on the number of women working in security sector institutions, including the type and level of employment;
- Conduct gender audit and assessments of security sector institutions (see Boxes 10.10 and 10.11);
- Conduct gender budget analysis: determine whether adequate funding is going to gender issues.

Box 10.9 Tips for integrating gender into your research

- Always disaggregate data by sex, age, ethnicity and other relevant factors.
- Take into account the differences between the security needs of men, women, girls and boys.
- Involve all the key actors and design target groups and survey samples as diversely as possible. Pay special attention to including women and girls.
- Create an empowering research process. Do research with people rather than on them.
- Consider 'non-traditional' qualitative research methods: life stories, personal histories.
- Design research to have a social impact, to change policies and programmes to improve the security of women and girls.

For more information see the UN–INSTRAW Gender Research Guide,
http://www.un-instraw.org/en/index.php?option=content&task=view&id=1051&Itemid=247

Gender your own organization

CSOs with and without experience working on gender issues might start by looking within their organization to ensure that it is gender-responsive. A first step can be an organizational gender audit. This entails reviewing internal policies, current programmes and staff to see whether the organization has:

- Equal representation of men and women at all levels of the organization;
- Human resources policies and practices that encourage the recruitment, retention and advancement of women;
- Policies and mechanisms to prevent and address sexual harassment, discrimination and violence.;
- The technical capacity to work on gender issues;
- Given basic gender training to its entire staff;
- Mainstreamed gender issues into its policies, programmes and initiatives;
- Dedicated, or is willing to dedicate, adequate funding to gender initiatives.

Box 10.10 Gender audit and assessments tools

The following tools provide strategies and step-by-step instructions that can be used for self-assessment as well as gender audits of security sector institutions:

- *Gender Self-Assessment Manual* – a guide to participatory gender audits that aims to improve the organization's performance with respect to gender equality and women's empowerment (available in English, French, Spanish and Portuguese);
  http://www.snvworld.org/cds/rgGsa/
- *An Introduction to Gender Audit Methodology: Its design and implementation in DFID Malawi* – written by Caroline Moser, this paper outlines a gender audit methodology including examples of questionnaires and other specific actions; http://www.odi.org.uk/PPPG/publications/papers_reports/ODI_Moser_gender_audit_methodology.pdf
- *The Gender Audit: Questionnaire Handbook and Gender Audit Facilitator's Guide CD* – provides an analytical framework and ready to use templates and questionnaires for an organizational self-assessment and action planning process.
  http://www.interaction.org/pub/index.html#Gender

Advocate for gender-responsive security policies

CSOs can play a pivotal role through monitoring security policies and lobbying for the inclusion of gender issues.

CSOs can lobby for, participate in or conduct gender impact assessments in order to determine the different effects security policies have on women, men, boys and girls (see Box 10.11). Assessments can be carried out on existing or proposed policies as well as security sector institutions themselves. However, assessments are more successful when carried out at an early stage so that policies can be changed or redirected.

Another approach is to advocate for gender reforms in policy review or consultation processes. In Fiji, the Government's National Security and Defence Review Committee (NSDR) met with women's NGOs as part of its 2003 review process. The discussion focused on:
- How the review process was being conducted;
- The people being consulted;
- Issues identified as security threats;
- How international standards and norms (including international gender agreements) were being incorporated into the defence programme.

Box 10.11 Gender impact assessment of security policy[25]

