

User Guide

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Security sector reform (SSR) is increasingly prioritised by governments, and on the agenda of international development, peace and security communities. SSR opens a window of possibility to transform security policies, institutions and programmes, creating opportunities to integrate gender issues.

The integration of gender issues is being recognised as a key to operational effectiveness, local ownership and strengthened oversight. For example, increasing the recruitment of female staff, preventing human rights violations, and collaborating with women's organisations contribute to creating an efficient, accountable and participatory security sector, which responds to the specific needs of men, women, girls and boys.

Despite this recognition of the importance of integrating gender issues in SSR, there has been a lack of resources on the topic. This Toolkit is an initial response to the need for information and analysis on gender and SSR. It is designed to provide policymakers and practitioners with a practical introduction to why gender issues are important in SSR and what can be done to integrate them.

Each SSR context is unique. As such, the strategies and recommendations provided in the Toolkit may not always be directly applicable, and should always be adapted to the local context.

The Gender and Security Sector Reform Toolkit includes:

- 12 Tools (20 pages)
- 12 Practice Notes (4 pages, based on the Tools)
- Annex on International and Regional Laws and Instruments related to SSR and Gender

The topics of the Tools and corresponding Practice Notes are:

1. **Security Sector Reform and Gender**
2. **Police Reform and Gender**
3. **Defence Reform and Gender**
4. **Justice Reform and Gender**
5. **Penal Reform and Gender**
6. **Border Management and Gender**
7. **Parliamentary Oversight of the Security Sector and Gender**
8. **National Security Policy-Making and Gender**
9. **Civil Society Oversight of the Security Sector and Gender**
10. **Private Military and Security Companies and Gender**
11. **SSR Assessment, Monitoring and Evaluation and Gender**
12. **Gender Training for Security Sector Personnel**



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

What is the purpose of the Toolkit?

The Toolkit was developed in order to increase the knowledge, capacities and exchange regarding the gender aspects of SSR amongst security sector reform policymakers, practitioners and researchers.

The Toolkit aims to:

- Set out why gender is important to SSR processes.
- Present practical strategies for integrating gender into SSR assessment, implementation, monitoring and evaluation, drawing upon experiences from different SSR contexts and different security sector institutions.
- Provide material to guide the development of gender-responsive SSR policy, at both international and national levels.
- Provide material from which training on gender issues for security sector personnel and SSR practitioners can be developed.
- Be a references guide on international laws and standards governing women's rights and gender equality, pertinent to security sector reform and security sector institutions.

This Toolkit is not an exhaustive guide to gender and SSR, but a first step in compiling information and practical guidance in a useful format for a wide range of SSR practitioners and policymakers. We hope that the Toolkit is a starting point for the development of more targeted and practical policy and training materials on gender and SSR by security sector agencies and others working in the area.

Who is it for?

The Toolkit is designed to provide an introduction to gender issues for a broad range of people working on security sector reform issues. They include policymakers, programme officers and consultants working on SSR within:

- National governments
- Security sector institutions
- International and regional organisations
- Donor governments
- Civil society organisations, including women's organisations

Although the Toolkit targets SSR specialists rather than gender experts, the Tools and Practice Notes can also be a helpful resources for personnel responsible for gender issues who want to learn more about how their work links to SSR.

In addition, there are other target audiences for each of the specific Tools/Practice Notes, for example:

Parliamentary Oversight of the Security Sector and Gender – parliamentarians, parliamentary staffers, and members and staff of regional parliaments.

Private Military and Security Companies and Gender – private military and security companies (PMSCs), PMSC industry associations and clients of PMSCs.

What is the structure and content of the Toolkit?

The Tools and Practice Notes generally follow the same structure, containing information under set headings (aside from Tool 11 and 12). For example, the Tool on Police Reform and Gender has the following structure:

1. *Introduction*
2. *What is police reform?*
3. *Why is gender important to police reform?*
4. *How can gender issues be integrated into police reform?*
5. *Integrating gender into police reform in specific contexts*
 - a. *Post-conflict countries*
 - b. *Transitional countries*
 - c. *Developing countries*
 - d. *Developed countries*
6. *Key recommendations*
7. *Additional resources*

The structure of the Practice Note on Police Reform and Gender is:

1. *Why is gender important to police reform?*
2. *How can gender issues be integrated into police reform?*
3. *Post-conflict challenges and opportunities*
4. *Questions for police reform*
5. *More information*

The specific content of the Tools and Practice Notes vary depending upon the topic. However, each includes conceptual information such as the definitions of gender and why gender issues are important, as well as practical information such as case studies, tips and checklists. The authors have strived to include a balance of case studies and examples from different parts of the world and from different country contexts (post-conflict, transitional, developing and developed).

