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# GENDER AND SECURITY SECTOR REFORM TOOLKIT

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# GENDER AND SECURITY SECTOR REFORM TOOLKIT

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**Cover photo:** Myanmar immigration officials read handouts on safe migration at IOM X's "Make Migration Work" launch in Nay Pyi Taw, Myanmar on May 7, 2018. (Credit: IOM X)

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# ACRONYMS

C4J	USAID/Indonesia Changes for Justice Project
CJSSP	USAID/Dominican Republic Criminal Justice Sector Strengthened Project
CORE	USAID/Sri Lanka Coherent, Open, Responsive, and Effective Justice Program
CSO	civil society organizations
CTIP	counter-trafficking in persons
DCAF	Geneva Centre for the Democratic Control of Armed Forces
DCHA	USAID Bureau of Democracy, Conflict, and Humanitarian Assistance
DDR	disarmament, demobilization, and reintegration
DOD	United States Department of Defense
DOS	United States Department of State
EPJP	Enhanced Palestinian Justice Program
ESF	Economic Support Funds
FGS	Federal Government of Somalia
GBV	gender-based violence
HICD	Human and Institutional Capacity Development
IAWP	International Association of Women Police
ICOC	International Code of Conduct (for private security companies)
INL	U.S. Department of State Bureau of International Narcotics and Law Enforcement Affairs
INSTRAW	United Nations International Research and Training Institute for the Advancement of Women
ISSAF	Interagency Security Sector Assessment Framework
LGBTI	lesbian, gay, bisexual, transgender, and intersex
NAP	U.S. National Action Plan on Women, Peace, and Security
NATO	North Atlantic Treaty Organization
NGO	nongovernmental organizations
NRM	national referral mechanism



OSCE	Organization for Security and Cooperation in Europe
PSC	private security (military) company
SOW	scope of work
SSG	security sector governance
SSG	USAID Strengthening Somali Governance project
SSR	security sector reform
TIP	trafficking in persons
TOT	training of trainers
UN	United Nations
USAID	United States Agency for International Development
USG	United States government
WHO	World Health Organization
WPS	Women, Peace, and Security

# EXECUTIVE SUMMARY

The 2030 Agenda for Sustainable Development recognizes that

Good governance of the security sector and “leaving no one behind” mean that the security needs of *all* are taken into account and *all* must have access to justice. *Measures to ensure gender equality* are integral to effective rule of law, ensuring access to justice for all and institutions being effective, accountable and inclusive. In all contexts globally, women and girls are affected by insecurity, harmful practices, violence and conflict.<sup>1</sup>

To achieve this, the security sector, which is composed of a wide range of military, maritime security, police, court, legal, prison, and parliamentary and civilian oversight institutions, must ensure the inclusion of women and girls in security institutions and their agency in decision-making as well as ensure their services are benefitting women and girls equally to men and boys. The integration of a gender perspective into justice and security sectors is also obligated by UN Security Council Resolution 1325 and numerous other international legal frameworks and commitments.<sup>2</sup>

Security sector reform (SSR, see text box) aims to improve the effectiveness of security institutions, increase civilian oversight of security forces, promote demilitarization and peacebuilding, and strengthen rule of law, with the objective to achieve good security sector governance (SSG). In order to meet the differing security needs of men, women, and boys, the integration of gender approaches into SSR is a prerequisite to increasing the effectiveness and accountability of security institutions to benefit all members of society.

Gender is the way in which cultural and social norms — which are fluid and can change by context, country, and time — influence what it means to be a man, woman, boy, or girl in any given society.

Security sector reform is a process aimed at ensuring that security and justice providers:

1. Deliver effective and efficient security and justice services that meet people’s needs
2. Are accountable to the state and its people
3. Operate within a framework of democratic governance, without discrimination and with full respect for human rights and the rule of law




— GENEVA CENTRE FOR THE  
DEMOCRATIC CONTROL OF  
ARMED FORCES

<sup>1</sup> DCAF, OSCE/ODHIR, UN Women, *Policy Brief* <https://www2.osce.org/files/f/documents/b/e/447073.pdf>

<sup>2</sup> [https://www.dcaf.ch/sites/default/files/publications/documents/GSToolkit\\_Tool-1%20EN%20FINAL\\_2.pdf](https://www.dcaf.ch/sites/default/files/publications/documents/GSToolkit_Tool-1%20EN%20FINAL_2.pdf)

Over the past two decades, distinct approaches to SSR have emerged to address the evolving international security environment. Within the SSR field, gender issues are recognized as key to enhancing local ownership; ensuring good governance, accountability, and respect for human rights; and providing effective service delivery. Simply put, mainstreaming specific issues related to men, boys, women, and girls in SSR programming, along with increased women’s participation in security institutions, is necessary for ensuring equal opportunity to participate in, and benefit from, the security sector.

**EXHIBIT I. RATIONALE FOR GENDER CONSIDERATIONS IN SSR**

<b>WHY INTEGRATE GENDER CONSIDERATIONS IN SECURITY SECTOR REFORM?</b>	
 <p><b>Benefits for Institutional Effectiveness:</b> <i>Improved Service Delivery and Trust</i></p>	<p>Institutions improve service delivery through workforce diversification where women bring additional skills and perspectives.</p> <hr/> <p>Institutions receive increased public legitimacy and trust by being representative of the populations they serve.</p>
 <p><b>Benefits for Men and Boys:</b> <i>Improved Opportunities and Ability to Address Violence</i></p>	<p>With a better understanding of gender dynamics within the security sector, institutions strengthen their responses to gender-based violence against men and boys.</p> <hr/> <p>Approaches to preventing and responding to youth violence will be more effective.</p> <hr/> <p>With improved awareness, men and boys can become better allies and champions of increased gender awareness and empowers of women. They can act on the unique risks faced by women and girls and promote gender rights more fully.</p>
 <p><b>Benefits for Women:</b> <i>Improved Ability to Address Women’s Issues and Decreased Discrimination</i></p>	<p>Inclusion of more women in security sector institutions can help to create a safer space for women to seek assistance.</p> <hr/> <p>Through gender mainstreaming in recruitment and policies, there is less sex discrimination and harassment of women employed in the security sector.</p> <hr/> <p>Employment opportunities offer women the means to equal access to participate in the security sector and provide for themselves and their families.</p>

USAID has implemented numerous SSR programs, ranging from rule of law, institutional capacity building, disarmament, demobilization, and reintegration (DDR); to civilian oversight mechanisms; to community policing. Through this experience, USAID identified key lessons learned on gender considerations in designing SSR programs:

- Gender is inclusive of men, women, boys, and girls.
- All members of a gender do not necessarily think the same way, so understanding the broader context influencing an individual or group is important.
- Women are not always or only the victims.

- Cultural norms, experiences, and perceptions can create obstacles to mainstreaming gender, but certain tactics can help to overcome those obstacles.
- Political will and senior male leadership can make or break reforms.
- Donor support can help to ensure the right resources are available to appropriately incorporate gender considerations.
- Violence against women and girls frequently happens behind closed doors, including in their homes, so there may not be witnesses or the police may not want to get involved in “family matters.”
- Predatory security forces can be part of the security problem.

As with leading gender and security sector assessments, one does not need to be a security sector expert or a gender expert to lead a thoughtful SSR program design that incorporates gender considerations. This toolkit provides individuals assessing, designing, and managing SSR programs with a roadmap for incorporating gender considerations. It includes an introduction to the relationship between SSR and gender, presentation of key gender issues within the sector, and practical how-to steps for integrating gender analysis and considerations into programming. Specifically, this toolkit covers:

- [Assessment](#)
- [Design and implementation](#)
  - *Crosscutting SSR programs*, encompassing national security policy, human resource reform, human rights considerations, training, DDR, military integration, and trafficking in persons
  - *Institution-specific issues and reforms*, including defense, private military/security, police, justice, penal system, intelligence, and oversight mechanisms
- [Monitoring, evaluation, and learning](#)

A concise roadmap capturing overarching principles and approaches, the toolkit draws upon many resources such as DCAF’s Gender and Security Toolkit. These resources are footnoted as appropriate and are noted as well in [Annex A - Resources, Guides, and Tools](#).

## SECTION I

# OVERVIEW

This toolkit provides individuals assessing, designing, and managing security sector reform (SSR) programs with a roadmap for incorporating gender considerations in their work. Over the past two decades, SSR approaches have changed to address the evolving international security environment. Within the SSR field, consideration of the issues impacting men and women differently (see text box) is recognized as key to ensuring good governance, accountability, respect for human rights, and effective service delivery. In essence, mainstreaming specific issues of men, boys, women, and girls in SSR programming — along with increasing women’s participation in security institutions — is necessary for successful security sector reform.

### DIFFERING IMPACT OF SSR AMONG MEN AND WOMEN

Considering gender in the security sector means examining the different ways in which men and women participate in, and benefit from, the security sector. For example, gender roles impact not only how different groups experience violence, but also what they need from SSR and how they participate in it. Notably, men have strong participation in the security sector and obtain the benefit of additional protection, but they also suffer from less visible security threats. At the same time, women tend to participate in the security sector as beneficiaries, victims, or while engaging in oversight mechanisms.

### WHAT IS SSR?

The security sector includes a wide array of state and non-state institutions that play a role in the security of the state and its people. These include state security and justice agencies, government security management and oversight bodies, civil society, and non-state providers of justice and security. The text box lists types of security sector actors.

### SECURITY SECTOR ACTORS

- **State security providers:** Military forces, civilian police, specialized police units, formed police units, presidential guards, intelligence services, coast guards, border patrols, customs authorities, highway police, reserve or local security units, civil defense units, national guards and government militias, corrections officers
- **Rule of law institutions:** Legal advisor services, prosecutors, courts and judges, prisons, truth and reconciliation commissions, transitional justice agencies, traditional justice institutions
- **Government security management and oversight bodies:** Office of the executive; national security advisory bodies; ministries of defense, public administration, finance, interior, justice, and foreign affairs; the judiciary; financial management bodies; the penal system; the legislature; local government authorities; institutional professional standards authorities auditing bodies; official public complaints commissions
- **Civil society:** Professional organizations, civilian review boards, policy analysis organizations, advocacy groups, human rights commissions and ombudsmen, nongovernmental organizations (NGOs), media
- **Non-state providers of justice and security:** Liberation armies, guerrilla armies, private security companies, informal or traditional justice systems, community watch groups

As defined by the U.S. government, SSR is:

“The set of policies, plans, programs, and activities that a government undertakes to improve the way it provides safety, security, and justice. The overall objective is to provide these services in a way that promotes an effective and legitimate public service that is transparent, accountable to civilian authority, responsive to the needs of the public and in accordance to human rights and rule of law. From a donor perspective, SSR is an umbrella term that might include integrated activities in support of: defense and armed forces reform; civilian management and oversight; justice; police; corrections; intelligence reform; national security planning and strategy support; border management; disarmament, demobilization and reintegration (DDR); and/or reduction of armed violence.”<sup>3</sup>

SSR programming must include a focus on security sector governance (SSG), which the U.S. government defines as:

“The transparent, accountable, and legitimate management and oversight of security policy and practice. Fundamental to all SSR engagement is the recognition that good governance – the effective, equitable, responsive, transparent, and accountable management of public affairs and resources – and the rule of law are essential to an effective security sector. Democratic and effective security sector governance expands the concept of civilian “control” to include administration, management, fiscal responsibility, policy formulation, and service delivery.”<sup>4</sup>

## WHAT IS GENDER?

Gender is the way in which cultural and social norms influence what it means to be a man, woman, boy, or girl in any given society. This concept is fluid and changes by context, country, and time. For example, in the security sector, gender roles impact not only how different groups experience violence, but also what they need from, and how they participate in, security sector reform. USAID has a Gender Integration in Democracy, Human Rights, and Governance (DRG) Programming Toolkit to help officers understand the importance of gender analysis and how gender norms influence the ways different groups participate in, and benefit from, development programming.<sup>5</sup> It states:

Gender analysis is a foundation of “thinking and working politically” and supporting our colleagues to do so. Gender analysis reveals how gender-based power—both privilege and domination and marginalization and subordination—is socially constructed and, as such, can be changed or even wholly transformed. From country-level to activity-level, gender analysis illuminates how political

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<sup>3</sup> USAID, U.S. Department of Defense, and U.S. Department of State, *Security Sector Reform Guidance* <https://2009-2017.state.gov/documents/organization/115810.pdf>

<sup>4</sup> Ibid.

<sup>5</sup> USAID’s Gender Integration in Democracy, Human Rights, and Governance Programming Toolkit <https://www.usaid.gov/sites/default/files/documents/2496/Gender%20Toolkit.pdf>

actors and other stakeholders exercise power in gendered ways and which stakeholders are disempowered by dominant gender norms and gender relations among stakeholders. Gender analysis of legal and policy frameworks, state institutions, influential faith and cultural institutions, and civil society organizations helps to identify areas for reform and opportunities to support coalition-building, dialogue, and organizing.<sup>6</sup>

USAID has taken specific steps to advance gender equality and women's and girl's empowerment throughout its work (e.g., see text box below). Important definitions discussed in the Gender Integration in DRG Toolkit are:

#### USAID GENDER REQUIREMENTS

USAID's ADS 205 — Integrating Gender Equality and Female Empowerment in USAID's Program Cycle — makes gender analysis one of only two mandatory analyses for integration into strategic planning, project design and approval, procurement processes, and measurement and evaluation.

- **Gender** is the socially defined set of roles, rights, responsibilities, entitlements, and obligations associated with being women and men in societies. The social definition of what it means to be feminine or masculine, and sanctions for not adhering to those expectations, vary among cultures and change over time. These elements often intersect with other factors such as age, class, caste, (dis)ability, ethnicity, race, religion, and sexual orientation. The concept of gender also includes the expectations held about the characteristics, aptitudes, and likely behaviors of both women and men.
- **Gender equality** concerns fundamental social transformation, working with men and boys, women and girls, to bring about changes in attitudes, behaviors, roles and responsibilities at home, in the workplace, and in the community. Genuine equality means expanding freedoms and improving overall quality of life so that equality is achieved without sacrificing gains for males or females..
- **Gender integration** involves identifying, and then addressing, gender inequalities during strategy and project design, implementation, and monitoring and evaluation. Since the roles and power relations between men and women affect how an activity is implemented, it is essential that project managers address these issues on an ongoing basis.
- **Gender-based violence** refers to any act or threat that inflicts physical, sexual, or psychological harm on a person because of her/his gender or perceived gender. GBV both reflects and reinforces inequities between men and women. It includes physical, sexual, and psychological abuse; threats; coercion; arbitrary deprivation of liberty; and economic deprivation — whether occurring in public or private life. This can include female infanticide, child sexual abuse, sex trafficking, forced labor, sex-

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<sup>6</sup> Ibid, pg. 7

selective war crimes, and harmful traditional practices such as early and forced marriage and ‘honor killings’.<sup>8</sup>

Women, girls, men, and boys have different security concerns, interact with SSR institutions in different ways, and are impacted by insecurity in varying ways. For example, women and men can both be impacted by certain cultural norms to demonstrate masculinity and femininity, which influences how they interact with the security sector. Mainstreaming gender considerations into existing processes and analysis and achieving the equal participation of men and women in the security sector can increase society’s ability to ensure full rights of women and girls. This can minimize gender disparities in access to, and benefits from, the security sector.

## **GENDER INTEGRATION EFFORTS**

One of the U.S. government’s earlier efforts to integrate gender considerations within its own institutions, including security sector institutions, was the U.S. National Action Plan on Women, Peace, and Security (NAP),<sup>9</sup> originally issued in 2011 and revised in 2016. The NAP sought to advance the U.S. government’s implementation of United Nations Security Council Resolution 1325,<sup>10</sup> the international legal framework for addressing the disproportionate impact of conflict on women and the vital role women play in conflict prevention, peacebuilding, and reconstruction. UNSCR 1325’s five objectives describe how the U.S. government will support reforms incorporating the perspectives of women and girls:

- **National integration and institutionalization.** Through interagency coordination, policy development, professional training and education, and evaluation, the U.S. government will institutionalize a gender-responsive approach to its diplomatic, development, and defense-related work in conflict-affected environments.
- **Participation in peace processes and decision-making.** The U.S. government will improve the prospects for inclusive, just, and sustainable peace by promoting and strengthening women’s rights and effective leadership and substantive participation in peace processes, conflict prevention, peacebuilding, transitional processes, and decision-making institutions in conflict-affected environments.
- **Protection from violence.** The U.S. government will strengthen its efforts to prevent and protect women and children from harm, exploitation, discrimination, and abuse, including gender-based violence (GBV) and trafficking in persons, and to hold perpetrators accountable in conflict-affected environments.

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<sup>8</sup> *United States Strategy to Prevent and Respond to Gender-Based Violence*  
[http://pdf.usaid.gov/pdf\\_docs/PDACT888.pdf](http://pdf.usaid.gov/pdf_docs/PDACT888.pdf)

<sup>9</sup> U.S. Government *National Action Plan on Women, Peace, and Security*  
<https://www.usaid.gov/sites/default/files/documents/1868/National%20Action%20Plan%20on%20Women%20Peace%20and%20Security.pdf>

<sup>10</sup> United Nations Security Council Resolution 1325  
[http://www.un.org/en/ga/search/view\\_doc.asp?symbol=S/RES/1325\(2000\)](http://www.un.org/en/ga/search/view_doc.asp?symbol=S/RES/1325(2000))



- **Conflict prevention.** The U.S. government will promote women’s roles in preventing conflict, mass atrocities, and violent extremism. This includes improving conflict early warning and response systems by integrating gender perspectives and investing in women’s and girls’ health, education, and economic opportunity to create conditions for stability and lasting peace.
- **Access to relief and recovery.** The U.S. government will respond to the distinct needs of women and girls in both natural and conflict-affected disasters and crises, including by providing safe, equitable access to humanitarian assistance.

The global adoption and implementation of the Sustainable Development Goals (SDGs) also highlighted the need for SSR and the overlap and interdependence of security, development and human rights. The aim of SDG 16 is to “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.”, and is a recognition that good governance of security and justice institutions are key to development and peacebuilding.<sup>11</sup>

In 2017, the importance of women to the nation and globe's peace and security was codified in the Women, Peace, and Security (WPS) Act of 2017,<sup>12</sup> followed by the 2019 U.S. Strategy on WPS.<sup>13</sup> Both efforts aim to promote the meaningful inclusion of women in processes to prevent, mitigate, resolve, and recover from deadly conflict or disaster. Overall goals of the WPS include:

- Women are more prepared and increasingly able to participate in efforts that promote stable and lasting peace;
- Women and girls are safer, better protected, and have equal access to government and private assistance programs, including from the United States, international partners, and host nations; and
- The United States and partner governments have improved institutionalization and capacity to ensure WPS efforts are sustainable and long-lasting.