Steps	Questions to ask
Step 1: Define issues and goals	• What is the policy trying to achieve, and who will it benefit? • Does the policy meet the different security needs of men, women, boys and girls? Are gender-based violence issues, such as domestic violence and human trafficking, being addressed? Is prevention included? • Is the emphasis on national or human security? • Is the policy in line with international, regional and national mandates on gender issues? • Is the policy meant to overcome gender inequalities or eliminate barriers? If so, should there be a gender equality objective? • Is gender-specific and gender-sensitive language included? • What do men and women, gender and women's CSOs and the Ministry of Women say about the issues and outcomes?
Step 2: Collect data	• How are stakeholders and different groups of women and men going to be consulted? • Do representative organizations truly reflect the voice of the men and women expected to benefit from the policy? If not, what is the strategy for reaching them? • What is the gender make-up of the people affected by the policy? • How can data and statistical information be collected by sex, ethnicity, disability, age, religion and sexual orientation? • What other information apart from sex-disaggregated data is needed to understand the issue? • What are the risks of early consultation – how are expectations and conflicting interests going to be managed?
Step 3: Develop options	• How does the recommendation or each option impact positively or negatively on women and men? • Do the recommendations or any of the options reinforce or challenge traditional or stereotyped perceptions of women and men? • Which option gives men and women real choice and an opportunity to achieve their full potential in society? • Is there a need to consider mitigation where there will be a negative impact on one group over another, and what action can be taken to reduce the impact or to create a more gender-balanced policy?
Step 4: Communicate	• What message needs to be communicated? • How will the message reach different groups of women and men? • Are separate approaches necessary? • How does the policy reflect the government's commitment to equality and is a specific message about equality to be included? • Have gender-sensitive language, symbols and examples been used in the materials communicating the policy? • How will you communicate with women and men who speak other languages or who are illiterate?
Step 5: Implement	• Will the policy or service be experienced or accessed differently by a woman or man, and will the difference be affected by ethnicity, disability, age, religion or sexual orientation? What arrangements are in place to reach those who may be excluded? • Can the service be delivered jointly – i.e. can other government departments or local, national and international organizations help deliver the service to the women and men targeted? • Do those implementing/delivering the policy or service represent the diversity of the community being served? Are women equally involved in implementation? • Have specific and sufficient resources (financial and human) been allocated to enable the achievement of gender equality objectives? • Are the implementers gender-responsive and aware of specific gender issues?

25 Adapted from: Women and Equality Unit, UK Department of Trade and Industry. National Committee for the Advancement of Women in Viet Nam, *Gender Mainstreaming Guidelines in National Policy Formulation and Implementation: towards gender equality in Viet Nam through gender-responsive national policy and planning*. Hanoi, 2004, pp. 47-48. http://vietnam.unfpa.org/documents/GenderMainstreamingGuidelinesInNationalPolicyFormulationAndImplementation.pdf

Steps	Questions to ask
Step 6: Monitor	• Do female and male beneficiaries participate equally in the monitoring process? • Do monitoring requirements include a measure for gender equality, and a measure for customer satisfaction, and do they reveal the extent to which the policy is successfully addressing the different needs of women and men? • How can external organizations representing different groups in the community help in monitoring the policy outcomes? • Are measures in place to initiate an investigation or to change the policy if it is not delivering either the equality objective defined at the outset of the project or equality of opportunity for women or men?
Step 7: Evaluate	• Is the policy promoting and delivering equality of opportunity for women and men? Have the objectives been met for women and men? • Did one group receive greater benefit than others – if so how will the imbalance be addressed? Were inputs allocated equitably? • What was the overall impact on the status and quality of life for women and men? • Did the process involve women and men? Did it seek out and value their views equally? • Is there a need for additional data collection and do targets and indicators need adjusting in the light of experience? • What lessons are there for improving future policies and services, who needs to be informed and how is the information to be presented?

As a result, women's organizations submitted recommendations to the NSDR including the permanent appointment of the Minister for Women on the National Security Council and representation of women on provincial and district-level security committees.[26]

Box 10.12 Advocacy for gender laws: Bosnia and Herzegovina

As a direct result of advocacy work on the part of women's organizations, the Bosnia and Herzegovina Gender Equality Law was passed in 2003.

The law defines equal rights for women and men in the private and public spheres, prohibits gender-based discrimination and criminalizes gender-based violence. The law is regarded as a model gender equality law throughout the world.

The drafting of the law was a largely domestic initiative, though it was financially supported by the Finnish Government. The Deputy Minister for Human Rights and Refugees and the two Gender Centres were closely involved in the drafting process.

Source: Kvinna till Kvinna, *To Make Room for Changes – Peace Strategies from Women Organisations in Bosnia and Herzegovina*, Kvinna till Kvinna, Stockholm, 2006, p39.

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26 Naraghi, Sanam and Camille Pampell Conaway, 'Security Sector Reform' in *Inclusive Security, Sustainable Peace: A Toolkit for Advocacy and Action*, International Alert, London, 2004, p.37.

CSOs can also:

- Advocate for the creation and implementation of gender policies and laws that address gender-based violence and discrimination (see Box 10.12);
- Build a coalition of CSOs working on gender and security issues (see Box 10.13) and jointly lobby policymakers together;
- Raise public awareness of the specific impact of security policy on women and girls through collaboration with the media;
- Organize public meetings bringing together policy makers and representatives from women's organizations in order to discuss security policies and women's security priorities;
- Collaborate with the ministries that focus on women and gender issues. Train them on security issues and create a joint campaign;
- Bring together female parliamentarians across party lines, train them on security sector oversight and how to integrate gender issues into security policy;
- Hold workshops or briefings on gender and security policy for members of key security and defence committees, including both men and women;
- Draft materials for policy makers that explain the importance of mainstreaming gender in security policy;
- Monitor the implementation of international, regional and national laws and mandates on the rights of women and gender equality.