How is SSR defined?

There is no generally accepted definition of the security sector or security sector reform. Different actors embrace broader or narrower understandings of SSR and a variety of terms are often used interchangeably. However, this Toolkit uses the definition put forward by the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD-DAC), around which there appears to be some convergence:

Security sector reform means transforming the security sector/system, *'which includes all the actors, their roles, responsibilities and actions – working together to manage and operate the system in a manner that is more consistent with democratic norms and sound principles of good governance, and thus contributes to a well-functioning security framework'*.¹

The **security system/sector** can be understood as comprising all state institutions and other entities with a role in ensuring the security of the state and its people. These include:

- **Core security actors:** armed forces (including international and regional forces), police, gendarmeries, paramilitary forces, presidential guards, intelligence and security services, coast guards, border guards, customs authorities, and reserve and local security units.
- **Security management and oversight bodies:** parliament/legislature and its relevant legislative committees; government/the executive, including ministries of defence, internal affairs and foreign affairs; national security advisory bodies; customary and traditional authorities; financial management bodies; and civil society actors, including the media, academia and non-governmental organisations.
- **Justice and rule of law institutions:** justice ministries, prisons, criminal investigation and prosecution services, the judiciary (courts and tribunals), implementation justice services (bailiffs and ushers), other customary and traditional justice systems, human rights commissions and ombudspersons.
- **Non-statutory security forces:** liberation armies, guerrilla armies, private body-guard units, private security companies, private military companies and political party militias.²
- **Non-statutory civil society groups:** professional groups, the media, research organisations, advocacy organisations, religious organisations, non-governmental organisations and community groups.³

For a longer discussion of the concept of SSR, please see Tool 1 on SSR and Gender.

How were the topics for the Toolkit chosen?

SSR includes a wide range of actors and processes, and there are a multitude of gender issues that are important in SSR. This Toolkit focuses on common areas of SSR where existing resources and expertise on gender are not being taken into account. There are other areas of SSR where resources on gender are needed. For example, the Toolkit does not contain a tool on integrating gender into reform of intelligence services, due to the current scarcity of information on the topic. We hope that the Toolkit will be a useful resource for others to further develop work on gender and SSR, including in those areas beyond the scope of this Toolkit.

There is no separate tool on disarmament, demobilisation and reintegration (DDR) and gender because numerous excellent resources already exist on this topic. Thus, DDR is discussed in the Tools on Defence Reform and Parliamentary Oversight of the Security Sector as one issue among many.

Is the Toolkit about gender or women?

The terms 'gender' and 'women' are frequently confused and/or used as synonyms. This Toolkit focuses on gender rather than women, in part by including information and examples related to men and masculinities. However, there is as yet little information on men, masculinities and SSR, and more research is needed.

The definition of gender that we have used in the Toolkit is the following:

Gender refers to the particular roles and relationships, personality traits, attitudes, behaviours and values that society ascribes to men and women. 'Gender' therefore refers to *learned* differences between men and women, while 'sex' refers to the *biological* differences between males and females. Gender roles vary widely within and across cultures, and can change over time. Gender refers not simply to women or men but also to the relationship between them.

For a longer discussion of gender definitions and conceptual approaches to integrating gender into SSR, please see the Tool on SSR and Gender.

Why are lesbian, gay, bisexual and transgender (LGBT) issues included?

Gay, lesbian, bisexual and transgender people often face discrimination and violence because of their perceived non-conformity with gender roles. On this basis, the Toolkit includes, where possible, examples and information on security sector initiatives to address the particular needs of LGBT people.

How are the different country contexts defined?

The Toolkit examines SSR in four types of country contexts, to explore whether there are commonalities in challenges and opportunities for the integration of

gender. Using categories set out by the United Nations Statistics Division, the Tools (aside from Tool 11 and 12) have a section focused on:

Transitional countries – countries in transition from centrally planned to market economies, such as Croatia, Georgia, Russian Federation, Tajikistan and Ukraine.

Developing countries – countries with low gross national incomes. Africa, the Caribbean, Central America, South America, Asia (excluding Japan) and Oceania (excluding Australia and New Zealand) are described as ‘developing regions.’