The WPS built upon the previous interagency approach established by Executive Order 13595 for the implementation of the NAP, and required the Department of Defense (DOD),<sup>14</sup> Department of State (DOS),<sup>15</sup> and USAID<sup>16</sup> to develop their own

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<sup>11</sup> United Nations <https://sdgs.un.org/goals/goal16>

<sup>12</sup> Women, Peace, and Security Act of 2017 <https://www.congress.gov/115/plaws/publ68/PLAW-115publ68.pdf>

<sup>13</sup> U.S. Strategy on Women, Peace, and Security <https://www.whitehouse.gov/wp-content/uploads/2019/06/WPS-Strategy-FINAL-PDF-6.11.19.pdf>

<sup>14</sup> U.S. Department of Defense *Women, Peace, and Security Strategic Framework and Implementation Plan* [https://media.defense.gov/2020/Jun/11/2002314428/-1/-/1/1/WOMEN\\_PEACE\\_SECURITY\\_STRATEGIC\\_FRAMEWORK\\_IMPLEMENTATION\\_PLAN.PDF](https://media.defense.gov/2020/Jun/11/2002314428/-1/-/1/1/WOMEN_PEACE_SECURITY_STRATEGIC_FRAMEWORK_IMPLEMENTATION_PLAN.PDF)

<sup>15</sup> United States Department of State *Plan to Implement the U.S. Strategy on Women, Peace and Security* [https://www.state.gov/wp-content/uploads/2020/06/20-01943-SGWI\\_v11\\_forWeb\\_Bookmarks508.pdf](https://www.state.gov/wp-content/uploads/2020/06/20-01943-SGWI_v11_forWeb_Bookmarks508.pdf)

departmental implementation plans on women, peace, and security. The plans must specify actions to empower women as equal partners in preventing conflict and building peace and increase the protection of women and girls in situations of conflict and insecurity.

## **WHY IS GENDER IMPORTANT FOR SSR?**

An effective security sector provides security services to all members of society. Because of the different roles and responsibilities men and women have in society, what they need from the security sector is going to be different. Therefore, analysis and design of the security sector must take these perspectives into consideration. Beyond the need to follow the mandates of international and national laws and policies to incorporate gender, the evidence shows integrating gender issues improves the types and quality of responses to citizens.

## **IMPROVED EFFECTIVENESS AND TYPES OF SERVICE DELIVERY**

Integration of gender issues strengthens the quality and types of service delivery of security institutions, making them more inclusive, non-discriminatory, representative, and more likely to serve all citizens appropriately. For example, incorporating young men's perspectives can assist security forces to better understand the perspectives of the individuals they are trying to protect, and create policies and procedures that effectively address the security concerns of this demographic. Women bring certain additional skills to the security workforce that benefit the broader population. For example, female peacekeepers can conduct operational tasks that men are forbidden to do in certain cultures, such as searching and screening women and female ex-combatants. Women may be able to more easily provide support to female GBV survivors.

Having diverse perspectives in the workforce and incorporating gender considerations can also improve the types and methods of services (see text box), recognizing women and other marginalized groups may require a different model of delivery. For example, on-line services may make it easier for women to access them in places where women's movement is restricted, or childcare inhibits their ability to travel. Incorporating these viewpoints led to the creation of specialized courts co-located with centers for sexual and domestic violence survivors to increase women's access to justice.

### **INTEGRATED CRIMINAL COURT IN GUATEMALA**

In Guatemala, USAID supported the development of specialized integrated 24-hour courts that include a criminal court, public defense office, police substation, and forensic clinic to address cases related to violence against women, exploitation, sexual violence, and human trafficking. Staffed by prosecutors, psychologists, doctors, and lawyers, the integrated court system ensures citizens receive the assistance they need. Further, it strengthens criminal investigation by using scientific evidence.

<sup>16</sup> USAID's *Women, Peace, and Security Implementation Plan*  
<https://www.usaid.gov/sites/default/files/documents/1866/2020-USAID-Women-Peace-and-Security-Implementation-Plan.pdf>

## **IMPROVED LEGITIMACY AND TRUST IN THE SECURITY SECTOR**

Gender integration strengthens local ownership to enhance the legitimacy and trust in the security sector by ensuring viewpoints of the whole community are represented. Women's voices are important for shaping policy, but also their actions are key for security – they can be part of security solutions as well as problems. As part of the solutions, it is understood that women exercise strong influence within their families and communities and can help bring credibility to and improve public perception of security institutions, as well as advocate and monitor for more transparent policies. On the other hand, women can also be part of the problem as they can participate in armed or criminal activities, encourage others to participate, or fail to report incidents to security actors.

While understanding the local dynamic is important for effective security operations, gaining trust and confidence is essential. If the local population does not believe security forces represent their interests, they may withhold or even obstruct information, making it more difficult to succeed. Trust can be greatly improved by increasing gender awareness in oversight bodies, including security institutions, as well as the executive, parliament, judiciary, and ombudspersons.

## **STRENGTHENED PEACE AND STABILITY**

The security sector is essential for demonstrating state control over legitimate use of force, providing the security needed for peace and stability, and responding to the needs of all citizens during conflict or peacetime. Multiple types of stakeholders take part in conflict dynamics relating to security, and their specific needs for contributing to the restoration of peace should be considered. For example, men, women, boys, and girls who fought in a conflict or contributed to one side need a post-conflict path forward. However, the role of women and girls as combatants is often overlooked in disarmament, demobilization, and reintegration (DDR) programs or efforts to integrate security forces. If they are engaged, they can help ensure agreements made or approaches to peace are reinforced across communities.

## **DISRUPTS TRANSNATIONAL CRIMINAL AND VIOLENT EXTREMIST NETWORKS**

Women and men have had different roles in relation to criminal and violent extremist (VE) networks, whether being a direct participant, playing a supporting role, or finding themselves a victim. Understanding their roles can assist with the design of better approaches to targeting those involved and to protecting victims. For example, USAID countering VE research notes women's active participation in VE organizations in combat operations, and as recruiters, mobilizers, and propagandists. Understanding the gender-specific push and pull factors is needed to effectively address them.<sup>17</sup> Similarly, as noted by the U.S. Department of State's Bureau of International Narcotics and Law

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<sup>17</sup> USAID Research Brief, *People, Not Pawns: Women's Participation in Violent Extremism Across MENA*  
[https://www.usaid.gov/sites/default/files/documents/1866/CVE\\_RESEARCHBRIEF\\_PEOPLENOTPAWNS.pdf](https://www.usaid.gov/sites/default/files/documents/1866/CVE_RESEARCHBRIEF_PEOPLENOTPAWNS.pdf)

Enforcement Affairs (INL), incorporating gender perspectives can reduce insecurity. In particular, addressing the demand for drugs by men, women, boys, and girls can improve security by reducing the income of illicit groups.

## SECTION 2

# KEY CONSIDERATIONS FOR GENDER IN SECURITY SECTOR REFORM

### GENDER INCLUDES MEN AND BOYS

It is important to keep in mind that gender does not only address women and girls, but also men and boys. Women, girls, men, and boys have diverse security concerns, interact with SSR institutions in different ways, and are impacted by insecurity in varying ways. Men and boys have their own needs, and program design should examine and accommodate masculinity norms that may affect how men and boys access services. Men can play different roles within the security sector, including service users and/or supporters, security sector detractors, victims of security sector violence, security sector actors, and neutral actors.

Boys and men can be victims. For example, they experience sexual gender-based violence at high levels, but it is underreported due to stigma.<sup>18</sup> Particularly, there may be the sentiment that a male victim is not “a man” or that a man cannot feasibly be a victim. Also, boys tend to suffer higher rates of corporal punishment as compared to girls and sometimes higher homicide rates. Moreover, men and boys can also be specifically targeted in conflict because they are the most likely to be combatants. Exhibit 2 presents examples of GBV that men and women may experience.

#### EXHIBIT 2. EXAMPLES OF GENDER-BASED VIOLENCE

EXAMPLES OF GENDER-BASED VIOLENCE	
WOMEN AND GIRLS	MEN AND BOYS
<p><b>Domestic Violence</b> <i>A 2005 multi-country study by the World Health Organization (WHO) found that in most countries between 29% and 62% of women had experienced physical or sexual violence by an intimate partner</i></p>	<p><b>Gun Violence</b> <i>Globally, it is estimated that every year over 1,000,000 people are injured by guns, over 200,000 are gun homicide victims and 50,000 are gun suicide victims. According to the WHO, 90% of the casualties attributed to firearms are male.</i></p>
<p><b>Human trafficking</b> <i>Women, girls, men, and boys are trafficked. E.g. Annually, 500,000 to 700,000 women and girls are trafficked across international borders.</i></p>	
<p><b>Child Abuse</b> <i>Child abuse affects women, girls, men, and boys. E.g. WHO cites international studies that document sexual abuse of boys at a rate of 5-10%.</i></p>	
<p><b>Sexual violence</b> <i>Increases in sexual violence have been documented before, during, and after armed conflicts; for instance, in Rwanda where estimates of the number of women and girls raped</i></p>	<p><b>Rape</b> <i>A 2000 survey of inmates in seven US men’s prison facilities showed that 21% of the inmates had experienced at least one episode of pressured or forced sexual contact and at least 7%</i></p>

<sup>18</sup> Dustin Lewis, *Unrecognized Victims: Sexual Violence Against Men in Conflict Settings Under International Law*, <https://dash.harvard.edu/handle/1/9823975>

## EXAMPLES OF GENDER-BASED VIOLENCE

<i>ranges from 15,700 – 500,000.</i>	<i>had been raped.</i>
<b>Genital mutilation</b> <i>According to the United Nations Population Fund (UNFPA), 130 million girls and women have undergone female genital mutilation, and 2 million girls are at risk every year</i>	<b>Sex-selective massacres</b> <i>The Srebrenica massacre of July 1995 involved the killing of an estimated 8,000 Bosnian Muslim males.</i>
<b>Anti-LBGTI violence</b> <i>A study by the Russian Lesbian, Gay, Bisexual, or Transgender Network of over 3,500 gay and lesbian participants revealed that 26.5% of respondents had been victims of physical violence motivated by hatred based on sexual orientation.</i>	
<small>Source: DCAF/OSCE/INSTRAW Gender and SSR Toolkit<sup>19</sup></small>	

Security sector institutions are primarily composed of men. Programs can utilize the power of these men, along with men in the community, to change the gender norms that can hurt both women and men. One example is a Gillette commercial promoting the message “stand up for women” that targeted men in India after major gang rape cases brought violence against women to the forefront:

<https://www.youtube.com/watch?v=iUVwIZjvix8>.

Men and boys can be perpetrators of GBV. Men, as security force members, can prey on citizens. Programs to address their behavior must incorporate the roles and perspectives they bring.

### **WOMEN AND MEN ARE NOT HOMOGENOUS GROUPS**

While gender norms can influence the impact on men and women, these groupings are very broad categories. The intersection of gender and other identities — such as ethnicity, language ability, and physical or mental ability — create variances in the opportunities and constraints men and women face. Gender-inclusive approaches recognize when other identities influence how people interact with, and what they need from, the security sector.

### **WOMEN ARE NOT ALWAYS OR ONLY VICTIMS**

That women and girls can be victims of armed conflict is well-known. But viewing them solely through this lens limits the extent they can be empowered to serve as part of the solution. In addition, this limited view overlooks that women can also be perpetrators of violence. Experience shows women can serve as combatants. They can play supporting roles in armed groups and mobilize others to support gangs, organized crime, militias, or terrorist organizations. For example, in Nigeria, women are a large source of Boko Haram recruits and frequently serve as suicide bombers. Yet, usually women’s role as supporters of armed groups is completely overlooked by policymakers or sidelined, such as when the process of disarmament, demobilization, and reintegration (DDR) does not include them. Generally, these women do not speak up during the DDR process because they feel stigmatized and fear for their security.

<sup>19</sup> DCAF/OSCE/INSTRAW Gender and SSR Toolkit: Tool 1 Security Sector Reform and Gender  
<http://www.osce.org/odihr/30655?download=true>

## **GENDER NORMS ARE OFTEN REINFORCED BY THE BEHAVIOR OF SECURITY SECTOR INSTITUTIONS**

As security conditions worsen, security institutions — primarily the military, police, and paramilitary groups — tend to exhibit oppressive behavior against the communities they are intended to protect. At the same time, oversight institutions that keep them in check can get weaker as well. In these cases, reforms may be needed to transform these institutions from being a threat to citizens, particularly women and children, to being a protector of citizens. Changing the public perception of the institutions can be difficult. Moreover, changing the mindset of the institutions to understand their predatory behaviors are not acceptable can be exceptionally difficult — particularly when their behavior is not seen as a problem, but rather accommodated or even encouraged by social or institutional norms. For example, GBV continues to be a major challenge for Liberia, in part due to existing patriarchal attitudes and gender stereotyping. As a result, not only are Liberia’s security institutions resistant to policies and procedures that support victims of GBV, they will not support methods put into place to limit their own participation in this behavior. In such circumstances, programming to change the social norms is required. Further, anticorruption activities should include targeting predatory behaviors.<sup>20</sup>

## **CULTURAL NORMS CAN BE SIGNIFICANT OBSTACLES TO CHANGE**

Some cultures’ social norms and narratives may view participation of women in the security sector as inappropriate or unnecessary, discouraging women’s involvement. Countering such social narratives requires behavior change programming. Specifically, behavior change communications should promote the types of skills and knowledge women can bring to support the security sector in terms of advancing certain types of operations, reaching new groups, and helping to understand the environment. Identifying males who can serve as advocates for incorporating the perspectives of women and girls can be extremely helpful in creating buy-in. Also, providing financial incentives to reduce barriers unique to women or promote women’s inclusion may be necessary. Framing the gender discussion around the needs of both men and women, rather than having a discussion solely about women’s issues, can help to facilitate the conversation, as can highlighting stories about how men have and can advance improved gender analysis or elevated women within their institutions.

An institution or organization can also have cultural obstacles. Certain conditions in an institution’s culture can make reforms difficult, such as poor leadership, historical precedent, and disrespect for colleagues. In considering institutional culture, the following questions are key:

- Do the agency’s mission and values statements, policies, and procedures mandate fair, respectful treatment for everyone regardless of race, gender, and religion?

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<sup>20</sup> United Nations Office of the High Commission for Human Rights, *Addressing Impunity for Rape in Liberia* [https://www.ohchr.org/Documents/Countries/LR/SGBV\\_ReportLiberia\\_October2016.docx](https://www.ohchr.org/Documents/Countries/LR/SGBV_ReportLiberia_October2016.docx)

- How do line personnel view their role and what is their level of commitment to gender equity within the institution?
- Is management willing to create and enforce positive gender values and policies?
- Are the mechanisms and processes in place to hold staff accountable to those standards?
- Is the leadership committed to change?

Sometimes a law enforcement agency can lead in changing a social norm, other times it follows. Regardless, the above factors must be in place to make change happen. Lastly, there may be a cultural norm that members of the security services are all-powerful — able to do whatever they wish to the population.

### **POLITICAL WILL AND GENDER CHAMPIONS CAN MAKE OR BREAK REFORMS**

Political will is necessary for implementation of gender-related reforms and policies. Demonstrated political will means there are senior-level advocates, both men and women, to lead gender efforts and articulate to others why it is important. To buttress institutions' commitment to gender issues, it is helpful to examine incentives to influence senior leaders to champion gender equality. Incentives can include measures that raise their prestige through public recognition as leaders or additional training they receive as a part of their role.

As previously noted, frequently security forces are the source of violations of human rights. For these institutions to understand their actions are violations, or the way they treat women is a problem, will require behavior change communications and incentives. Evidence shows that identifying male and female champions can be particularly effective to achieving reforms. These gender champions should be sought out at the beginning of program design to get their ideas and discuss how they can support the implementation of reforms. To demonstrate the institutions' commitment to gender issues, one should examine what incentives one can offer for senior leaders to champion gender equality. This can include measures that raise their prestige through public recognition as leaders, enable new career opportunities within their institutions, or provide additional training that they receive as a part of their role.

### **DONOR RESOURCING CAN ENCOURAGE REFORMS**

Donors can help to reinforce the integration of gender dynamics by providing adequate resources for a proper gender assessment. A gender assessment captures information to identify, understand, and explain the different experiences and gaps between males and females. In the security sector, a gender assessment should consider both gender dynamics and roles within the institutions and between the institutions and citizens. Donors can then work to ensure the host government and its own programming consider the recommendations of this assessment, including on how the host government could conduct gender-sensitive budgeting. Further, donors can ensure large-scale data is sex- and/or gender-disaggregated and preferably by additional factors



such as age and economic status. Good data will properly inform budgeting, policies, and programs. If a host government does not see the value in these types of activities, donor resourcing can provide a spark to initiate activities related to women and girls.

### **UNIQUE CHARACTERISTICS OF WOMEN'S SECURITY THREATS CAN MAKE PROVIDING EFFECTIVE SECURITY SERVICES MORE DIFFICULT**

As noted in the DCAF Gender and SSR Toolkit,<sup>21</sup> most crimes against women happen in private spaces such as in the home. They often are either not observed by outside witnesses or are considered private family matters, and as a result, at times the security sector does not view itself as responsible for getting involved. In some cases where a woman reaches out to authorities, cultural norms and attitudes could lead to the woman, rather than the perpetrator, being blamed for the abuse. The woman may even be forced to apologize for filing the complaint. One should examine local laws for domestic violence, and whether relevant laws are being enforced.

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<sup>21</sup> DCAF/OSCE/INSTRAW *Gender and SSR Toolkit: Tool 1 Security Sector Reform and Gender*  
<http://www.osce.org/odihr/30655?download=true>

## SECTION 3

# PROGRAM DESIGN GUIDE

Incorporating gender considerations into SSR programming does not need to be an arduous, or stand-alone, task. This chapter walks the reader step-by-step through incorporating gender on the complete program cycle: from assessment, to design, to implementation, to monitoring, evaluation, and learning. It presents a broad overview of the steps, while referencing resources and providing links to more detailed, comprehensive guidance. In addition, [Annex A – Resources, Guides, and Tools](#) presents a compendium of resources for more detailed information.