Box 10.13 CSO coalitions on gender, peace and security issues

In order to effectively advocate for and monitor the implementation of policies on gender and security, CSOs around the world have joined together to form networks, working groups and umbrella organizations.

For example, the NGO Working Group on Women, Peace and Security is a coalition of eleven international and regional NGOs that successfully advocated for the passing of UN Security Council Resolution 1325 and now focuses on its implementation.

National coalitions on women, peace and security issues exist in Canada, Norway, Sweden and the UK. In Canada, the Committee on Women, Peace and Security includes parliamentarians, representatives from the Canadian government and civil society.

Source: Valasek, Kristin, *Securing Equality, Engendering Peace: a guide to policy and planning on women, peace and security (UN SCR 1325)*, UN INSTRAW, Santo Domingo, 2006, p.32.

Implement gender training

Developing institutional and personal capacity to act with gender sensitivity is one of the foundations of gender equality. Around the world, women's organizations and other CSOs have been providing gender training for members of the security sector and relevant oversight structures (executive, parliament, independent oversight bodies such as ombudspersons and watchdog institutions, including the media).

In Nepal, since 2003, a women's organization has provided training to around two hundred senior military officials on international human rights law and conventions relating to women's and children's rights. They created an interactive programme involving senior military personnel and villagers in order to highlight the impact of the military's harassment and violence and to promote the protection of civilians.[27]

The International Centre for Migration Policy Development, a European inter-governmental organization, has developed a training manual and curriculum on the trafficking of human beings for police, border guards and customs officials in the European Union. One of the goals of the project is to increase cooperation between the police, border personnel and NGOs both nationally and regionally. The initiative employs the same methods as a successful project that was implemented in South-Eastern Europe.[28]

Box 10.14 Gender training Toolkits

The *Gender and Security Sector Reform Toolkit* includes a specific tool on *Civil Society Oversight of the Security Sector and Gender* which gives more detailed information for CSOs. It also includes a specific tool on *Gender Training for Security Sector Personnel* that contains practical information on how to plan, prepare, implement and evaluate gender training. The toolkit is available online at http://www.dcaf.ch/gssrtoolkit

Other toolkits:

The *Toolkit for Working with Men and Boys to Prevent Gender-Based Violence* includes readings, case studies, handouts and exercises. Available online at http://toolkit.endabuse.org

The *Toolkit to Combat Trafficking in Persons* includes tools on international laws, assessment, protection, public education, monitoring and evaluation. Available online at http://www.unodc.org/pdf/Trafficking_toolkit_Oct06.pdf

The *Gender Resource Package for Peacekeeping Operations* includes background information and practical tools and highlights key gender issues. Available online at http://pbpu.unlb.org/pbpu/genderpack.aspx

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27 Naraghi, Sanam and Camille Pampell Conaway, 'Security Sector Reform' in *Inclusive Security, Sustainable Peace: A Toolkit for Advocacy and Action*, International Alert, London, 2004, p. 36.
28 International Centre for Migration Policy Development, 'Awareness Training on Trafficking in Human Beings for Police, Border Guards and Customs Officials in EU Member States, Accession and Candidate Countries and Development of a European Curriculum', *Conference Summary Report*, 2006, available online at http://www.icmpd.org/fileadmin/IIMS-documents/ICMPD/AGIS_POL/Seminar_Report_1st_seminar.pdf

In addition to giving gender training to security sector personnel, CSOs can provide the security sector with strategies, tools and mechanisms to develop gender capacity. Examples include:

- Developing a standard gender training curriculum;
- Lobbying for policies that mandate comprehensive gender training;
- Lobbying for and participating in the creation of gender guidelines, manuals and handbooks to serve aspractical resources for security sector personnel;
- Lobbying for the creation of a gender position or unit to co-ordinate, implement and monitor capacitybuildingon gender issues.

Box 10.15 Gender training tips

- Partner with women's organizations that have experience in gender training.
- Consider using a male trainer if the training participants are largely men. Preferably the trainer should be high-ranking or respected by the participants.
- Take into account the specific cultural and class background of the training participants.
- Make it personal. Show films. Read first hand accounts of violence. Bring in speakers.
- Be practical. Focus on how to integrate gender-sensitivity into daily work. Role-play. Hands-on small group exercises.
- Train men **and** women. Train everyone. Especially upper-level management.
- Monitor and evaluate the training. Change the curriculum based on the results.