Developed countries – countries that have a high gross national income, such as Western and Northern Europe, Canada, United States and Israel.⁴

The Tools also include a focus on integrating gender in SSR in *post-conflict countries*, where SSR tends to have particular characteristics less present or absent in non-conflict affected settings.⁵ Examples of post-conflict countries discussed in the Toolkit include Haiti, Liberia, Sierra Leone and Timor Leste. Of course, post-conflict countries may also be transitional or developing, and it is not clear when a country that has experienced armed conflict ceases to be ‘post-conflict’. Still, the Tools show that there is great scope for lessons learnt in some post-conflict contexts to be adapted to others.

Why are developed countries included?

Although the concept of SSR is not commonly used in relation to developed countries, reform of security sector institutions occurs frequently and at a variety of different levels. In many developed countries the security sector has yet to effectively prevent and respond to gender-based violence or attain gender parity for men and women employed in security institutions. Developed countries too should thus look to implementing gender-responsive reform in their security sector.

How was the Toolkit developed?

In 2005, the United Nations International Research and Training Institute for the Advancement of Women (UN-INSTRAW) and the Geneva Centre for the Democratic Control of Armed Forces (DCAF) developed the concept for this Toolkit, in response to the clear need for research and practical guidance on gender and SSR. The OSCE Office for Democratic Institutions and Human Rights (OSCE/ODIHR) became the third project partner.

¹ OECD-DAC, *Security System Reform and Governance*, DAC Guidelines and Reference Series, (OECD: Paris), 2005, p.20. <http://www.oecd.org/dataoecd/8/39/31785288.pdf>

² OECD-DAC, pp.20-21. Also see Hänggi, H., ‘Making Sense of Security Sector Governance’, *Challenges of Security Sector Governance*, eds. Hänggi, H. Winkler, T.H., (DCAF: Geneva), 2003.

³ Ball and others, cited in the *United Nations Development Report 2002* (UNDP: New York), 2002, p.87.

In August 2006, DCAF and UN-INSTRAW established a Gender and SSR Working Group, bringing together SSR practitioners and researchers from around the world, as well as representatives from the OECD-DAC, DPKO, UNDP, UNIFEM, the Council of the European Union and ECOWAS. The Gender and SSR Working Group acted as a project advisory body.

Development of the Toolkit commenced in February 2007, with funding from the Norwegian Ministry of Foreign Affairs and OSCE/ODIHR.

DCAF commissioned Tools 2-10 from recognised experts in both the fields of gender and security. The Tools on Gender Training for Security Sector Personnel and SSR Assessment, Monitoring and Evaluation and Gender were developed by UN-INSTRAW, based upon a series of e-discussions between SSR and gender experts held in mid-2007. Drafts of each of the Tools were externally reviewed by a range of SSR practitioners, security service personnel, gender experts, academics and interested individuals. Some 60 people provided valuable comments and suggestions on drafts, including practitioners from Africa, Asia, Eastern Europe and Latin America. In addition, the draft tools were discussed by the tool authors, external reviewers and policymakers during a two-day Gender and SSR Expert Workshop held in Geneva in August 2007. The Practice Notes were prepared by UN-INSTRAW and DCAF based on the Tools. DCAF reviewed and edited the Tools and Practice Notes and produced the Toolkit.

DCAF, OSCE/ODIHR and UN-INSTRAW would like to thank each of the many people who helped to shape the Toolkit.

What next?

The Gender and Security Sector Reform Toolkit was launched in March 2008 and widely distributed in both print and CD ROM format and online.

DCAF, OSCE/ODIHR and UN-INSTRAW have a number of follow-up projects planned for 2008 and 2009 that will operationalise the Toolkit. The Toolkit will be initially translated into Russian, and it is hoped that resources will become available to make it accessible in other languages. Additional materials, including training materials, will be developed in order to meet the needs of different SSR practitioners in particular countries and regions. We look forward to further collaboration in developing and documenting good practice in integrating gender in SSR.

⁴ United Nations Statistics Division, ‘Composition of macro geographical (continental) regions, geographical sub-regions, and selected economic and other groupings,’ revised 28 August 2007.

<http://unstats.un.org/unsd/methods/m49/m49regin.htm#developed>

⁵ See discussion in Law, D., ‘The Post-Conflict Security Sector’, DCAF Policy Paper No. 14, (DCAF: Geneva), 2006:

http://www.dcaf.ch/_docs/PP14_post_conflictss.pdf, p.2-3>, which is based on case studies of Afghanistan, Bosnia-Herzegovina, Haiti, Kosovo, Sierra Leone and Timor-Leste.