This program design guide is organized by the program cycle:

- [Assessment](#)
  - [What to examine and questions to ask](#)
    - [Focus groups](#)
    - [Key informant interviews](#)
- [Design and Implementation](#)
  - [Crosscutting SSR programs](#), including national security policymaking, human resource reform, training, DDR and military integration, and/or counter trafficking in persons
  - [Institution-specific issues](#) and reforms, including defense, private military/security, police, justice, the penal system, intelligence, and oversight mechanisms.
- [Monitoring, evaluation, and learning](#)
  - [Gender and SSR indicators](#)

## ASSESSING GENDER IN SSR PROGRAMS AND SECURITY SECTOR INSTITUTIONS

Security sector assessments and program designs should incorporate a gender analysis to ensure a holistic assessment of the sector and its impacts (all USAID program designs require gender analysis). Incorporating gender as a natural part of a broader security sector assessment can help to mitigate issues that can arise with individuals or institutions normally threatened by a specific gender assessment. Also, stakeholders may be more likely to discount the recommendations of a stand-alone gender assessment than those in an integrated assessment.

The easiest way to incorporate gender analysis is to include a gender expert on the assessment team. If including a gender expert is not feasible, team members should receive training in gender analysis, including with resources in this toolkit. In addition, building gender-sensitive criteria into an assessment ensures gender is fully integrated.

([See Annex C for a sample scope of work \(SOW\) for a gender expert on a security sector assessment.](#))

When a gender assessment has not been incorporated within the overall security sector assessment, it is possible to conduct an independent gender assessment ([see Annex B for a sample SOW for a gender assessment within the security sector](#)). To spot-check how gender considerations are actually being incorporated and implemented, it is recommended that a subsequent independent gender assessment be conducted during ongoing programming.

## WHAT DOES GENDER ANALYSIS IN THE ASSESSMENT LOOK LIKE?

USAID's ADS 205.3 provides guidance on gender analysis, detailing how USAID conducts the analysis at the broader societal, program, and activity levels. Gender analysis is a social science tool used to identify, understand, and explain the different experiences and gaps of males and females in society. It identifies relevant gender norms, experiences, and power relations of women and men; the influence of gender norms on leadership roles and decision-making; and constraints, opportunities, and entry points. A gender analysis in the security sector should consider both gender dynamics and roles within the institutions and between the institutions and each gender.<sup>22</sup> The text box below presents USAID's Six Domains of Gender Analysis.

### USAID SIX DOMAINS OF GENDER ANALYSIS

This analysis provides the conceptual areas that should be examined to devise questions that articulate the gender themes:

1. **Access:** A person's ability to use the necessary resources to be a fully active and productive participant (socially, economically, and politically) in society
2. **Knowledge, beliefs, and perception:** The types of knowledge that men and women possess; the beliefs that shape gender identities and behavior, and the different perceptions that guide people's understanding of their lives, depending upon their gender identity
3. **Practices and participation:** People's behaviors and actions in life — what they actually do — and how this varies by gender roles and responsibilities
4. **Time and space:** Recognizes gender differences in the availability and allocation of time and the locations in which time is spent
5. **Legal rights and status:** Assessing how people are regarded and treated by customary legal codes, formal legal codes, and judicial systems
6. **Power and decision-making:** The ability of people to decide, influence, control, and enforce personal and governmental power

Source: USAID's *Tips for Conducting a Gender Analysis at the Activity or Project Level*  
[http://pdf.usaid.gov/pdf\\_docs/pdax964.pdf](http://pdf.usaid.gov/pdf_docs/pdax964.pdf)

<sup>22</sup> USAID's ADS Chapter 205: *Integrating Gender Equality and Female Empowerment in USAID's Program Cycle*  
<https://www.usaid.gov/sites/default/files/documents/1870/205.pdf>

## WHAT WILL THE ASSESSMENT PROVIDE?

### Articulation of the Framework

As explained in USAID's Interagency Security Sector Assessment Framework (ISSAF),<sup>23</sup> the assessment should articulate:

- Gender roles
- Expectations of different genders within the context
- Norms that govern how both genders interact with the security sector
- Threats that both genders face under the current circumstances
- The experiences of the both genders within the security sector institutions, including obstacles to recruiting, retaining, and promoting men and women and baseline data such as the number and percentage of men and women in institutions and their ranks and positions
- The experiences of the different genders as citizens interacting with the security sector institutions
- Possible negative consequences to recommended reforms

### Methodology

While this section of the toolkit highlights the methodology, more detailed guidance is available through these excellent resources:

- USAID's Interagency Security Sector Assessment Framework (ISSAF): Guidance for the U.S. Government [http://pdf.usaid.gov/pdf\\_docs/PA00HWJX.pdf](http://pdf.usaid.gov/pdf_docs/PA00HWJX.pdf)
- Interaction's The Gender Audit Handbook <https://www.interaction.org/wp-content/uploads/2019/03/Gender-Audit-Handbook-2010-Copy.pdf>
- Chapter 3 of the OECD DAC Handbook on Security System Reform <https://issat.dcaf.ch/download/478/3015/OECD%20DAC%20Handbook%20on%20SSR.pdf>
- DCAF/UNSTRAW/OSCE Gender and SSR Toolkit: Tool II Security Sector Reform Assessment, Monitoring and Evaluation and Gender, page 5 <http://www.osce.org/odihr/30729>
- DCAF/UNSTRAW/OSCE Gender and SSR Toolkit: Practice Note II Security Sector Reform Assessment, Monitoring and Evaluation and Gender, page 2 <http://www.osce.org/odihr/30731?download=true>

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<sup>23</sup> USAID's *Interagency Security Sector Assessment Framework: Guidance for the U.S. Government* [http://pdf.usaid.gov/pdf\\_docs/PA00HWJX.pdf](http://pdf.usaid.gov/pdf_docs/PA00HWJX.pdf)

- USAID’s Gender Integration in Democracy, Human Rights, and Governance <https://www.usaid.gov/documents/2496/gender-integration-democracy-human-rights-and-governance-drg>

## INTERVIEW METHODOLOGY

Specific assessment practices can help to ensure credible and detailed responses about the different gender experiences. Two distinct groups need to be interviewed: the *users* of the security sector and the *actors within* the sector. Men and women are in both groups.

**Interviewing actors within the security sector.** The InterAction Gender Audit Handbook<sup>24</sup> provides tips for conducting focus groups and key informant interviews of security sector employees. Interviewees should be from all ranks and include any individuals in charge of gender integration. Interviewing women who have left the security sector institutions, as will human resource personnel, will provide valuable insights into their experiences.

**Interviewing users of the security sector.** Participants should include individuals who access services as well as those who cannot or do not. Regardless of the participant’s gender, interviews can result in discussions about traumatic experiences. It is critical to do no harm and not re-traumatize the individual. A thoughtful conflict assessment and gender analysis can help to provide ideas about where potential sensitivities lie.<sup>25</sup> Should the analysis show that interviewing people who are, or have been, victims of violence, an alternative is to engage groups that work with victims of violence, or use other sources or assessments and reports. If interviewing a victim is necessary, interviewers need to be careful not to rush the interview. They should not continue the line of questioning if the individual becomes visibly disturbed. Importantly, before starting, interviewers need to request the individual’s consent for using the information provided (without attribution) in the interview. To ensure privacy, best practice is to give subjects numbers rather than names. Lastly, only assessors trained in interviewing children should do so, with parental consent. Given the significant impact that interviews can have on victims, it is important to consult additional resources, such as the National Sexual Violence Resource Center<sup>26</sup> and the International Association of Chiefs of Police.<sup>27</sup>

**For both groups.** Interviewers can use a combination of focus groups of a larger group of people or key informant interviews with one or two individuals where more

<sup>24</sup> InterAction’s *Gender Audit Handbook* <https://www.interaction.org/wp-content/uploads/2019/03/Gender-Audit-Handbook-2010-Copy.pdf>

<sup>25</sup> USAID’s *Conflict Assessment Framework: Revised and Conflict Assessment Framework: Application Guide* [https://pdf.usaid.gov/pdf\\_docs/PNADY740.pdf](https://pdf.usaid.gov/pdf_docs/PNADY740.pdf)

<sup>26</sup> National Sexual Violence Resource Center <https://www.nsvrc.org/sarts/toolkit/5-2>

<sup>27</sup> International Association of Chiefs of Police <https://www.theiacp.org/sites/default/files/2020-06/Final%20Design%20Successful%20Trauma%20Informed%20Victim%20Interviewing.pdf>

sensitive questions can be asked and answered. They should interview both men and women with a range of ages and socioeconomic and ethnic backgrounds. All data should be disaggregated by demographic information to identify any gender or age gap or simply a broader problem for everyone in the community. When interviewing men and young boys, conducting focus groups and separate key informant interviews with some of the same participants will help to identify any biases that arise due to being in a group. Men and boys are often particularly sensitive to not appearing weak in a group; that is, they are less likely to speak about their vulnerabilities, including GBV or guilt over their actions. They may also fear retribution for raising issues around those in power in the security sector. Pulling out men and boys individually in key informant interviews can help solicit those responses. Comparing the responses from one-on-one questions to the responses within the group can guide how to interpret broader statements from groups about circumstances related to the security sector institutions.

Similarly, women and girls tend to be more reticent to share their experiences with a man. Hiring a female interviewer to conduct focus group discussions and key informant interviews helps to ensure accurate and thorough data collection. Separating the women from the men may also help elicit certain responses. However, in cases where men and women are in the same group or seen interacting, it is important to examine the dynamics between the two. Signs of hesitation or seeking affirmation from men may be indications that mixed groups should be separated to avoid self-censorship or inaccurate data collection.

When scheduling interviews with women and men, consider the time of day. Some women and men cannot meet after normal daylight or work hours; it may be too insecure for them to travel or they may need to be home taking care of children or cooking. Selecting interview facilities accessible to those who are less able-bodied will ensure participation by the elderly and handicapped. Similarly, transportation and child care may be obstacles to participation. Interviewers should consider making arrangements for transportation or child care, or conducting the interviews close to the interviewee's location. However, it is important to check whether being seen in an interview is a security issue in itself. This is particularly a problem for male and female prisoners if seen being questioned by fellow inmates, for example, or in some areas highly affected by organized crime or terrorist groups.. Interviewers should consult women from the area to understand the most appropriate timing and location.

## **WHAT TO EXAMINE AND QUESTIONS TO ASK**

A security sector assessment examines the security context, the relevant security sector institutions, and the problems within them. Frequently, there is a lack of data, due to lack of expertise and/or a culture of secrecy. Since the gender-relevant data available will likely be limited, proxy indicators can be examined. The most important question to ask is whether a gender assessment has already been conducted of the security institutions, either by the government or other donors. Of note, the questions posed in the following section assume a certain level of understanding of gender-related terminology. If this is not the case, the interviewer will need to re-word the questions to reflect the appropriate language for the audience.

If this is the first assessment, it must be designed to both analyze the broader political economy environment in addition to the gender-specific questions. In this way, the justifications and influences for why gender norms, behaviors, and programming has occurred to date will be clear. These questions should be asked as part of an overall security sector assessment and political economy analysis to understand the context of the issues, behaviors, and programs.<sup>28</sup> The methodology guides mentioned above have detailed lists of questions from which to draw, including gender-sensitive indicators.<sup>29</sup> Gender-sensitive evaluation is defined as “an approach to evaluation that pays specific and sustained attention to gender needs, interests, and culturally specific dynamics and recognizes the disparities in opportunities, resources, and power that are organized by gender and that are pervasive.”<sup>30</sup> Below is a sampling of questions, many of which can be turned into indicators for evaluating program progress.

The InterAction’s Gender Audit Handbook,<sup>31</sup> mentioned above, provides tools to assess an organization’s readiness to offer equal and appropriate services to both genders by looking at technical capacity, organizational culture, accountability structures, and political will of the institutional actors.

## QUESTIONS FOR FOCUS GROUPS

In conducting focus groups, interviewers should remove all gender/men/women references from the questions and later sex-disaggregate the responses. Otherwise, the answers tend to be unconsciously biased. For instance: “What tasks are women responsible for within the household?” (*biased*); “What tasks are you responsible for within the household?” (*improved*). Examples of questions to include:

- What tasks are you responsible for within the household? In the community? At your job?
- What decision-making positions do you hold? At what level? (or, Who makes the decisions in x, y, z settings?)
- Do you believe the existing policies and processes for health care, education, justice, etc., are fair to you? Can you access these systems?
- What is your opinion about security and the security and justice institutions in your community? What are strengths and weaknesses?

## QUESTIONS FOR KEY INFORMANT INTERVIEWS

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<sup>28</sup> USAID’s *Applied Political Economy Analysis Field Guide* <https://www.usaid.gov/sites/default/files/documents/2496/Applied%20PEA%20Field%20Guide%20and%20Framework%20Working%20Document%20041516.pdf>

<sup>29</sup> InterAction’s *Gender Audit Handbook* <https://www.interaction.org/wp-content/uploads/2019/03/Gender-Audit-Handbook-2010-Copy.pdf>

<sup>30</sup> USAID’s *Gender-Sensitive Evaluation* [http://pdf.usaid.gov/pdf\\_docs/PA00K43P.pdf](http://pdf.usaid.gov/pdf_docs/PA00K43P.pdf)

<sup>31</sup> <https://www.interaction.org/wp-content/uploads/2019/03/Gender-Audit-Handbook-2010-Copy.pdf>

The illustrative questions below are appropriate for key informant interviews, to discuss more sensitive matters and obtain detail.

#### GENDER DYNAMICS AND POLICIES

- What are the current norms for the behavior and roles of men, women, boys, and girls? Have these norms changed recently due to political, economic, conflict, or social dynamics? What implications has this had on the roles of men, women, boys, and girls and how they interact with each other?
- What norms govern how male and females interact? Can women talk to men? (This is an issue if they cannot report issues to male military or police officers.)
- Do men and women have different roles (in employment, the household, the community, politics)?
- What levels of decision-making are women and men involved in?
- Who has access to, and control of, resources and assets?
- What are the gender stereotypes about indigenous, ethnic, and religious minority women and men?
- How inclusive and gender-sensitive are existing processes and policies including health care, education, the justice system, and public utilities? Can men and women both access it/them safely?
- Is there a national action plan specific to issues such as gender and women's rights? (This question should be asked of people who should know it as well, to see how much people actually are implementing against it.)
- What provisions does the constitution and other relevant laws contain referring to non-discrimination, gender equity, and women's rights? How do they deal with customary versus formal versus religious law?
- Do the current reform policies nationally and by security sector institution have any reference to gender and gender priorities?
- Does the current budget and planned budgets support the requirements for protecting women, men, boys, and girls?
- Is there a national referral mechanism to identify and refer victims of trafficking?
- Is there a central agency that collects data on trafficking in persons cases?
- How do men, women, boys, and girls access complaint mechanisms for corruption and security sector forces' improper behavior? What is the likelihood each of these groups will register a complaint? Is there a difference in the response rate to complaints registered by men, women, boys, and girls?

#### INTERACTIONS WITH SECURITY SECTOR INSTITUTIONS

- How do women / men feel when interacting with individuals from each of the security sector institutions?
- Are there cultural norms against talking about what is happening in the home to security sector institutions?

#### ACCOUNTABILITY MECHANISMS

- What organizations/entities/individuals outside of the security sector institutions serve as accountability measures? Is there a legislative body? NGOs?
- How inclusive are the vertical accountability systems that enable the public to hold public officials accountable?
- How gender-responsive are social accountability mechanisms such as budget tracking, citizen advisory boards, social audits, or public policy consultation?
- Is there women's representation in leadership positions on committees? Is there a women's or gender equality caucus?
- How do national human rights institutions and relevant independent bodies monitor, investigate, and report on police, military, and prosecutors' handling of sexual assault, domestic violence, and other GBV?

#### GENDER-BASED VIOLENCE AGAINST MEN, WOMEN, BOYS, AND GIRLS



## INTERACTIONS WITH SECURITY SECTOR INSTITUTIONS

- Do the police know the process for registering complaints? Are there police trained in receiving GBV complaints?
- Are men, boys, women, and girls separated from each other in prisons and/or other state-run institutions (such as shelters, internally displaced persons' camps, foster homes) to protect them from violence? Are there laws in place for issues of rape of both males and females in prison? Is there independent oversight? Are rape kits used on both males and females?
- What are the prosecutors' and the judiciary's records of gender sensitivity or bias in dealing with cases? What training have prosecutors and members of the judiciary received related to gender-sensitive case management? Is an ombudsperson or victim advocate available? For example, what proportion of GBV and women's inheritance rights cases reach courts and what proportion end in judgements for the plaintiffs?
- How gender-sensitive are security and justice actors — police, lawyers, judges, etc. — in handling cases of GBV?
- Does the layout of the court provide gender-sensitive facilities, such as separate waiting rooms for victim witnesses in family issues, GBV, or trafficking cases?
- What other amenities are available to victims/witnesses to protect their identity, such as testimony by closed-circuit television?
- How easily are survivors able to access legal and social services, including shelters, legal aid, and psychosocial and medical services?
- How are males and females affected differently as victims of violence? What are the differences between males and females as perpetrators of violence?
- What are the systems in place for data collection regarding incidence and reports of GBV, trafficking, and other human rights violations with specific gender dynamics? To what extent is the information collected by police, health institutions, and other state institutions uniform or compatible?

## JUSTICE

- Are there legal protections against abuses of power? (This includes sextortion, which is defined by the International Association of Women Judges as “a form of sexual exploitation and corruption that occurs when people in positions of authority — whether government officials, judges, educators, law enforcement personnel, or employers — seek to extort sexual favors in exchange for something within their power to grant or withhold.”)?
- What laws, mechanisms, or policies exist to address inequality or unequal access to justice? How effective are they? Are there any additional mechanisms that you would recommend?
- How are women represented within the justice and security sectors? For example, what percentage of police officers, attorneys, or judges are women?
- Do women have equal access to justice? (Consider equal access in terms of both practice and participation of court practices and physical access.)
- Does transitional justice address gender issues? To what extent do they consider the root causes of conflict and address the violations of all rights? What are the barriers to transitional justice for women and girls? Are there barriers that affect male or female survivors of sexual violence?
- What percentage of staff within transitional justice mechanisms are women?
- Are transitional justice processes designed to address the diverse roles and experiences of men, women, girls, and boys?
- Do men, women, boys, and girls experience corruption differently? If so, how?
- Is there discrimination against young men from certain areas with an assumption that they are former combatants?
- How are customary and religious laws enforced in communities that respect them, and are women held to different legal standards than men? Are there opportunities for appeal to formal law, and how do they handle human rights violations cases from communities that rely on customary law?