Provide security sector oversight training

Women and women's organizations are often experts on security needs and have invaluable knowledge and experience on how to increase security at a community level. However, they are sometimes not well-versed in the language of security policy, or the decision-making structures of the security sector. In order to equip women to participate effectively in security sector reform and oversight, targeted training can be given to women on security sector oversight issues.

Potential training participants include:

- Female parliamentarians;
- Female staff from ministries of justice, defence and security;
- Staff from Ministries of Women's Affairs and other governmental gender machineries;
- Personnel from women's organizations;
- Female civil society leaders.

Though each training should be tailored to the specific participants, training can include an introduction to security sector oversight terminology and basic theory; security sector policies; international gender and security agreements; security sector institutions, their mandates and decision-making processes; gender issues, security sector oversight and reform issues; effective lobbying skills; gender impact assessments; and budget analysis skills (see chapter eight of this handbook for more information).

Box 10.16 Training women's organizations on peace and security issues

In 2004, International Alert and the Initiative for Inclusive Security, two CSOs working at the international level, jointly created a toolkit entitled *Inclusive Security, Sustainable Peace: A Toolkit for Advocacy and Action*. According to International Alert, it is a resource for peace activists, advocates and practitioners in conflict-affected and post-conflict countries, and for policy makers and staff of major multilateral institutions, donor countries and international NGOs.

The Toolkit includes an introduction to conflict prevention, resolution and reconstruction; security issues (including security sector reform); justice, governance and civil society; and protecting vulnerable groups. Each section includes an introduction to the topic, reasons why women should be involved, and examples and suggestions for how women peace-builders can take strategic action. Trainings based on the Toolkit have been held in Afghanistan, Colombia, Nepal and Southern Sudan.

Source: International Alert and Women Waging Peace, *Inclusive Security, Sustainable Peace: A Toolkit for Advocacy and Action*, International Alert, London, 2004, available online at http://www.international-alert.org/our_work/themes/gender_training.php

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Raise awareness on gender and security issues

As discussions on security are often void of references to women or gender, CSOs can take the initiative to increase awareness of gender issues.

On October 31, the anniversary of the adoption of UN SCR 1325, awareness-raising events on gender, peace and security issues take place around the world. In 2006, for example, they included a peace vigil in Fiji, an open session of the UN Security Council in New York, a conference on women, peace and security policy in San Diego, California, a panel discussion on women in UN peacekeeping missions in New York, and a 1325 broadcast campaign in Burundi, Liberia, Philippines and Uganda.[29]

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29 PeaceWomen, *October 2006: Women, Peace and Security Events*, http://peacewomen.org/un/6thAnniversary/Oct06calendar.html

Other examples of actions include:

- Creating public awareness through media initiatives;
- Training journalists on gender and security issues;
- Hosting workshops on gender and SSR and oversight by bringing together policy makers, academics and civil society representatives;
- Holding roundtable events, seminars or town hall meetings bringing together civilians and security sector personnel to discuss gender and security issues and build trust;
- Initiating campaigns on gender and security issues;
- Sponsoring and distributing research on gender and security sector oversight issues.

Box 10.17 16 Days of Activism Against Gender Violence

This international campaign originated in 1991 and takes place annually between the 25th of November (International Day for the Elimination of Violence Against Women) and the 10th of December (International Human Rights Day). One of the goals of the campaign is to raise awareness about gender-based violence at the local, national, regional and international level.

Actions taken in 2006 included:
- An international conference on domestic violence in Yerevan, Armenia;
- A musical theatre production on violence against women in Germany;
- A silent witness exhibit to remember and raise awareness of women killed as a result of domestic violence in Hungary;
- Roundtable discussions at universities and street performances in Serbia;
- A television programme on the draft law on domestic violence and a film on domestic violence in Tajikistan;
- In the UK, 130,000 white ribbons 2,000 posters and 50 large banners were distributed as part of the White Ribbon Campaign, a global movement of men to reduce men's violence against women.

Source: Center for Women's Global Leadership,,, *2006 International Calendar of Campaign Activities*, 2006, http://www.cwgl.rutgers.edu/16days/kit06/europe.html

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Increase the participation of women

CSOs can take an active role in demanding policies and practices that increase the participation of women within security sector institutions and security sector reform processes.