## GENDER CONSIDERATIONS WITHIN SECURITY SECTOR INSTITUTIONS

## GENDER CONSIDERATIONS WITHIN SECURITY SECTOR INSTITUTIONS

- Do the specific security sector institutions' current reform policies have any reference to gender and gender priorities?
- Are there any gender-related targets within each institution's priorities?
- Do the institutions conduct self-assessment, monitoring, and reporting of the strengths and weaknesses related to gender equity and inclusion?
- To what extent do women feel free to speak openly at work?
- Which staff receive gender-sensitivity and sexual exploitation training? Is it mandatory?
- Are there policies and procedures for sexual harassment and ensuring equal treatment of individuals of each gender?
- How prevalent are harassment and intimidation? To what degree are they effectively implemented?
- What policies does the legislature have on non-discrimination?
- Is there a commitment and policy to recruit and promote women? What percentage of people in each position are women? If in a post-conflict environment, do they engage ex-combatants for ideas?
- Have they reviewed each position's requirements to see if all are necessary and whether any unfairly exclude otherwise suitable candidates?
- What are the human resource policies within these institutions? Do they have resources for pregnancy and child care? What is the policy and requirements for recruitment and promotion?
- What obstacles are there to women or young men applying for the positions?
- Are there equitable remuneration policies in place?
- Are there mentoring programs for women?
- Are there sanitation and living facilities/barracks for women?
- Is there equipment and uniforms for women's physiques, including for pregnant women?
- Do the current and planned resources support gender mainstreaming and equality priorities? Would they be able to support the same in reform efforts?
- **Donors:** What are other donors doing to incorporate these considerations into their programming?

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**Assessment of the gender impact of a security policy.** In addition to assessing the security sector for gender, assessing a specific proposed policy and its gender implications can be warranted. If this is the case, page 13 of the

DCAF/OSCE/INSTRAW Gender and SSR Toolkit: Tool I – Security Sector Reform and Gender has an excellent step-by-step list of questions to ask.

<http://www.osce.org/odihr/30655?download=true>



## ADDITIONAL TIPS AND TOOLS

USAID's *ADS Chapter 200 - Protection of Human Subjects in Research Supported by USAID*

<https://www.usaid.gov/sites/default/files/documents/1864/200mbe.pdf>

The World Health Organization's *Ethical and Safety Recommendations for Interviewing Trafficked Women*

[http://www.who.int/mip/2003/other\\_documents/en/Ethical\\_Safety-GWH.pdf](http://www.who.int/mip/2003/other_documents/en/Ethical_Safety-GWH.pdf)

The World Health Organization's *Ethical and Safety Recommendations for Researching, Documenting and Monitoring Sexual Violence in Emergencies*

[http://www.who.int/gender/documents/OMS\\_Ethics&Safety10Aug07.pdf](http://www.who.int/gender/documents/OMS_Ethics&Safety10Aug07.pdf)

U.S. National Action Plan for Women, Peace, and Security 2016

<https://www.usaid.gov/sites/default/files/documents/1868/National%20Action%20Plan%20on%20Women%2C%20Peace%2C%20and%20Security.pdf>

DCAF/OSCE/INSTRAW *Gender and SSR Toolkit Tool 8 National Security Policy-Making and Gender*

<http://www.osce.org/odihr/30706?download=true>

DCAF/OSCE/INSTRAW *Gender and SSR Toolkit Practice Note 8 National Security Policy-Making and Gender*

<http://www.osce.org/odihr/30710?download=true>

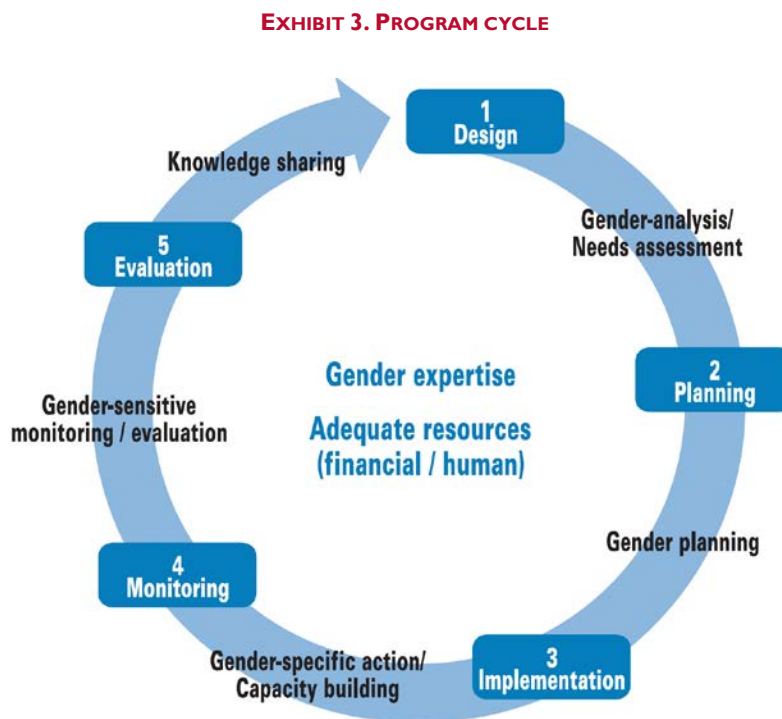
OECD DAC *Handbook on Security System Reform (Guidance on how to make a policy)*

<http://issat.dcaf.ch/download/478/3015/OECD%20DAC%20Handbook%20on%20SSR.pdf>

## DESIGN AND IMPLEMENTATION

As with gender and security sector assessments, it is not necessary to be a security sector or gender expert to lead a thoughtful program design. This section presents numerous tools and resources to guide the process.

Once gender dynamics are understood, *gender mainstreaming* is the process of ensuring gender considerations and the impact of policies on both genders is considered at all parts of design, implementation, and evaluation. The questions asked in the assessment phase can continue to be asked during the design and implementation stage. These questions inform the program design to ensure it is effective, does not have negative implications, and, preferably, can help to rectify negative experiences of each gender in relation to the security sector.



Source: International Labor Organization Good Practices in Promoting Gender Equality in ILO International Cooperation Projects

Security sector reform efforts should promote the equal participation of men and women within security sector institutions and the protection of all individuals equally. Preferably, gender mainstreaming would be promoted so gender considerations are naturally incorporated in a security sector institution and within national security policy making.

Tips for gender considerations in SSR program design fall into two categories:

- Crosscutting SSR programs (national security policymaking, human resource reform, DDR and right-sizing militaries, and countering trafficking in persons)

- Institution-specific issues and reforms (defense, private military/security, police, justice, the penal system, intelligence, and oversight mechanisms)

USAID can program in each of the listed areas, except for intelligence and private security agencies. Interventions in defense-related institutions are complex and require consultation with USAID’s General Counsel (GC) to ensure legislative restrictions on funding are adhered to. Each section below includes highlights on priority design considerations and links to additional options and more detailed resources. Please note these proposed activities should be tested against the local context for appropriateness and sustainability. Most importantly, when designing the activity, a clear theory of change and desired outcomes must be articulated. Too many activities, particularly training, result in limited change because they are not linked to the broader objective or they lack political will. Articulating a theory of change allows the clear communication of expected results and the assumptions behind achieving them. Further, given the complexity of the security sector, articulating assumptions can help to highlight flaws in the program design, where the actors capable of providing impact are outside the program’s span of control, and the types of individuals that must be included. This also includes articulating assumptions around gender.

## **CROSSCUTTING PROBLEMS TO ADDRESS THROUGH SSR PROGRAMS**

Some issues are relevant across most security sector institutions. These include national security policymaking, human resources reform, training, DDR and right-sizing militaries, and countering trafficking in persons.

### **NATIONAL SECURITY POLICYMAKING**

A national security policy sets the tone for the principles that guide security sector reform, and it should equally protect citizens of all genders. It can be a tool for building political will to ensure gender mainstreaming and addressing key constraints to gender equity. Some countries have national action plans (NAPs) or similar guiding documents, such as policies as part of regional communities (e.g., the Economic Community of West African States) on women, peace, and security; trafficking; countering violent extremism; persons with disabilities; youth; and children and armed conflict. As of September 2016, 63 countries have national action plans on women, peace, and security and an additional 16 are in progress. Inclusive Security has a comprehensive list of NAPs in the resource links below.

#### **ELEMENTS TO INCLUDE IN A NATIONAL SECURITY POLICY**

- Gender neutral terms
- Explicit descriptions of the resources required, so funds are allocated to meet the needs of men, women, boys, and girls
- Non-discrimination clauses to protect women
- Recognition that sexual and gender-based violence contribute to national instability
- Identification of women, men, boys, and girls all as potential victims with equal needs for access and protection
- Measures for protection during armed conflict
- Human resource reforms required to execute against the policy

## Program considerations

Local buy-in to the policy is critical and requires engaging representation from all genders in the making of the policies. Specifically, it requires representatives from ministries of women and youth/children's affairs, parliament (to represent citizens), gender experts, women's civil society organizations, people with disabilities, members of different ethnic and religious groups, and different socioeconomic groups. The North Atlantic Treaty Organization (NATO) recognized the value of incorporating these perspectives into policies, to the extent that it hired gender advisors to work on both operations and staff training in Supreme Allied Command Europe at NATO Allied Command Operations and at NATO Allied Command Transformation. In addition, NATO now utilizes a gender advisor as part of international missions and has a special representative on women, peace, and security.



### ADDITIONAL TIPS AND TOOLS

U.S. National Action Plan for Women, Peace, and Security 2016

<https://www.usaid.gov/sites/default/files/documents/1868/National%20Action%20Plan%20on%20Women%2C%20Peace%2C%20and%20Security.pdf>

DCAF/OSCE/INSTRAW Gender and SSR Toolkit Tool 8 National Security Policy-Making and Gender

<http://www.osce.org/odihr/30706?download=true>

DCAF/OSCE/INSTRAW Gender and SSR Toolkit Practice Note 8 National Security Policy-Making and Gender

<https://www.osce.org/files/f/documents/8/6/30710.pdf>

OECD DAC Handbook on Security System Reform (guidance on how to make a policy)

<https://issat.dcaf.ch/download/478/3015/OECD%20DAC%20Handbook%20on%20SSR.pdf>

Inclusive Security's list of national action plans: <https://www.inclusivesecurity.org/action-plans/>

## HUMAN RESOURCES

Most security sector institutions can benefit from human resource reform, to help ensure equal gender access to opportunities, retention and promotion of both genders, and protection of female personnel. Human resource reform can include capacity building in organizational design and personnel management.

Before designing activities, an assessment of the current human resource system should be conducted. InterAction's *Gender Audit Handbook*,<sup>32</sup> mentioned previously, provides a tool to assess an organization's readiness to provide gender-sensitive services by examining technical capacity, organizational culture, accountability structures and political will. This can be coupled with USAID's *Human and Institutional Capacity*

<sup>32</sup> <https://www.interaction.org/wp-content/uploads/2019/03/Gender-Audit-Handbook-2010-Copy.pdf>

*Development Handbook* to assess the human resource system.<sup>33</sup> Once the measures have been determined, they will require consistent policies, training, supervision, leadership, and evaluation.

### **Program considerations**

The following approaches can help to ensure more equitable processes for the recruitment, screening, and hiring of both men and women.

#### *Recruitment*

- Have recruitment campaigns that target women and other underrepresented groups
- Set diversity goals and develop targets for recruitment of women, but ensure standards remain appropriate for the position
- Review job descriptions to ensure they reflect the actual responsibilities of the job rather than additional, unnecessary requirements that limit the candidate pool
- Develop standard evaluation forms that remove personal information that could trigger bias (e.g., gender) from a candidate's resumes.
- Ensure both men and women participate in screening and interview panels
- Standardize interview questions to minimize bias that can develop from more unstructured questions
- Recruit in places where capable men and women are more likely to be found (e.g., fitness centers can provide a greater likelihood of finding individuals who can meet a fitness requirement)

#### *Retention and promotion*

- Conduct a workplace environment assessment, including monitoring and analyzing retention rates
- Create opportunities for leveling women's access to opportunities through additional training and mentoring
- Develop policies and programs to support families during deployment and assist men and women with reintegration into society upon return
- Establish mentoring programs and professional networking programs for both men and women
- Establish performance measures on supporting women in supervisory personnel evaluations

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<sup>33</sup> USAID, *Human and Institutional Capacity Development Handbook*  
[http://pdf.usaid.gov/pdf\\_docs/Pnadt442.pdf](http://pdf.usaid.gov/pdf_docs/Pnadt442.pdf)

- Create relevant and clear promotion criteria that remove seniority or military service requirements for promotion and accommodate transfers to different types of assignments
- Require the participation of women on promotion panels and use independent boards, particularly ones that are blind to the age and gender of individuals, for promotion
- Set percentage targets for women's participation in higher ranks (However, this requires significant oversight to do well and ensure women are not promoted solely for the sake of meeting a target.)
- Ensure clean and private nursing facilities for nursing mothers
- Establish equal remuneration policies
- Institute clear sexual harassment policies and enforcement mechanisms
- Provide work arrangements such as shift work so work hours are more predictable
- Support child-care arrangements
- Support women's staff associations
- Require uniforms and equipment that accommodate women's physique and separate sanitation and living quarters
- Remove policies that request information on salary history to establish salaries for new personnel
- Conduct independent assessment of women's versus men's performance evaluations to ensure no discrimination

#### *Protection*

- Ensure complaint mechanisms with clear procedures are in place, communicated to employees, and linked to mechanisms to protect the right of individuals to speak freely and have physical protection
- Establish an employee code of conduct that includes respect for other employees and outlawing sexual harassment
- Have clear procedures for vetting employees, particularly those joining security services after serving in armed groups; incorporate independent community groups into the vetting process to aid accuracy and community confidence in the security forces. This will help identify and remove individuals responsible for abuses from security sector institutions.



## EXHIBIT 4. STRATEGIES TO RECRUIT AND RETAIN WOMEN

STRATEGIES TO RECRUIT AND RETAIN WOMEN		
RECRUITMENT CAMPAIGN	RECRUITMENT TEAM	TRAINING ACADEMIES
<ul style="list-style-type: none"> <li>• Recruitment policies and selection criteria regularly evaluated to eliminate bias</li> <li>• Develop targets with clear strategies for recruitment – Beijing Platform: 30% female representation.</li> <li>• Develop gender-sensitive materials – brochures and posters depicting women and men carrying out various tasks</li> <li>• Distribute information on job opportunities in places that women congregate such as grocery stores, gyms, etc.</li> <li>• Training programs for certain groups to ensure they meet entry requirements (e.g. physical training for women).</li> <li>• Survey current officers from the target population to learn how they were recruited, what they find most satisfying as a police officer, and use this information in recruitment campaigns.</li> <li>• Incentive programs for serving police officers who attract new qualified recruits from target communities.</li> <li>• Lateral entry schemes to encourage qualified individuals from under-represented groups to enter at higher positions.</li> <li>• Public information campaigns targeting under-represented groups, including career fairs.</li> </ul>	<ul style="list-style-type: none"> <li>• Select individuals who understand and support new recruitment policies.</li> <li>• Train officers on gender and diversity issues.</li> <li>• Ensure team has male and female officers.</li> <li>• Team members are friendly and easy to talk to.</li> <li>• Ensure team is able to answer questions on family-friendly policies.</li> <li>• Include appropriately skilled members from the community and female officers on interview panels.</li> <li>• Establish set questions and rating system for interview panel reflective of new job description, and monitor team members to see if one member consistently rates certain groups lower.</li> </ul>	<ul style="list-style-type: none"> <li>• Male and female trainers.</li> <li>• Joint training of male and female recruits.</li> <li>• Ensure that training is compatible with family responsibilities.</li> <li>• Female only training where culturally appropriate.</li> <li>• Specific facilities for women in training venues.</li> <li>• Physical tests reflective of actual police duties – test current police officers to establish standard of performance.</li> <li>• Ensure women are not isolated in live-in academies, which increase drop-out rates.</li> <li>• Focus on building confidence of recruits on how to deal with physical confrontations rather than just physical strength.</li> <li>• Increase confidence in training areas that certain groups are not traditionally familiar with (e.g. women’s firearms training).</li> <li>• Move away from culture of ‘tear them down – build them up’ which is based on humiliation and shunning as it may lead to sexual harassment and fear of reporting these incidents.</li> <li>• Establish training committees to review all training materials and ensure it is gender-responsive.</li> </ul>

Source: [DCAF/OSCE/INSTRAW Gender and SSR Toolkit](#)



## ADDITIONAL TIPS AND TOOLS

DCAF/OSCE/INSTRAW *Gender and SSR Toolkit Tool 2: Police Reform and Gender* (tips for recruiting and retaining women) <http://www.osce.org/odhr/30662>

The OECD *Handbook on Security Sector Reform Section 9 Integrating Gender Awareness and Equality* Pages 7-8 (checklists for addressing recruitment, retention, and advancement and what sexual harassment policies should include) [http://www.oecd-ilibrary.org/development/the-oecd-dac-handbook-on-security-system-reform\\_9789264027862-en](http://www.oecd-ilibrary.org/development/the-oecd-dac-handbook-on-security-system-reform_9789264027862-en)

## TRAINING

Training is usually a component of capacity building, regardless of the institution or technical area. Training in itself does not always create capacity, but with the appropriate design, it can be effective for supporting reforms.

### Program considerations

It is preferable not to train on gender separately, but rather to integrate it into all trainings. However, in some cases, a specific training on gender is required, such as when there is a need to mobilize a lot of effort around the issue or train on the recommendations of a gender assessment. Training should always make the business case for gender inclusion and can include topics such as gender roles and norms; laws, policies, and procedures related to women and men's rights; protocols for responding to male and female victims of sexual violence; and preventing sexual harassment. Training should be practical and conducted at all levels of the organization with a process for follow-up after the training. Best practices include:

- Launch training event with participation from senior-level officials to set the tone that it is a priority, and bring in representatives from women or youth organizations to provide specific practical examples and tools
- Analyze existing training around processes and services to see where gender perspectives can be integrated
- Allocate resources to hire a gender advisor within the organization to provide guidance on policy and operations and to create content and provide training
- Use examples of how gender training increases institutional effectiveness (e.g., security forces may be able to more effectively address violence among young men; female staff can bring skills such as interviewing reticent women or patting down other females at security checkpoints).

### GENDER TRAINING FOR PEACEKEEPERS

The U.S. government's Africa Peacekeeping Rapid Response Partnership to train peacekeepers has a required ratio of female participants. It includes women, peace, and security topics and gender training as part of its exercises.

- Conduct a training of trainers for other sector trainers on gender issues so gender can be integrated more holistically
- Provide a training on the principles and findings of a gender assessment and how the findings will be applied

*Designing training on other capacities.* An effective way to train individuals to think with a gender lens is to incorporate it naturally into their sector-related training. The advantage is a training forum for communicating these messages already exists that is relevant to the participant's training needs. To ensure the design is appropriate for both genders, a gender expert on the training design team can review existing content and ensure gender-neutral terms are used.

It is also important that women can effectively participate in the training. In addition to setting targets for women's participation, additional training might need to be provided only to women to bring their skill sets on par with male counterparts or build a larger cadre of women with those skills. In some situations, particularly in places with polarized gender roles and norms, it may be appropriate to create all-female training groups to provide females with additional capacity building before they are integrated into training with male colleagues. It may also be appropriate to create training groups to provide men with the capacity and skills to better support women within their teams and institution. To improve training effectiveness, building a training of trainers method can ensure training facilitators understand gender-sensitive facilitation and training skills. For example, women may have a difficult time speaking up in large group settings. Creating small groups for discussions, soliciting input through written methods, and having separate training for women are methods for supporting women's contributions.

Lastly, sometimes training requires travel or overnight stays. In such cases, separate facilities need to be provided for women to stay. In conservative cultures or where women provide child care after hours, providing round-trip transportation so an overnight stay is not required, would facilitate women's participation.



## ADDITIONAL TIPS AND TOOLS

DCAF/OSCE/INSTRAW's *Gender and SSR Toolkit Tool 12: Gender Training for Security Sector Personnel – Good practices and Lessons learned* Includes links to training manuals and training design

<http://www.osce.org/odihr/30736?download=true>

DCAF/OSCE/INSTRAW's *Gender and SSR Toolkit Practice Note 12: Gender Training for Security Sector Personnel*

<http://www.osce.org/odihr/30738?download=true>

UNESCO's Training Guide and Training Techniques

<http://unesdoc.unesco.org/images/0013/001356/135603e.pdf>

UNICEF's *Training of Trainers on Gender-based Violence*

[http://gadguatemala.weebly.com/uploads/3/7/5/2/3752316/tot\\_gender-based\\_violence.pdf](http://gadguatemala.weebly.com/uploads/3/7/5/2/3752316/tot_gender-based_violence.pdf)

African Women's Development and Communications Network's Gender Mainstreaming Training

[http://tfig.unece.org/pdf\\_files/curriculumforthetrainingoftrainersingendermainstreaming.pdf](http://tfig.unece.org/pdf_files/curriculumforthetrainingoftrainersingendermainstreaming.pdf)

CARE *Gender, Equity, and Diversity Training Materials* <https://care.org/wp-content/uploads/2020/06/Gender-Equity-and-Diversity-Module-4.pdf>

## DISARMAMENT, DEMOBILIZATION, AND REINTEGRATION AND RIGHT-SIZING MILITARIES

One post-conflict priority is disarming, demobilizing, and reintegrating armed groups' members into their communities or the armed forces. In other cases, small national budgets or vetting processes to remove perpetrators of abuse might require a reduction in the armed forces. Not prioritizing the security of women, men, girls, and boys in reforms could prolong conflict.

Men, women, boys, and girls participate in armed groups. For example, approximately 40 percent of FARC (Revolutionary Armed Forces of Colombia) were women. Defining "members" of an armed group in ways that addresses the specific conflict dynamics is important to encompass all individuals needing support. Women can be both active militants or supporters within the camps, but women are frequently overlooked because they are either not considered to have been active militants or played supporting roles behind the scenes. After the conflict is over, men frequently abandon the women who followed them in the armed groups, leaving them with additional responsibilities (including children). Women may not speak up about their situation because of insecurity, fear of stigma, or lack of outreach to them. Because of this, institutions usually do not know how to handle their needs, and communities may not recognize their psychological needs.

Young men have other considerations. They might be discriminated against by their communities, which may refuse to accept them back home. They will have to adjust to not being in charge, a difficult psychological and social status transition, and may turn to

domestic violence to retain authority. Also, they can be suffering from trauma from GBV and require psychological support.

### **Program considerations**

The list below summarizes key elements surrounding disarmament. It includes elements that relate to non-USAID programming as well in order to provide overall awareness of the issues.

#### *Legal*

- USAID has legal restrictions on the types of support it can provide to DDR. Therefore, a relevant regional legal advisor should be consulted before designing activities. The Agency has a long history of supporting reintegration of ex-combatants.

#### *DDR policymaking*

- Include women negotiators, and train all negotiators to use a gender lens during the ceasefire and political negotiations leading up to the DDR policy
- Pay attention to local customs on when a girl is considered a woman and a boy a man (In many cases, marriage or having children can give a boy or girl the status of an adult. Therefore, traditional children's DDR programs may not be as appropriate for them as the adult programs.)
- Ensure DDR policies address how female dependents; abducted boys, girls, and women; and support personnel within armed groups will be handled and include policies for female combatants
- Include funds specifically in the budget for the needs of women, girls, and boys.

#### *Disarmament and demobilization*

- Conduct communications campaigns on DDR resources and processes that target the various means of obtaining information by women, boys, girls, and men
- Train all DDR staff on gender awareness
- Respond to sexual abuse issues both during and after the conflict, ensure protection both in and around cantonment sites, use strict enforcement of code of conduct for security forces to protection camps from sexual abuse and maintain mechanisms for reporting abuse, and offer training in the camps on the prevention of sexual violence
- To limit potential risks to nearby civilians, assess environment before building or selecting cantonment sites
- Employ female staff members at reintegration sites and promote reintegration facilities have specific, separate accommodations for women, girls, and boys for their protection (Women and girls should have their own sanitary facilities and health

care services, considering the need for child care, and provided appropriate nutrition and health care for nursing and pregnancy.)

- Disburse any demobilization compensation funds to women in a way that is private and accessible
- Provide safe transportation, or the funds for safe transportation, to participants returning to their communities

#### *Reintegration into communities or integration into security forces*

- Address psychosocial counseling and trauma healing for members of both genders, including for the transition to civilian life. (One method is to provide resources and training for women in communities on how to support and care for returning fighters, including child soldiers.)
- Offer the opportunity to women to join the national defense forces
- Engage women leaders to assist with reintegration of both men and women into their communities
- Do not perpetuate gender stereotypes with skills building that provides certain training to men and other training to women, and recognize the skills and interests of individual men and women and how these might fill economic gaps
- Ensure single women and widows can access benefits including microcredit and social security and pension schemes
- Register children born into armed groups to ensure they have long-term access to education and social resources that will facilitate their reintegration
- Use the post-conflict environment to obtain land and property rights for women since openings tend to emerge at that time



#### **ADDITIONAL TIPS AND TOOLS**

UNIFEM (Now UNWOMEN's) *Checklist on Gender-aware Disarmament, Demobilization and Reintegration*  
<http://www.peacewomen.org/assets/file/Themes/unifem-ddrgenderchecklist.pdf>

United Nations Disarmament, Demobilization, and Reintegration Resource Centre (includes integrated DDR standards an operational guide to the integrated DDR standards) <https://www.unddr.org/the-iddrs/>

GTZ, the Norwegian Defence International Centre, Pearson Peacekeeping Center, and Swedish National Defence College's *Disarmament, Demobilization and Reintegration: A Practical Field and Classroom Guide*  
<https://gsdrc.org/document-library/disarmament-demobilisation-and-reintegration-a-practical-field-and-classroom-guide/>

## **COUNTERING TRAFFICKING IN PERSONS**

Women, girls, men, and boys are all victims of trafficking for sexual exploitation or forced labor. In fact, men and boys have the highest rates of being trafficked. The *United Nations Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, 2000* defines trafficking in person as:

The recruitment, transportation, harboring, or receipt of persons, by means of the threat or use of force or forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.<sup>34</sup>

The security sector must have specific methods that adhere to the legal definition of trafficking for identifying these cases, protecting victims, and prosecuting traffickers. Addressing this issue also helps with other security issues, given the networks and groups used to traffic persons tend to perpetrate other illicit activities such as drugs and weapons. USAID is one of the largest donors combating trafficking in person.

### **Program considerations**

- Confirm what entity coordinates and monitors counter-trafficking in persons (CTIP) activities or, if necessary, help establish such an entity
- Establish a human rights commission to examine trafficking in persons
- Network the judiciary, police, and the military with civil society organizations to work together to prevent trafficking in persons. (This includes sharing the gender-specific ways traffickers ensnare women, girls, men, and boys.)
- Establish a national referral mechanism and a system to collect data about cases generated from the mechanism. (This is one of the most effective options.)
- Ensure there are laws and procedures in place for handling and prosecuting trafficking cases. (This includes support services to trafficked persons. Policies and procedures should reflect the different experiences of women, men, and children in trafficking.)
- Train police officers in interviewing trafficked victims and collecting evidence in these cases; train lawyers in how to prosecute trafficking in persons cases and judges in how to adjudicate them
- Provide training on trafficking awareness, identifying victims of trafficking, and the means to address trafficking to customs and border control personnel and other personnel tasked to or otherwise positioned to identify victims

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<sup>34</sup> The United Nations *Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, 2000* <http://www.ohchr.org/EN/ProfessionalInterest/Pages/ProtocolTraffickingInPersons.aspx>

- Create mechanisms and processes to ensure the safety of victims if they testify, including the ability to testify anonymously or through closed-circuit television (This may include victim-witness coordinators who can advocate for the safety of those testifying and other protection programs.)
- Create a national action plan on trafficking in persons (For an example, see Macedonia's *National Action Plan Against Human Trafficking* <http://www.osce.org/skopje/24905>)



### ADDITIONAL TIPS AND TOOLS

USAID's *Counter-Trafficking in Persons Field Guide* [https://www.usaid.gov/sites/default/files/documents/2496/C-TIP\\_Field\\_Guide\\_Final\\_April%205%202013.pdf](https://www.usaid.gov/sites/default/files/documents/2496/C-TIP_Field_Guide_Final_April%205%202013.pdf)

Promising Practices: A Review of U.S. Government-Funded Anti-Trafficking in Persons Programs, a report by the Senior Policy Operating Group Grantmaking Committee, July 2012 <https://2009-2017.state.gov/j/tip/rls/reports/2012/207590.htm>

OSCE *Leveraging Anti-Money Laundering Regimes to Combat Trafficking in Human Beings* <http://www.osce.org/secretariat/121125>

OSCE *Trafficking in Human Beings: Identification of Potential and Presumed Victims. A Community Policing Approach 2011* <http://www.osce.org/secretariat/78849>

OSCE *Guide on Gender-Sensitive Labour Migration Policies* <http://www.osce.org/secretariat/37228>

United Nations Office on Drugs and Crime *Smuggling of Migrants Knowledge Portal* (Database of state's legislation, case law, and resources related to migrant smuggling legal frameworks) <https://www.unodc.org/cld/en/v3/som/>

U.S. Department of State *Trafficking in Persons Report* (reports by country) <https://www.state.gov/j/tip/rls/tiprpt/index.htm>

## GUIDANCE ON INSTITUTION-SPECIFIC ISSUES AND REFORMS

### INTELLIGENCE

The intelligence community is composed of security sector entities responsible for collecting information and secretly acting upon threats in the operational environment in support of a nation's national security priorities. Particularly, these entities address illicit networks and armed groups that threaten the rights of both genders. They either address the threats themselves or by passing the information to other security sector actors such as the police, military, border control officials, prosecutors, or judges. The intelligence community must assess gender dynamics to best understand the environment in which they are working. USAID does not conduct activities, in support of or with, the intelligence community. Others using this toolkit can examine RAND Europe's *Intelligence and Security Legislation for Security Sector Reform*.<sup>35</sup>

<sup>35</sup>RAND Europe's *Intelligence and Security Legislation for Security Sector Reform* [https://www.rand.org/content/dam/rand/pubs/technical\\_reports/2005/RAND\\_TR288.pdf](https://www.rand.org/content/dam/rand/pubs/technical_reports/2005/RAND_TR288.pdf).



## DEFENSE

Defense forces are composed of air, land, sea, and border and customs management. Air, land, and sea defense forces are critical for protecting civilians and can serve as a place of employment for young men and women. Border and customs management regulates border activities and traffic and can include border guards, immigration, customs, and revenue. Given that much human trafficking crosses borders, they are frequently on the front lines to address trafficking in persons.

The military has a primary mission of national defense. Military personnel share many characteristics with their police counterparts. However, unlike police, military personnel are responsible for killing the enemy, capturing the objective, and preventing foreign occupation of territory. These skills require different training, tactics, culture, and mindset. While there is occasional overlap between the two types of security forces — e.g., the South African armed forces being deployed to fight urban crime and the U.S. National Guard responding to urban riots — the preservation of civil order and neighborhood safety shares little with military combat.

Defense institutions play the role of protecting the nation's security and that of the people within it. The purpose of defense reform is to bring security forces under civilian control; make them accountable to the population; and improve the security of women, men, girls, and boys. The type of reform will depend upon the current capacities and constraints of the military. Reform can be exceptionally difficult if the defense forces are predatory. A component of military training is homogenizing the forces, such as dressing and treating defense personnel exactly the same — not trying to call out differences. In this context, additional effort and a catered approach are needed to introduce a mindset where defense personnel are receptive to being asked to consider the differences in soldiers. This type of reform takes time. For example, after decades of work to increase women in the U.S. military, approximately only 15 percent of armed services members are women, compared to other countries with a higher percentage of women in the military, such as Cameroon.

### Program considerations

#### *Addressing Legal Constraints*

USAID generally cannot provide direct support to military officials except for non-military methods. In addition, U.S. government entities also cannot assist those who do not meet the Leahy Amendment requirements prohibiting assistance to units of the security forces that have committed gross violations of human rights, are not under democratic control or in transition situations, and/or have corruption so pervasive that achieving assistance objectives is doubtful. However, the Leahy

#### **GENDER INTEGRATION IN MILITARY-TO-MILITARY ENGAGEMENTS**

Through the U.S. National Guard State Partnership Program, the U.S. National Guard builds long-term relationships with partner nations around the world through annual military-to-military engagements. These engagements facilitate increased opportunities for recurring gender integration initiatives. They can build and be key contributors to developing elements of a military, such as the male and female officers and non-commissioned officer corps. Also, this includes mapping out a long-term plan, focusing on female officers and non-commissioned officers and their ability to qualify for their courses and advance. In addition, the long-term plan can target retention of female soldiers, as well as their reintegration into civilian life by providing family support services.

Amendment permits assistance if the government is taking effective measures to bring the responsible members of the unit to justice or they are making demonstrable changes and the assistance is agreed upon by the appropriations committee and the Secretary of State. USAID staff must seek the input of the USAID regional legal advisor or the cognizant Office of the General Counsel. Congressional notification and consultation will be required, regardless of prior notification in the Congressional Budget Justification.<sup>36</sup> All proposals relating to work in this area must have the concurrence of the ambassador or chief of mission.

### *General*

- Ensure senior leader engagement before starting since the leadership and support by senior officials
- Verify the means that exist to physically protect women recruits, given they may be coming into an environment where their colleagues could be hostile toward them
- Vet armed and security services for human rights abuses and violations
- Include a gender advisory group or gender experts in defense oversight mechanisms and provide gender awareness training for its members
- Find male advocates for reforms and consult with civil society for input on potential reforms and the impacts they would have on both genders
- Establish a code of conduct for defense forces on GBV and how they interact with citizens to prohibit physical and psychological abuse; have a clear system for prosecuting those who violate it and methods in place to protect those who provide evidence or issue complaints
- Conduct a gender analysis of the defense budget
- Portray women in the defense forces in a positive way through strategic communications campaigns
- Engage senior leadership and identify gender champions

#### **SUGGESTED TRAINING FOR CUSTOMS AND BORDER PATROL**

- Assessing the political economy around them including recognizing possible security threats around border checkpoints
- How to identify trafficking victims without profiling specific groups of people
- What to do when something does not look right and policies and procedures appropriate to the differences between women, men, and children trafficking victims
- Regulations, taxes and fees, human rights, and GBV to improve the conduct of border officials

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<sup>36</sup> For sample congressional notifications and waivers, see the USAID intranet at <http://inside.usaid.gov/DCHA/DG/Pub/index.cfm> and search for “Assistance to Civilian Law Enforcement in Developing Countries Annexes”

- Address structural constraints to participation
- Install separate restrooms and barracks for women and men
- Conduct the human resources reform described in the previous section, including reviewing that requirements do not exclude candidates unnecessarily
- Provide equipment and uniforms that accommodate women's bodies, including pregnancy

Have processes in place to address special needs of women in defense, such as pregnancy during active duty. (Of note, the U.S. military created a category of deployment where soldiers can stay domestic for medical reasons and this is not counted against their promotion potential.

#### *Border and Customs Management (including Maritime Security)*

Borders create unique dynamics for the movement of people and goods. Male and female traders can get stuck at the border for days with limited facilities, and thieves exploit their vulnerability. Borders are critical points where trafficking can be identified. However, customers and border officials observe security issues, sometimes without even realizing it.

To reduce security threats for both men and women passing through the border:

- Provide technical and material assistance for greater transparency and efficiencies in ports and customs (The faster individuals pass through the border, the less likely they are to be victims of violence or theft.)
- Install separate customs areas for processing women traders, preferably staffed by women officers, who are less likely to exploit women traders
- Provide male and female lodging facilities for those waiting to cross the border
- Maintain good lighting and surveillance cameras at border facilities to reduce the physical insecurity women face at borders

Although customs and border officials can help with security threats, high levels of corruption make them susceptible to payoffs by traffickers and more likely to request bribes, particularly of women and youth. Raising the officials' salaries, increasing the number of women officers, and requiring the officials to wear uniforms and badges, to increase professionalism and make them identifiable — all help deter corruption.