One example of a dramatic increase of female representation is the 1995 *New Workplace for Women* project which was implemented in the Tucson Police Department in the United States. After two years the percentage of female recruits to the academy jumped from 10 to 25 percent, and female recruits were retained at comparable rates to their male counterparts.[30]

Initiatives implemented as part of the project included:

- Workplace environment assessment and an anonymous climate survey addressing sexual harassment;
- Active recruitment of women including a Women and Policing Career Fair (with media coverage), fliers, posters and brochures featuring female police and the creation of a targeted recruitment list;
- Replacing the board interview with a critical incident interactive video and involving women officers in the selection process;
- Zero-tolerance policy on sexual harassment;
- Mandatory police-specific 8-hour training on sexual harassment;
- Changes in standard operating procedures including uniforms and equipment in smaller sizes and adjustment of the training regime.

More generally, CSOs can lobby for:

- Reform of human resources policy to increase the recruitment, retention and advancement of women such as targeted recruitment; ensuring affordable childcare; creating flexible working hours; and guaranteeing the right to maternity leave;
- Affirmative action measures including quotas, women's leadership programmes and increased appointment of women to high-level positions;
- Women's right to serve in all ranks and positions, including combat roles;
- The right for gay men and lesbian women to serve in all ranks and positions.

CSOs can also take action through:

- Including female security experts in round-table discussions, conferences, publications and other activities;
- Encouraging female students to enter into the field of security;
- Providing information to female students on university security programmes;

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30 Polisar, Chief Joseph and Donna Milgram, 'Recruiting, Integrating and Retaining Women Police Officers: Strategies That Work' in *The Police Chief Magazine*, October 1998.

- Lobbying to include gender modules in existing university programmes on security;
- Setting up scholarships for women;
- Setting up internship programmes for female students within security institutions;
- Hosting informational meetings on employment within the field of security;
- Security-focused CSOs can actively recruit female interns and employees in their own organizations.

Address discrimination and gender-based violence

In order to ensure that the security sector is a non-discriminatory employer and that it is taking strides to prevent, address and penalize violence against women as well as men, CSOs can lobby for mechanisms to specifically address discrimination and gender-based violence.

> **Box 10.18 Women's police stations**
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> In many countries around the world, including Bangladesh, Brazil, India and Thailand, steps have been taken to create special police stations or desks for women. They have been created in response to the failings of police to professionally handle cases of violence against women.
>
> Women's police stations and police desks usually have a separate reception so that victims can give statements in private to female police officers who have been given specialized training on violence against women. New rules and procedures are often implemented hand-in-hand with the stations and desks in order to expedite the investigation and ensure the victim's safety and well being.
>
> Source: UNIFEM, *Not a Minute More: Ending Violence Against Women*, UNIFEM, New York, 2003, available online at http://www.unifem.org/attachments/products/312_book_complete_eng.pdf

Additionally, CSOs can lobby for:

- A zero-tolerance policy on discrimination, harassment and gender-based violence;
- Mandatory sexual harassment prevention training;
- Funding, procedures, staff and resources (such as a telephone hotline) to address internal reports of discrimination, harassment and gender-based violence;
- Discrimination, sexual harassment and violence focal points;
- Funding, procedures, staff and resources for the police and criminal justice system to effectively prevent, respond to and penalize gender-based violence in society;
- Mandatory training on procedures and responses to gender-based violence including domestic violence and human trafficking.

Box 10.19 Institutional measures to improve the security of women and girls in prison

States should ensure that women and girls in detention are protected from violence. Measures include:
(a) drafting and implementation of policies and processes to prevent, investigate and punish any physical, sexual or psychological violence whether committed by other prisoners or by prison staff;
(b) dissemination of procedures for reporting violence committed by other prisoners or prison staff;
(c) protection from intimidation and retaliation for those who report violence committed by other prisoners or prison staff;
(d) training for prison staff that incorporates sensitisation to the vulnerability of women prisoners to abuse by other prisoners or prison staff and the policies and procedures for preventing and responding to abuse;
(e) separation of male and female prisoners, in accordance with Rule 8(a) of the UN Standard Minimum Rules on the Treatment of Prisoners;
(f) separation of juvenile detainees from the adult prison population, in accordance with Rule 8(d) of the UN Standard Minimum Rules on the Treatment of Prisoners;
(g) supervision of women and girl prisoners only by women prison guards, in accordance with Rule 53 of the UN Standard Minimum Rules on the Treatment of Prisoners.