## ADDITIONAL TIPS AND TOOLS

United States Joint Forces Command's *Handbook for Military Support to Rule of Law and Security Sector Reform*  
[https://www.jcs.mil/Portals/36/Documents/Doctrine/pams\\_hands/uah\\_4rol\\_ssr.pdf](https://www.jcs.mil/Portals/36/Documents/Doctrine/pams_hands/uah_4rol_ssr.pdf)

OSCE *Guide on Gender-Sensitive Labour Migration Policies* <http://www.osce.org/secretariat/37228>

The World Bank *Gender Dimensions of Trade Facilitation and Logistics*  
<https://openknowledge.worldbank.org/handle/10986/16973>

United Nations Women *Making Gender-Responsive Migration Laws* <http://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2017/policy-brief-making-gender-responsive-migration-laws-en.pdf?la=en&vs=5143>

USIP Special Report *Maritime Security Sector Reform* <https://www.usip.org/sites/default/files/SR306.pdf>

The U.S. Government's *Maritime Security Sector Reform*  
[https://www.usaid.gov/sites/default/files/documents/1866/Maritime-Security-Sector-Reform\\_FINAL.pdf](https://www.usaid.gov/sites/default/files/documents/1866/Maritime-Security-Sector-Reform_FINAL.pdf)

United Nations Office on Drugs and Crime *Smuggling of Migrants Knowledge Portal* (Database of state's legislation, case law, and resources related to migrant smuggling legal frameworks)  
<https://www.unodc.org/cld/en/v3/som/>

## PRIVATE MILITARY/SECURITY COMPANIES (PSCS)

As described in the DCAF Gender and SSR Toolkit, “Private Military Companies provide military combat services, training and intelligence while security companies provide physical security.” There are circumstances when these institutions are more accountable to citizens and providing security than police and military institutions. Therefore, integrating these companies into police or military forces can contribute to reform, by providing protection and applying their international standards. In other cases, these companies are the ones in need of reform due to a lack of capacity or accountability. Ensuring PSCs meet codes of conduct, such as the International Code of Conduct and the Sarajevo Code of Conduct for PSCs, can help to address poor behavior that impacts both genders. In addition, parliamentary or civil society oversight mechanisms can also provide accountability (see later section on oversight mechanisms). USAID does not provide support to PSCs.

## POLICE

Police reforms can aim to demilitarize the police force, reduce or increase its size force, make it more accountable and inclusive, and improve its effectiveness to provide public safety to all citizens regardless of gender or background. Civilian police authority is a public safety or constabulary force with the authority to carry out functions normally exercised by a law enforcement force. This includes the authority to carry weapons, make arrests, search private premises, interrogate in private, supervise confinements, and initiate prosecutions. Policing is a public service whose delivery of citizen safety depends on public trust, the law, citizen engagement, and ethical leadership.

In 2002, USAID’s authority to support the police was expanded for “community-based police assistance.” This expansion gave USAID more flexibility to pursue goals such as institutional effectiveness (as long as the Agency does not provide direct support to security operations) and community policing. The U.S. State, Justice, and other departments provide the bulk of the support to police reform. See the end of this section on legal authorities.

Police usually play the most direct role in protecting and providing security for civilians. Both genders have different protection needs. Girls can suffer disproportionately from crimes including infanticide and child marriage and prostitution, while boys disproportionately suffer from gang violence, bullying, exposure, and abandonment. Both boys and girls also experience many similar crimes and can be kidnapped, abducted, bought and sold for prostitution or trafficked, and abused. Given their mandate to protect the community, police need to understand how gender influences these forms of violence and be trained on appropriate response mechanisms.

However, in some cases, the police are the predator. Men, women, boys, and girls can be their victims. Predatory behavior erodes trust in the security sector and governance overall, leading to security risks and vulnerabilities. Reforming the culture of police from one of entitlement to one of service requires a sea change. It will be difficult to overcome citizen’s distrust and improve existing procedures because personnel within the system often have something to lose from such changes.

Having women on the police force is important because women often engender community trust, can speak to other women more easily, and have fewer incidents of sexual harassment and exploitation. Initial analysis indicates women are more effective at de-escalating conflict and less likely to use deadly force.

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#### Program considerations

- Provide institutional capacity building in problem solving, change management, anticorruption, accountability mechanisms, organizational design,

#### WHAT IS COMMUNITY-BASED POLICING?

It is an approach to policing based on the concept that crime can most effectively be addressed by a partnership between the police and the community they serve. In practice, this approach is characterized by consultation by the police with communities, adaptation of police policies to the requirements of particular communities, mobilization of the public to work with the police to prevent crime, and adoption of a mutual problem-solving methodology as the fundamental strategy of policing.

<sup>37</sup> *Women Police: The Use of Force by and Against Female Officers*, Women & Criminal Justice Vol. 16 Issue 4 :2005

and personnel management to allow for these institutions to incorporate gender considerations (e.g. integrate more women into forces; change attitudes towards women and girls; hold abusers accountable)

- Improve organizational capacity of civilian police for efficiency, accountability, and responsiveness to citizen's protection needs (e.g., two-way radios, bicycles, 911 systems, and investigative equipment)
- Conduct human resources reforms as identified in previous sections; ensure physical fitness requirements are appropriate for the position and do not "weed out" qualified men and women with potential for implementing alternate policing models
- Match reforms within the police to reforms in the justice system to create a functional system to ensure cases of officers not performing their duties responsibly can be prosecuted.
- Ensure there are laws and policies to address GBV, antitrafficking, and discrimination against persons based on sexual orientation; train members on these new protocols, including the complex evidence collection and investigative processes required
- Provide specific training for women on the police force to ensure their general skills level is equal to that of men and have equal access to opportunities for promotion
- Conduct public information campaigns to explain new reform processes to make police forces more women-friendly
- Conduct social and behavior change communication training to work to change perceptions and normalize women as security actors

#### *Police Conduct*

- Develop a clear process for individuals to register complaints such as a hotline to monitor and report police officers who violate sexual harassment policies (While naming and shaming is not always effective, ensuring citizens have access or information on their rights and how to register complaints is important for promoting accountability.)
- Promote public/citizen monitoring and reporting on cases of corruption
- Use new standards to remove police based on assessments of their individual conduct (The standards need to be transparent, available to nonliterate individuals, and have protections for those file complaints.)
- Create clear methods for dealing with police who do not support victimized women's and children's needs, including consistent codes of conduct and protocols; review the codes of conduct with women's organizations and ensure senior-level buy-in to those protocols; translate the protocols into different languages and communicate them to those who are illiterate
- Promote a culture of service, not of control

- Establish oversight mechanisms such as legislative strengthening and support to civil society (see later section on oversight mechanisms)

#### *Police Capacities*

- Support community-based policing as an effective way of preventing crime and violence, while helping officers to become more aware of the current gender dynamics and needs of both genders within the community.
- Provide literacy training so male and female police officers have the flexibility to be assigned to roles that require writing reports
- Hold regular meetings between police and women's groups. (However, police can be suspicious of women's groups and vice versa, so it can take considerable effort to build trust and develop open, effective communications.)
- Conduct investigation or evidence collection training and provide equipment required for analyzing evidence

#### *Victims Services*

- Establish family units that address issues such as child custody, 'honor killings', property ownership, marriage and divorce, and domestic violence; ensure participation of women in these units; support these units by ensuring prestige and promotion potential for those serving them (These units may not necessarily diminish these domestic crimes but will help to improve prosecutions, law changes, reporting, and protection orders.)
- Support the family units to coordinate with victim/witness coordinators and civil society organizations that can provide additional support
- Create private areas for conducting interviews
- Support communication and cooperation between medical, law enforcement, and judicial actors to understand their respective roles in supporting justice for survivors/victims

## ADDITIONAL TIPS AND TOOLS

USAID Assistance for Civilian Policing: USAID Policy Guidance  
<https://www.usaid.gov/sites/default/files/documents/1866/200mbf.pdf>

United States Joint Forces Command Handbook for Military Support to Rule of Law and Security Sector Reform  
[https://www.jcs.mil/Portals/36/Documents/Doctrine/pams\\_hands/uah\\_4rol\\_ssr.pdf](https://www.jcs.mil/Portals/36/Documents/Doctrine/pams_hands/uah_4rol_ssr.pdf)

USAID A Field Guide for USAID Democracy and Governance Officers: Assistance to Civilian Law Enforcement in Developing Countries [http://pdf.usaid.gov/pdf\\_docs/pnadu808.pdf](http://pdf.usaid.gov/pdf_docs/pnadu808.pdf)

For sample congressional notifications and waivers, see the USAID intranet at <http://inside.usaid.gov/DCHA/DG/Pub/index.cfm> and search for “Assistance to Civilian Law Enforcement in Developing Countries Annexes”

U.S. State Department International Narcotics and Labor (INL) Bureau’s Guide To Gender and The Criminal Justice Sector <https://www.state.gov/inls-guide-to-gender-in-the-criminal-justice-system/>

DCAF’s Gender Self-Assessment Guide for the Police, Armed Forces and Justice Sector  
[https://www.dcaf.ch/sites/default/files/publications/documents/self\\_assessment\\_guide.pdf](https://www.dcaf.ch/sites/default/files/publications/documents/self_assessment_guide.pdf)

National Center for Women and Policing’s Recruiting and Retaining Women: A Self-Assessment Guide for Law Enforcement <https://www.ncjrs.gov/pdffiles1/bja/185235.pdf>

U.S. Department of State INL Guide to Police Assistance <https://2009-2017.state.gov/documents/organization/263419.pdf>

USAID’s Practitioner’s Guide for Anticorruption Programming  
[https://www.usaid.gov/opengov/developer/datasets/Practitioner%27s\\_Guide\\_for\\_Anticorruption\\_Program](https://www.usaid.gov/opengov/developer/datasets/Practitioner%27s_Guide_for_Anticorruption_Program)



## JUSTICE AND RULE OF LAW (LAWYERS AND LEGAL SUPPORT, JUDGES, AND COURT PROCESSES)

The justice system is perhaps the most important institution for protecting the rights of individuals, particularly women, girls, and boys. Such rights will be properly interpreted and enforced only when all the actors in the justice system fully understand the rights of women and children. Justice reform is not only about changing laws, but also improving operations to ensure effectiveness and fairness. These changes are buttressed by oversight mechanisms (see section on oversight mechanism), and must be reconciled and mutually reinforcing with traditional justice systems. While traditional systems can be quicker, more accessible, and have social legitimacy, they often reinforce gender roles.

### JUDICIAL TRAINING

The Indonesia C4J project provided a judicial training program in coordination with the Supreme Court on case management, legal writing, and judicial ethics. This included the development of gender-sensitive and inclusive approaches to strengthen equitable opportunities for female judges. Further, the training curriculum covered elements of gender, antidiscrimination, social, and juvenile justice.

### Program considerations

*Lawyers and Legal Support*



- Train paralegals to promote legal literacy, provide legal aid clinics, serve as victim/witness coordinators, and teach how to access the judicial system. (Paralegals often work in more rural areas, and can be an effective means to bring more women into the system, particularly in family law. For example, the Enhanced Palestinian Justice Program conducted legal training for students about family law, GBV, and client interviewing at An-Najah and Hebron Law Schools.)
- Seek pro bono work from bar associations for legal aid on GBV, trafficking, inheritance, and land laws
- Provide mock trial opportunities to lawyers and judges on these types of cases and what additional measures can be used such as DNA testing and closed-circuit television for testimony.
- Train lawyers on how to properly conduct interviews of women and members of socially marginalized groups (per the tips outlined in the assessment section of this toolkit)
- Establish witness protection programs and train on victim treatment; in parallel, ensure measures to monitor implementation of such programs
- Train national bar associations and legal groups on gender awareness and due process
- Promote the establishment and use of restraining, vacate, custody, and restitution orders — all important protective tools for prosecutors, particularly in cases of human trafficking and GBV
- Link service providers, from shelters to legal services, since access to these services can improve an individual’s likelihood of following through on a complaint

#### **USAID-SUPPORTED WOMEN’S LEGAL RIGHTS (WLR) INITIATIVE**

WLR’s employed the expertise of outside legal experts, including the professor of a major U.S. law school and a U.S. federal court judge, to help to strengthen the capacity of prosecutors, public defenders, and other justice sector workers in both Guatemala and Madagascar. In Rwanda, where no formal courses existed for judges, magistrates, lawyers, or other kinds of legal professionals on gender or women’s rights, WLR worked with the Ministry of Justice and the new National Institute for Legal Practice and Development to develop a course on gender issues in family law.

[Final Report](#)

### *Judges*

- Provide gender awareness training to judges
- Examine legal programs at universities to see whether they are inclusive and provide support for recruiting women
- Review admissions standards at law programs in universities to ensure women are not being discriminated against during admissions
- Provide support, including scholarships, to university programs and mid-career programs to further introduce women into the higher ranks of the justice sector
- Promote the creation of women judges’ associations to promote the active participation of female judges in the system

- Develop fair and transparent procedures for evaluating the work of judicial professionals to ensure women are being considered for promotions
- Appoint female judges as an opportunity to address gender imbalances and verify whether they are being shunted into only certain types of cases
- Rule against sextortion. (The International Association of Women Judges has an international sextortion toolkit for judges that provides a legal, analytical, and practical framework for understanding and addressing sextortion <http://www.iawj.org/wp-content/uploads/2017/04/Corruption-and-Sextortion-Resource-1.pdf>)
- Provide ongoing judicial education; ensure gender issues are a permanent part of new judge orientation and continuing curriculum for those on the bench. (Evidence has shown “judicial educators and judges are less resistant to courses on gender bias in courtroom interaction which stress correcting forms of address and eliminating sexist remarks than they are to courses on judicial decision making in substantive areas of the law which may reveal, for example, how gender bias affects support awards and enforcement and contributes to the impoverishment of women and children.”<sup>38</sup>)
- Identify supportive judges to sit on judicial education planning committees and teach courses related to gender and law courses
- Educate judges on the economic consequences of divorce, so this can be incorporated into strategies for settlements and trials
- Train on GBV laws to ensure they are enforced to challenge existing cultures of impunity
- Criminalize ‘honor killings’ and other traditional or customary practices that target women

#### *Court Processes*

- Examine court fees (both official and unofficial) to see whether they hinder access to justice, especially in cases of gender-based crimes.
- Support non-discriminatory judicial procedures and practices.
- Create procedures for protecting witnesses and information to improve the likelihood of conviction for gender-based and domestic violence

#### **RESPONDING TO GBV**

The Dominican Republic Criminal Justice Sector Strengthened project develops training modules to improve prosecutors’ and police officers’ knowledge, sensitivity, and ability to respond to and process gender-based crimes, as well as crimes against vulnerable populations, such as the LGBTI community.

<sup>38</sup> Operating a Task Force on Gender Bias in the Courts <http://www.iawj.org/wp-content/uploads/2017/05/Equality-in-the-Courts-Resource-1.pdf>

- Provide processes and safe places to ensure equal access to justice, including child care when in court, translators, transportation costs, closed-circuit television, and screens to protect victims' and witnesses' faces
- Support specialized, more streamlined family courts
- Co-locate social support services with the courts
- Engage women's groups for ideas on reform and oversight
- Establish recordkeeping and case tracking systems
- Establish a national-level police liaison board
- Support traveling/mobile courts and special prosecutor units to give women more access to justice
- Provide men and women with sanitation facilities in courthouses
- Promote gender-neutral language in the rulings, minutes and briefing notes.
- Promote sentences for sexual offenses and domestic violence that reflect their serious nature
- Allow for increased sentences for repeat offenders

#### *Traditional Justice Systems*

- Identify tensions between codified and customary laws that champion equality and others that may be discriminatory, and support efforts to reconcile them
- Train traditional leaders and informal justice mechanisms on human rights standards



## ADDITIONAL TIPS AND TOOLS

USAID *Gender Integration in Democracy, Human Rights, and Governance*

<https://www.usaid.gov/documents/2496/gender-integration-democracy-human-rights-and-governance-drg>

OSCE *Trafficking in Human Beings: Identification of Potential and Presumed Victims. A Community Policing Approach 2011* <http://www.osce.org/secretariat/78849>

United States Joint Forces Command's *Handbook for Military Support to Rule of Law and Security Sector Reform*

[https://www.jcs.mil/Portals/36/Documents/Doctrine/pams\\_hands/uah\\_4rol\\_ssr.pdf](https://www.jcs.mil/Portals/36/Documents/Doctrine/pams_hands/uah_4rol_ssr.pdf)

Center for Law and Military Operations' *Rule of Law Handbook: A Practitioner's Guide for Judge Advocates*

[https://www.loc.gov/rr/frd/Military\\_Law/pdf/rule-of-law\\_2011.pdf](https://www.loc.gov/rr/frd/Military_Law/pdf/rule-of-law_2011.pdf) has M&E

DCAF *Justice Reform and Gender* <http://www.osce.org/odihr/30676?download=true>

United Nations Office on Drug and Crime *Gender in the Criminal Justice System Assessment Tool*

<http://www.unodc.org/documents/justice-and-prison-reform/crimeprevention/E-book.pdf>

U.S. Department of State *INL Guide to Justice Sector Assistance* [https://2009-](https://2009-2017.state.gov/documents/organization/222048.pdf)

[2017.state.gov/documents/organization/222048.pdf](https://2009-2017.state.gov/documents/organization/222048.pdf)

USAID's *Guide to Court Reform and the Role of Court Personnel* [https://pdf.usaid.gov/pdf\\_docs/PNADX808.pdf](https://pdf.usaid.gov/pdf_docs/PNADX808.pdf)

## THE PENAL SYSTEM

The penal system is a frequently overlooked portion of the security sector but one of the most critical. According to DCAF, penal means “of or relating to punishment.” The penal system thus includes prisons but also alternatives to custody such as systems for bail, and community service orders, as well as (where existing) elements such as parole boards, probationary services and inspectorates, and traditional and informal sanctions systems.”<sup>39</sup> If the penal system does not work, then there is little ultimate accountability. The penal system can create more security issues by bringing actors together to create networks and affect the credibility of the entire rule of law system. Given the interconnectivity of the institutions, the penal system’s operations and processes need to link to reforms in other security sector institutions. For example, case management reforms in the police link to the justice and the penal system.

Men, women, boys, and girls have different experiences and needs in corrections institutions. Young men may be more vulnerable to recruitment into gangs while incarcerated. All individuals face an additional stigma for going to prison and are at risk for GBV and other forms of physical and sexual violence. Women also have additional needs if they are pregnant, breastfeeding, or the principal caregiver for young children. Both men and women have needs as leaders of their household.

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<sup>39</sup> Geneva Center for the Democratic Control of Armed Forces (DCAF) Occasional Paper – 18 *The Role of Penal Reform in Security Sector Reform* by Megan Bastick

[http://www.dcaf.ch/sites/default/files/publications/documents/OPI8\\_bastick\\_penal\\_reform\\_ssr.pdf](http://www.dcaf.ch/sites/default/files/publications/documents/OPI8_bastick_penal_reform_ssr.pdf)

## Program considerations

### *Legal Considerations*

USAID has restrictions in supporting prison reforms, but there are exceptions for Development Assistance, Economic Support Funds (ESF), and International Counternarcotics and Law Enforcement) funds to eliminate inhumane conditions. Using money for this purpose requires coordination with the U.S. Department of State's Democracy, Human Rights, and Labor bureau and with the appropriators. For ESF there is also notwithstanding authority in section 534(b)(3)(D) of the FAA for programs conducted through multilateral or regional institutions to improve penal institutions and for the rehabilitation of offenders. Activities could support post-incarceration reintegration of prisoners back into society. Domestic violence tends to go up in post-conflict environments because of post-traumatic stress, women challenging male roles after they served as heads of households while men were off fighting, and former inmates and ex-combatants not reintegrating well. Examples of inhumane conditions that could be addressed include ensuring per capita floor space is sufficient to allow for humane sleeping conditions and reasonable physical movement, providing separate facilities for youth offenders, ensuring prisoners can submit complaints to judicial authorities.

An easier, less confusing, and less complicated action is to assist activities that may be considered assistance to prisoners, not to prisons, and could not be diverted to benefit the prison administration. These should be programs that the prison administration is not required to provide. For example, vocational education could be provided if the prison does not already have such a program. USAID has also assisted global health objectives involving communicable diseases, where failure to treat cohorts such as military, police, or prisoners reduces the effectiveness of health assistance to the overall general population.

### *Program Activities*

- Training on gender issues and capacity building to meet the body of principles for the Protection of All Persons under Any Form of Detention or Imprisonment (1988) can help to lay the groundwork for behavior change.
- Support should be given to civil society or human rights monitoring groups to report on prison standards to encourage advocacy and reform led by prison authorities.
- Anticorruption programming can positively influence the environment, particularly against GBV.
- Anti-GBV programming can support confidential reporting, procedures for GBV penalties, skilled personnel to handle GBV, training on preventing rape of male prisoners, sensitization for male GBV victims who are least likely to come forward, and a zero-tolerance environment. Oversight mechanisms should include inspection teams with expertise in looking for GBV and health services. Health care can be provided to address sexually transmitted diseases, which are a legitimate issue for

both men and women. Programs can assess measures to respond to male youth violence and how those in protective custody are protected from others in the prison population.

- Have women officers oversee women’s corrections facilities (Programs may need to promote human resource reforms to the greatest extent possible because it can be tough to recruit women prison officials because in many police cultures, one is expected to work long abnormal hours that can make it difficult for women who have additional household and child-care needs.)
- Identify issues of the stigma women face for being incarcerated and how to remove barriers that reinforce stigma
- Provide alternative options for leaving prison for the countries where current policies do not allow women to leave corrections facilities without a male escort (which can result in women staying longer in prison)
- Provide private spaces for undressing and strip searches, feminine hygiene items, and nutritional diets and health care for pregnant and nursing women (The latter can be facilitated through capacity building to pass legislation mandating this be provided.)

Support programs that examine and support alternatives to incarceration so women and men can be closer to young children and not disrupt the family unit if in for non-violent acts (women proportionally are incarcerated for non-violent acts). Given the importance of breastfeeding, the role women play in keeping the household and family units running, and the how bonding in the first three years can affect an individual’s behavior for life, programs can support considerations for women and small children to stay out of pre-trial detention and provide spaces for the children to stay with them permanently or temporarily and having it reflect “normal” life as much as possible for the children (This is similarly recommended where the man is the primary caregiver). Facilities can be provided so babies are not born in prisons and breastfeeding mothers are provided alternatives to incarceration in the prison.



## ADDITIONAL TIPS AND TOOLS

International Centre for Criminal Law Reform and Criminal Justice Policy’s *International Prison Policy Development Instrument* <http://www.prisonwatchsl.org/wp-content/uploads/2011/03/PrisonPolicyDevelopmentInstrument.pdf>

United Nations *Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders* (the [Bangkok Rules](#), ECOSOC resolution 2010/16, annex, adopted on 22 July 2010) and UNODC/WHO [Europe Declaration on Women’s Health in Prison, Correcting Gender Inequality in Prison Health](#) (Kyiv Declaration, 2009), provide an excellent background and guidance in this area.

U.S. Department of State *INL Guide to Corrections Assistance* <https://2009-2017.state.gov/documents/organization/234722.pdf>

## OVERSIGHT MECHANISMS

Oversight can be provided through a legislative body, inspector generals, or civil society. They enhance accountability and transparency, such as requiring personnel reforms and disciplinary policy and practice. The legislature also conducts budgeting processes that affect the resources for reforms. Given the culture of secrecy in this sector, these mechanisms are important — perhaps the most important element for successful security sector reforms.

### Program Considerations

All oversight mechanisms should conduct and support gender-responsive budgeting. A gender-aware budget audit and statement would analyze expenditures and revenues in terms of their likely impact upon men, women, girls, and boys. (Donors also need to consider how their funding affects/supports public funds allocation for SSR.)

**Legislative.** Legislative committees can play their oversight role through a variety of mechanisms. They can hold hearings on gender integration and mainstreaming in security sector institutions and ensure women’s participation in hearings. Legislative bodies can pass laws prohibiting female genital mutilation, ‘honor killings’, sexual harassment, and domestic violence and establishing witness protection and victim assistance legislation, including for victims of trafficking and GBV. Committees should use gender-sensitive language in policies/discussing security institutions and draft gender-sensitive legislation.

**Civil society.** Civil society provides oversight through multiple means, official and unofficial. Donor support can be capacity building or materials for events or oversight offices. Programs can train civil society groups on how to advocate, negotiate, and provide oversight to security institutions. Encouraging coalition-building amongst women’s groups as part of accountability measures is fundamental. Training them on budget analysis and defense and security issues more specifically will help them to engage with defense institutions. With these tools, programs can support citizen report cards that collect data on a public service or reform, monitor corruption, and provide witness protection and victim assistance legislation, including for victims of trafficking and GBV. Civil society can also play an important oversight role in peace negotiations so advocating for their participation and using them to raise the gender capacity of negotiators can be particularly fruitful.

## FINANCIAL OVERSIGHT

By tracking flows of public resources to obtain goods and services, oversight aspires to:

- Fight corruption by uncovering leakages in the system between source and destination of funds/goods
- Uncover problems in the delivery of services (e.g., absent or “ghost” government workers)
- Make budget execution more efficient

Source: World Bank Social Accountability Sourcebook, Methods and Tools (2006)



## ADDITIONAL TIPS AND TOOLS

United Nations Women's Gender Responsive Budgeting In Practice: A Training Guide

<http://www.unwomen.org/en/digital-library/publications/2010/1/gender-responsive-budgeting-in-practice-a-training-manual#viewpage>

The OSCE's *Leveraging Anti-Money Laundering Regimes To Combat Trafficking in Human Beings*

<http://www.osce.org/secretariat/121125>

DFID's *Off-Budget Military Expenditure and Revenue: Issues and Policy Perspectives for Donors*

<https://gsdrc.org/document-library/off-budget-military-expenditure-and-revenue-issues-and-policy-perspectives-for-donors/>

USAID's *Women In Power Project Summary Report* [https://www.usaid.gov/sites/default/files/USAID-WiP-summary-report\\_FINAL.pdf](https://www.usaid.gov/sites/default/files/USAID-WiP-summary-report_FINAL.pdf)

*Plan of Action for Gender Sensitive Parliaments, International Parliamentary Union, 2012*

<http://www.ipu.org/pdf/publications/action-gender-e.pdf>

USAID's *Gender Integration in Democracy, Human Rights, and Governance*

<https://www.usaid.gov/documents/2496/gender-integration-democracy-human-rights-and-governance-drg>

USAID's *Programming Module 4: Integrating Gender Into Legislative Strengthening Programming*

[http://pdf.usaid.gov/pdf\\_docs/pbaae696.pdf](http://pdf.usaid.gov/pdf_docs/pbaae696.pdf)

Inter Parliamentary Union *Women in National Parliaments* ( <http://www.ipu.org/wmn-e/world.htm>) for the most recent data on women's participations in parliaments and <http://www.ipu.org/parline-e/parlinesearch.asp> for a database of overall information about parliaments



## MONITORING, EVALUATION, AND LEARNING AND GENDER CONSIDERATIONS

Monitoring, evaluation, and learning are important tools to both ensure any gender-related goals are being met and there are no negative side effects on one gender or another due to a project or policy change. Since there are numerous resources on monitoring and evaluation, including with specific indicators for the security sector, here the toolkit provides highlights drawn from multiple resources, which are highlighted at the end of this section.

Monitoring and evaluating the security sector can be challenging for a number of reasons, including the complexity of the system, lack of systems to collect data, lack of experienced personnel who can collect it, and a culture of secrecy that hinders collecting existing quantitative or qualitative data. In the majority of cases, sex-disaggregated data or data highlighting a woman's experience with and within the security sector are most likely non-existent. Therefore, in some cases, data collection methods will have to be set up from the beginning to have data from which to start.

Regardless of the type of activity, there are a couple of key points to keep in mind in evaluating SSR with a gender perspective:

**Have a theory of change.** With any new policy or activity, a clear theory of change and desired outcomes should be articulated (See USAID Guidance).<sup>40</sup> Too many activities, particularly training activities, result in limited change because the expected causal effect and related assumptions about what is required for success are not articulated. Given the complexity of the security sector, articulating assumptions can help to highlight where there are flaws in the program design or where the real actors capable of providing impact are not within your span of control or the types of individuals one must ensure they are including. This includes articulating gender assumptions as well.

*Collect gender-sensitive data* For data collection methods, refer to the recommendations in the Assessment section of this toolkit on how to design and conduct interviews. Have a gender expert review the questions and methods. Anonymous exit interviews are also useful. Ensure both female and male staff participate in interviews and the responses are disaggregated on an individual level by male and female to see where differences do and do not exist.

**Qualify gender-related outcomes instead of just quantifying outputs.** It is most important, although challenging, to have outcome related indicators and not just input indicators. The indicator list below is not exhaustive since it must be tailored to a specific context, but it provides a starting point for outcome indicators.

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<sup>40</sup> USAID's *Theories of Indicators of Change: Concepts and Primers for Conflict Management and Mitigation* [http://pdf.usaid.gov/pdf\\_docs/pnaed180.pdf](http://pdf.usaid.gov/pdf_docs/pnaed180.pdf)

**Sources.** There is usually limited data collection conducted in these environments both because of capacity but also because some gender-related data can be secretive or sensitive. Participatory monitoring can be one of the most effective methods in this case where groups involved help to inform the design of indicators and monitoring methods and then assist in its implementation. Also, multiple sources can help to triangulate the truth. Sources could include using ombudsman’s and independent audit groups, parliamentarians, international and regional monitoring mechanisms, donors, security sector members, institutions, independent bodies, national level surveys, and civil society. Women and youth organizations can help with data collection. Regardless of the source, confidentiality is important.

**Indicators.** Indicators should be established in the beginning of the project, after the assessment and once programming has been designed. The below indicators are examples of indicators to capture gender considerations and issues in the security sector. This list is not comprehensive and should be catered to each program’s specific context, but this list and the resources at the end of this section can provide a good starting point for indicators that relate specifically to gender elements in SSR.

PROPOSED INDICATORS
POLICY ENVIRONMENT
<ul style="list-style-type: none"> <li>• Number of laws, policies, or procedures drafted, proposed, or adopted to promote gender equality at the regional, national or local level. (USG F Framework Indicator)</li> <li>• Number of reforms adopted which increase gender neutrality/sensitivity</li> <li>• Number of laws, policies or procedures drafted, proposed, or adopted with USG assistance designed to improve prevention of or response to GBV at the regional, national, or local level. (USAID F Framework Indicator)</li> <li>• Number and percentage of military manuals, national security policy frameworks, codes of conduct, and standard operating procedures/protocols of national security forces with measures to protect women’s and girls’ rights</li> <li>• Inclusion of gender issues and gender-neutral language in strategic plans and other policy docs</li> </ul>
GENDER NORMS
<ul style="list-style-type: none"> <li>• Percentage of survey respondents who believe women and men should have equal control over household financial resources*</li> <li>• Percentage of respondents who report tolerance for physical abuse of women*</li> <li>• Percentage of community members willing to accept raped women back into the community*</li> <li>• Proportion of target population reporting increased agreement with the concept that males and females should have equal access to social, economic, and political opportunities. (USG F Framework Indicator)</li> <li>• Percentage of target population that views GBV as less acceptable after participating in or being exposed to U.S. Government programming. (U.S. Department of State F Indicator)</li> </ul>
WOMEN’S PARTICIPATION
<ul style="list-style-type: none"> <li>• Percentage of women in various levels of an institution</li> <li>• Number of local women participating in a substantive role or position in a peacebuilding process supported with USG assistance (USG F Framework Indicator)</li> <li>• Number and percentage of officials trained in gender-sensitive customer service</li> </ul>
TRAINING

## PROPOSED INDICATORS

- Number and quality of gender-sensitive training events
- Number of training and capacity building activities conducted with USG assistance that are designed to promote the participation of women or the integration of gender perspectives in security sector institutions or activities (USG F Framework Indicator)
- Number of persons trained with U.S. Government assistance to advance outcomes consistent with gender equality or female empowerment through their roles in public or private sector institutions or organizations (USG F Framework Indicator)
- Proportion of females who report increased self-efficacy at the conclusion of U.S. Government supported training/programming. (USG F Framework Indicator)
- Percentage of participants who used the training materials
- Why individuals participated in the training or not\*
- Percentage of participants who rated the content as relevant to their work

## SECURITY INDICATORS

- Rates of GBV\*
- Proportion of population subjected to physical, psychological, or sexual violence in the previous 12 months (SDG 16.1.3)\*
- Proportion of population that feel safe walking alone around the area they live (SDG 16.1.4)\*

## POLICING / MILITARY

- Comparison of response to male-reported incidents vs. female-reported incidents (e.g., percentage of time that women's reports versus men's reports were accepted. Comparison of charges filed. Comparison of arrests made. Comparison of legal sanction after a crime was proven.
- Percent of personnel from target security sector institutions, agencies, or departments trained in gender-sensitive customer service who demonstrated increased knowledge or skills
- Number of people reached by an U.S. government-funded intervention providing GBV services (e.g., health, legal, psychosocial counseling, shelters, hotlines, other). (USG F Framework Indicator)
- Number of applications to serve in the police and military\*
- Percentage increase in number of domestic violence prosecutions and convictions
- Perceptions of a security institution\* (For example, If your child was lost, would you call the police for help?)
- The number of calls to the police
- Number of attacks by civilians on security providers\*
- Level of continued reliance by communities on non-state informal security providers
- The number of people going to military and police installations (indicates a trust in the military and police to help and protect them)\*
- Percentage of individuals willing to call the police if a victim of a crime\*

## DDR

- Number and percentage of female ex-combatants, women and girls associated with armed forces or groups who benefit from DDR programs

## JUSTICE

- Distance to legal advice services (distance can be a barrier to women's access to justice)
- Number of judicial sector personnel trained in gender sensitivity

## PROPOSED INDICATORS

- Number of complaints about misconduct\*
- The American Bar Association's Judicial Reform Index (a set of 30 indicators)<sup>41</sup>

\* Signifies the indicator requires a disaggregation by gender to be effective



### ADDITIONAL TIPS AND TOOLS

United Nations Office on Drug and Crime's *Gender in the Criminal Justice System Assessment Tool*  
<http://www.unodc.org/documents/justice-and-prison-reform/crimeprevention/E-book.pdf>

USAID's *Handbook of Democracy and Governance Indicators* [http://pdf.usaid.gov/pdf\\_docs/PNACC390.pdf](http://pdf.usaid.gov/pdf_docs/PNACC390.pdf)

USAID *Toolkit for Monitoring and Evaluating Gender-Based Violence Prevention Interventions Along THE Development Continuum*  
<https://www.usaid.gov/sites/default/files/documents/2151/Toolkit%20Master%20%28FINAL%20MAY%209%29.pdf>

USAID *A Field Guide for Democracy and Governance Officers: Assistance to Civilian Law Enforcement in Developing Countries* (see Criminal Justice Sector Assessment Rating Tool on page 178)  
[http://pdf.usaid.gov/pdf\\_docs/PNADU808.pdf](http://pdf.usaid.gov/pdf_docs/PNADU808.pdf)

USAID *Violence Against Women and Girls: A Compendium of Monitoring and Evaluation Indicators*  
<https://www.measureevaluation.org/resources/publications/ms-08-30>

United Nations Development Programme *Measuring Democratic Governance: A Framework for Selecting Pro-Poor and Gender-Sensitive Indicators* [http://www.undp.org/content/undp/en/home/librarypage/democratic-governance/oslo\\_governance\\_centre/governance\\_assessments/measuring-democratic-governance/](http://www.undp.org/content/undp/en/home/librarypage/democratic-governance/oslo_governance_centre/governance_assessments/measuring-democratic-governance/)

Saferworld *Evaluating for Security and Justice*  
<https://www.saferworld.org.uk/downloadfile.php?filepath=downloads/pubdocs/Evaluating+for+security+and+justice.pdf>

Saferworld *Community Security Handbook* (starting on page 36)  
<https://www.saferworld.org.uk/resources/publications/806-community-security-handbook>

American Bar Association *Judicial Reform Index*  
[https://www.americanbar.org/advocacy/rule\\_of\\_law/publications/assessments/jri/jri\\_factors.html](https://www.americanbar.org/advocacy/rule_of_law/publications/assessments/jri/jri_factors.html)

The Woodrow Wilson School of Public and International Affairs *The PRIME System: Measuring the Success of Post-Conflict Police Reform*  
[http://dmeforpeace.org/sites/default/files/Princeton%20University\\_%20The%20Prime%20System%20Measuring%20the%20Success%20of%20Post%20Conflict%20Police%20Reform.pdf](http://dmeforpeace.org/sites/default/files/Princeton%20University_%20The%20Prime%20System%20Measuring%20the%20Success%20of%20Post%20Conflict%20Police%20Reform.pdf)

<sup>41</sup> American Bar Association *Judicial Reform Index*  
[https://www.americanbar.org/advocacy/rule\\_of\\_law/publications/assessments/jri/jri\\_factors/](https://www.americanbar.org/advocacy/rule_of_law/publications/assessments/jri/jri_factors/)

# ANNEX A. RESOURCES, GUIDES, AND TOOLS

## **African Women’s Development and Communication Network (FEMNET)**

[A Curriculum for the Training of Trainers in Gender Mainstreaming](#). 2010 (est.).