In the case of previously abused women and girl prisoners States should ensure:
(a) accessibility of appropriately qualified personnel for any prisoner with problems arising from previous physical, sexual, or psychological abuse;
(b) training for prison staff that incorporates sensitisation to issues that may arise from a prisoner's history of physical, sexual, or psychological abuse and the facilities the prison offers;
(c) full consultation with regard to who may visit them.

States should ensure that women and girls who are victims of violence and women and girls at risk of violence are not denied their liberty, they must be provided with the option of genuine protection in a location that does not put them at further risk of violence.

Source: Quaker United Nations Office, 2005, *Submission to the Study of the Secretary-General of the United Nations on Violence against Women: Violence against women and girls in prison*, Quaker United Nations Office, Geneva.

After exploring the *Dos* of gender work, it is equally important to pay attention to typical weaknesses. The most important *Don'ts* of gender work are:

- 'Gender' does not equal 'women.' And vice versa. Don't assume that a woman, simply because she is a woman, will be knowledgeable or interested in gender issues. Women need gender training too.

- Don't assume that a two-hour gender sensitivity training will create gender equality. Trainings need to be in-depth, with refresher courses and adequate monitoring and evaluation and must go hand-in-hand with policy and structural changes.

- Avoid gender stereotypes and biological assumptions. Women are not *naturally* more peaceful than men. Nor are men *naturally* violent.

- Avoid the phrase 'women and children' at all costs. Women are not simply victims to be lumped into the same category as the elderly or children.

- Don't just work with women. Creating gender equality means working with men, for example to prevent violence against women or raise awareness of social gender roles.

- Don't stop working with women in order to focus on gender mainstreaming. Projects specifically focused on women are also key to creating gender equality.

Conclusion

Making the commitment to go beyond lip-service and actually take gender issues into account in security sector oversight requires political will and resources. However, as outlined at the beginning of this chapter, the benefits are many. Civil society organizations themselves, security sector institutions and the general population stand to gain from an increased understanding of gender issues, including a reduction in gender-based violence.

There are many different initiatives that can be undertaken by civil society organizations to ensure that their work is gender-responsive, ranging from inviting a female security expert to a roundtable discussion on security sector oversight to conducting a gender impact assessment of a proposed national security policy. Through acting upon an understanding that gender issues are not an add-on but a key part of comprehensive oversight, concrete steps can be taken to create a truly democratic and accountable security sector.

What you can do as a CSO

Research and document gender issues

- ✓ Conduct a gender audit or assessment of a security sector institution or an SSR process
- ✓ Implement a gender budget analysis of the security sector or an individual institution
- ✓ Compile lessons learned and good practices on gender and security issues, including responding to gender-based violence
- ✓ Integrate gender issues into security sector research, for instance by disaggregating data by age, sex and ethnicity and establishing diverse survey samples

Gender your own organization

- ✓ Seek to build capacity on gender issues, including gender training and employing staff with gender expertise
- ✓ Conduct a gender audit of your organization

Advocate for gender-responsive security policies

- ✓ Conduct a gender impact assessment of proposed or existing security policies
- ✓ Highlight relevant gender issues during security policy reviews or consultation processes. Advocate for the inclusion of women's organizations in these processes
- ✓ Build a coalition of CSOs working on gender and security issues and jointly lobby policy makers
- ✓ Hold workshops or briefings for security policy makers on gender issues
- ✓ Build public opinion on the need to integrate gender issues in security policies through collaboration with the media

Provide gender training

- ✓ Implement gender training for security sector oversight bodies and personnel from security sector institutions
- ✓ Provide SSR training for female parliamentarians, women's organizations, female governmental staff and female civil society leaders

Raise awareness on gender and security issues

- ✓ Train journalists on gender and security issues
- ✓ Host workshops, roundtables, seminars or town hall meetings to bring together civilians and security sector personnel to discuss gender and security issues
- ✓ Initiate campaigns on gender and security issues, such as gun violence by young men

Increase the participation of women

- ✓ Lobby for the reform of security sector institution human resource policies and practices to increase the recruitment, retention and advancement of women
- ✓ Collaborate with women's organizations
- ✓ Actively recruit female staff and interns to work on security issues
- ✓ Include female security experts in events that you organize
- ✓ Encourage female students to enter the field of security

Address discrimination and gender-based violence

- ✓ Lobby for zero-tolerance policies on discrimination, harassment and gender-based violence within the security sector
- ✓ Advocate for specific measures to prevent and respond to gender-based violence, such as women's police stations
- ✓ Assist in providing training on gender-based violence for security sector personnel