## **American Bar Association (ABA)**

[Judicial Reform Index Factors](#). 2007.

## **Cooperative for Assistance and Relief Everywhere (CARE)**

[Gender, Equity, and Diversity Training Materials: Gender Training](#). 2014.

## **Geneva Centre for Democratic Control of Armed Forces (DCAF)**

[Private Military and Security Companies and Gender](#). 2008.

[Gender and Security Sector Reform: Examples from the Ground](#). 2011.

[Gender Self-Assessment Guide for the Police, Armed Forces and Justice Sector](#). 2011.

[Parliamentary Oversight of the Security Sector: ECOWAS Parliament-DCAF Guide for West African Parliamentarians](#). 2011.

[Security Sector Backgrounder: Gender Equality and Good Security Sector Governance – Gender Equality for State and Human Security](#). 2015.

## **German Technical Cooperation Agency (GTZ)**

[Disarmament, Demobilization, and Reintegration: A Practical Field and Classroom Guide](#). 2004.

## **Governance and Social Development Resource Centre (GSDRC)**

[Topic Guide on Security Sector Reform](#). 2016

## **InterAction**

[The Gender Audit Handbook. A Tool for Organizational Self-Assessment and Transformation](#). 2010.

## **International Association of Women Judges (IAWJ)**

[Ending, Shaming, and Ending Sextortion: Stopping the Abuse of Power through Sexual Exploitation.](#) 2012.

### **International Code of Conduct Association (ICOCA)**

[The International Code of Conduct for Private Security Service Providers.](#) 2010.

### **International Justice Resource Center (IJRC)**

[Overview of the Human Rights Framework.](#) 2017.

[Women's Human Rights.](#) 2017.

### **International Office of Migration**

[Handbook on Direct Assistance for Victims of Trafficking.](#) 2010.

### **Inter-Parliamentary Union (IPU)**

[Plan of Action for Gender-Sensitive Parliaments.](#) 2012.

[PARLINE Database on National Parliaments.](#) 2017.

[Women in National Parliaments.](#) 2017.

### **National Association of Women Judges (NAWJ)**

[Operating a Task Force on Gender Bias in the Courts: A Manual for Action.](#) 1986.

### **National Center for Women and Policing (NCWP)**

[Recruiting & Retaining Women: A Self-Assessment Guide for Law Enforcement.](#) 2003.

### **Office of the United Nations High Commissioner for Human Rights (OHCHR)**

[Status of Ratification Interactive Dashboard: Ratification of 18 International Human Rights Treaties.](#) 2017.

[Protocol to Prevent, Suppress, and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime.](#) 2000.

### **Organization for Security and Co-Operation in Europe (OSCE)**

[OECD DAC Handbook on Security System Reform: Supporting Security and Justice.](#) 2007.

[Justice Reform and Gender.](#) 2008.

[Gender and Security Sector Reform Toolkit.](#) 2008.

[Guide on Gender-Sensitive Labor Migration Policies.](#) 2009.

[“Section 10: Monitoring and Evaluation” in OECD DAC Handbook on Security System Reform: Supporting Security and Justice.](#) 2011.

[Trafficking in Human Beings: Identification of Potential and Presumed Victims: A Community Policing Approach.](#) 2011.

[Leveraging Anti-Money Laundering Regimes to Combat Trafficking in Human Beings.](#) 2014.

[Factsheet on Preventing and Combating Trafficking in Human Beings in the OSCE Region.](#) 2016.

[Survey Report 2016: Efforts to Implement OSCE Commitments and Recommended Actions to Combat Trafficking in Human Beings.](#) 2016.

### **Princeton University**

Princeton University: Woodrow Wilson School of Public and International Affairs. [The PRIME System: Measuring the Success of Post-Conflict Police Reform.](#) 2006.

### **RAND Corporation**

[Technical Report: Intelligence and Security Legislation for Security Sector Reform.](#) 2005.

[Testimony: Performance Metrics to Improve Police-Community Relations.](#) 2015.

### **Saferworld**

[Evaluating for Security and Justice: Challenges and Opportunities for Improved Monitoring and Evaluation of Security System Reform Programmes.](#) 2009.

[Community Security Handbook.](#) 2014.

### **South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC)**

[The Sarajevo Code of Conduct for Private Security Companies.](#) 2006.

### **The Institute for Inclusive Security**

[Inclusive Security, Sustainable Peace: A Toolkit for Advocacy and Action.](#) 2007.

[A Women’s Guide to Security Sector Reform.](#) 2013.

[National Action Resource Center.](#) 2017.

### **U.K. Department for International Development (DFID)**

[Off-Budget Military Expenditure and Revenue: Issues and Policy Perspectives for Donors.](#) 2002.

[Practical Approaches to Theories of Change in Conflict, Security and Justice Programmes, Part I: What They Are, Different Types, How to Develop and Use Them.](#) 2013.

[Practical Approaches to Theories of Change in Conflict, Security, and Justice Programmes Part II: Using Theories of Change in Monitoring and Evaluation](#). 2013.

### **United Nations Children’s Fund (UNICEF)**

[Reservations to Convention on the Elimination of All Forms of Discrimination Against Women \(CEDAW\): An Analysis for UNICEF](#). 2009.

[Training of Trainers on Gender-Based Violence: Focusing on Sexual Exploitation and Abuse](#). 2010 (est.).

[Operational Guidance Overview: Promoting Gender Equality – An Equity-Focused Approach to Programming](#). 2011.

[Child Rights Toolkit: Integrating Child Rights in Development Cooperation](#). 2014.

### **United Nations Development Programme (UNDP)**

[Measuring Democratic Governance: A Framework for Selecting Pro-Poor and Gender Sensitive Indicators](#). 2006.

[Primers in Gender and Democratic Governance: Gender Equality and Justice Programming: Equitable Access to Justice for Women](#). 2007.

### **United Nations Disarmament, Demobilization and Reintegration Resource Center (UNDDRRC)**

[The Integrated DDR Standards](#). 2017.

### **United Nations Educational, Scientific and Cultural Organization (UNESCO)**

[Training Guide and Training Techniques](#). 2004.

### **United Nations Entity for Gender Equality and the Empowerment of Women (UN WOMEN)**

[Gender-Aware Disarmament, Demobilization and Reintegration \(DDR\): A Checklist](#). 2010 (est.).

[Beijing Declaration and Platform for Action: Beijing +5 Political Declaration and Outcome](#). 2014.

[CEDAW: Country Reports](#). 2017.

[CEDAW: General Recommendations](#). 2017.

[Making Gender-Responsive Migration Laws](#). 2017.

[Gender-Responsive Budgeting In Practice: A Training Manual](#). 2010.

### **United Nations Office on Drugs and Crime (UNODC)**

[Gender in the Criminal Justice System Assessment Tool: Criminal Justice Assessment Toolkit](#). 2010.

[Smuggling of Migrants Knowledge Portal](#). 2017.



## **United Nations Security Council (UNSC)**

[Resolution 1325 \(2000\): Adopted by the Security Council at its 4213<sup>th</sup> Meeting.](#) 2000.

## **U.S. Army**

[Rule of Law Handbook: A Practitioner's Guide for Judge Advocates.](#) 2011.

## **U.S. Agency for International Development (USAID)**

[Handbook of Democracy and Governance Program Indicators.](#) 1998.

[Assistance for Civilian Policing: USAID Policy Guidance.](#) 2005.

[Protection of Human Subjects in Research Supported by USAID: A Mandatory Reference for ADS Chapter 200.](#) 2006.

[Violence Against Women and Girls: A Compendium of Monitoring and Evaluation Indicators.](#) 2008.

[Guide to Court Reform and the Role of Court Personnel: A Guide for USAID Democracy and Governance Workers.](#) 2009.

[Guide to Rule of Law Country Analysis: The Rule of Law Strategic Framework: A Guide for USAID Democracy and Governance Officers.](#) 2010.

[Interagency Security Sector Assessment Framework: Guidance for the U.S. Government.](#) 2010.

[A Field Guide for USAID Democracy and Governance Officers: Assistance to Civilian Law Enforcement in Developing Countries.](#) 2011.

[Tips for Conducting a Gender Analysis at the Activity or Project Level: Additional Help for ADS Chapter 201.](#) 2011.

[Counter-Trafficking in Persons Policy.](#) 2012.

[U.S. Strategy to Prevent and Respond to Gender-Based Violence Globally.](#) 2012.

[Equal Rights, Equal Justice: Toolkit for Addressing Gender-Based Violence through Rule of Law Projects.](#) 2014.

[Toolkit for Monitoring and Evaluating Gender-Based Violence Interventions Along the Relief to Development Continuum.](#) 2014.

[Draft Working Document: USAID Applied Political Economy Analysis \(PEA\) Field Guide.](#) 2016.

[Gender Integration in Democracy, Human Rights, and Governance \(DRG\): Programming Toolkit.](#) 2016.

[Reducing Vulnerability to Human Trafficking: An Experimental Intervention Using Anti-Trafficking Campaigns to Change Knowledge, Attitudes, Beliefs, and Practices in Nepal.](#) 2016.

[Women in Power Project Summary Report.](#) 2016.

[ADS Chapter 205: Integrating Gender Equality and Female Empowerment in USAID's Program Cycle.](#) 2017.

[Security Sector Institution Building Toolkit.](#) 2017

[Security Sector Governance and Justice Indicators Guide.](#) 2019

## **U.S. Department of Defense (DOD)**

[Women, Peace, and Security Strategic Framework and Implementation Plan](#) 2020.  
[Handbook for Military Support to Rule of Law and Security Sector Reform](#). 2011.

## **U.S. Department of State (DOS)**

[Implementation Plan of the U.S. Strategy on Women, Peace, and Security](#) 2019.  
[Promising Practices: A Review of U.S. Government-Funded Anti-Trafficking in Persons Programs](#). 2012.  
[INL Guide to Justice Sector Assistance](#). 2013.  
[INL Guide to Gender in the Criminal Justice System](#). 2016.  
[INL Guide to Police Assistance](#). 2016.  
[2019 Trafficking in Persons Report](#). 2019.

## **U.S. Government**

[Maritime Security Sector Reform](#). 2010.  
[The United States Strategy on Women, Peace, and Security](#). 2019.

## **U.S. Institute of Peace (USIP)**

[Special Report: Maritime Security Sector Reform](#). 2012.

## **World Health Organization (WHO)**

[WHO Ethical and Safety Recommendations for Interviewing Trafficked Women](#). 2003.  
[WHO Ethical and Safety Recommendations for Reaching, Documenting, and Monitoring Sexual Violence in Emergencies](#). 2007.

## **Core International Human Rights and Monitoring Bodies**

Acronym	Treaty of Convention	Date	Monitoring Body
UDHR	Universal Declaration of Human Rights	10 Dec 1948	CCPR
ICERD	International Convention on the Elimination of All Forms of Racial Discrimination	21 Dec 1965	CERD
ICCPR	International Covenant on Civil and Political Rights	16 Dec 1966	CCPR
ICESCR	International Covenant on Economic, Social and Cultural Rights	16 Dec 1966	CESCR
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women	18 Dec 1979	CEDAW
CAT	Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment	10 Dec 1984	CAT
CRC	Convention on the Rights of the Child	20 Nov 1989	CRC
ICMW	International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families	18 Dec 1990	CMW
CPED	International Convention for the Protection of All Persons from Enforced Disappearance	20 Dec 2006	CED
CRPD	Convention on the Rights of Persons with Disabilities	13 Dec 2006	CRPD
ICESCR - OP	Optional Protocol to the Covenant on Economic, Social and Cultural Rights	10 Dec 2008	CESCR
ICCPR- OPI	Optional Protocol to the International Covenant on Civil and Political Rights	16 Dec 1966	CCPR
ICCPR- OP2	Second Optional Protocol to the International Covenant on Civil and Political Rights, Aiming at the Abolition of the Death Penalty	15 Dec 1989	CCPR
OP- CEDAW	Optional Protocol to the Convention on the Elimination of Discrimination against Women	10 Dec 1999	CEDAW
OP-CRC- AC	Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict	25 May 2000	CRC
OP-CRC- SC	Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography	25 May 2000	CRC
OP-CRC- IC	Optional Protocol to the Convention on the Rights of the Child on a Communications Procedure	14 Apr 2014	CRC
OP-CAT	Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment	18 Dec 2002	SPT
OP-CRPD	Optional Protocol to the Convention on the Rights of Persons with Disabilities	12 Dec 2006	CRPD

# ANNEX B. SAMPLE STAND-ALONE GENDER ASSESSMENT SCOPE OF WORK

## **USAID/Sri Lanka Coherent, Open, Responsive and Effective Justice Program (CORE Justice) Scope of Work**

**Estimated Level of Effort:** 25 LOE days, including 3 travel days and 4 remote days, o/a October 16, 2017 through o/a November 5, 2017

### **1. Background**

The objective of USAID's CORE Justice Program is to promote the rule of law in Sri Lanka by strengthening core institutions, processes, and actors responsible for the administration of justice and the delivery of justice services. In doing so, the program will work with key stakeholders and representatives of the judiciary, government, the legal profession, and civil society to improve the coherence, openness, responsiveness, and effectiveness of the Sri Lankan justice system, with particular attention to the lower judiciary. To achieve this, the CORE Justice Program will concentrate on three primary components with corresponding objectives as follows:

1. Effectiveness of core justice institutions, processes and actors strengthened;
2. Transparency of and citizen engagement in the justice system improved; and
3. Governance, qualifications, and diversity of legal profession enhanced.

### **2. Purpose**

The gender specialist will conduct a gender and social inclusion assessment on how women, men, and vulnerable populations participate in the justice sector as professionals and as court users and recommend project activities that can be implemented to promote more equitable participation of women and minorities.

### **3. Specific Tasks**

The gender specialist will be responsible for carrying out a full range of tasks, including but not limited to the following activities:

1. Review existing baseline data on how youth, women and men participate in the justice sector to identify gaps/inconsistencies in their participation in all capacities as court personnel and court users. Where no baseline data is available, identify appropriate proxy indicators that could provide information on how these different groups participate in and benefit from court services. The majority of this work shall be conducted remotely. After the baseline data has been

- reviewed, the specialist will work with the field team to identify which local partners to meet with in Sri Lanka.
2. Conduct focus groups studies with local groups of justice sector personnel, legal professionals, and court users to get a better understanding of the issues that affect women and minority participation in the sector.
  3. Provide justice sector gender and minority analysis for staff which includes specific recommendations on how to address identified constraints and opportunities within the framework of project activities.
  4. Prepare and deliver a training on gender equality, social inclusion (including minorities and youth), and women's empowerment for project staff. Training materials will be given to project staff to implement with partners to build the capacity of staff to understand and implement the recommendations in the gender action plan.

#### **4. Deliverables:**

1. Draft gender assessment and action plan, as a standalone deliverable, which includes:
  - a. Executive summary
  - b. Methodology
  - c. Assessment
  - d. Gender action plan
  - e. Tools
2. One-day training for project staff to validate draft findings from focus group activity and provides staff with the skills, resources, and structure to implement draft activities identified during the focus group activities. Training will include the following modules:
  - a. Overview of gender and social inclusion concepts
  - b. Root causes and proposed solutions
  - c. Project activities and goals
  - d. Project structure

#### **5. Reporting**

The gender specialist will report to the contracting officer representative or designee.

#### **6. Timeframe and Level of Effort**

This assignment will begin on/about October 16, 2017 and end on/around November 5, 2017. The total proposed level of effort will be 25 days, including 3 travel days and 4 days of remote LOE. A six-day workweek is authorized.

# ANNEX C. SAMPLE SECURITY SECTOR ASSESSMENT GENDER ADVISOR SCOPE OF WORK

## Scope of Work Gender Specialist Strengthening Somali Governance Project

### Background

The Strengthening Somali Governance (SSG) project is a three-year, USAID-funded program that aims to improve the reach of the Federal Government of Somali (FGS); systematize opportunities for representation and inclusion of citizen interests in the political process; increase the legitimacy of government institutions and representative bodies; and support women's empowerment and leadership. SSG is a flexible and adaptive project that will achieve this goal by: improving the legislative, representative, and oversight functions of these deliberative bodies, inclusive of Puntland and Somaliland; improving the ability of targeted government institutions to carry out essential functions and; increasing citizen awareness of, and engagement in, government decision-making.

### Purpose

The gender specialist will participate in the broader security sector assessment, which will focus on, but not be limited to, the institutions engaged by SSG. S/he's work will inform the assessment and ensure the data gathered during the assessment addresses gender disparities. S/he will travel to Mogadishu to provide background and contextual analyses to ensure that SSG programs are designed effectively.

### Principal Duties and Responsibilities

- Identify gaps in knowledge and information needed to ensure that gender is appropriately reflected in project strategies and activities and define steps needed to fill gaps, including identification of additional research needs
- Contribute planning processes by identifying opportunities and strategies to incorporate gender perspectives into project-supported activities, including a plan for addressing the involvement of women and understanding gender impacts for each component.
- Develop a draft gender strategy that includes:

1. Analysis that outlines gender issues relevant to the country and project's technical sector, including relevant gaps in participation and access for women; gender differences with respect to status; and discussion as to how proposed interventions will affect men and women differently
2. Examine progress undertaken by relevant actors, including the Somali governmental institutions, donors, and non-governmental organization
3. Suggest activities relevant to component one that can be implemented to mitigate relevant gender constraints
4. A stakeholder map of potential allies and partners
5. Recommendations for project management plan indicators
6. Recommendations for gaining buy-in for the gender-related objectives of the project from project stakeholders and staff

### **Location of Assignment**

The location of this assignment is Mogadishu, Somalia.

### **Supervision**

The gender specialist will report directly to the assessment team leader or their designee.

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