



Security Sector Reform and Gender

Concept and Points of Entry for Development Cooperation

Division
Governance and Democracy

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Eschborn, 2007

Published by:

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Division Governance and Democracy
Sector Programme Security Sector Reform

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Editing: Christoph Bleis

Layout: Miriam Gamper, dko-Design, Essen, Germany

Print: PT Druckpartner Engels GmbH, Mönchengladbach, Germany

Eschborn, 2007



Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ)

German Technical Cooperation

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Sector Programme Security Sector Reform

There is no development without security. Conversely, there is no security in the long run without sustainable development. The German Federal Ministry for Economic Cooperation and Development (BMZ) has acknowledged this fact, and in January 2003 commissioned the GTZ to carry out a sector advisory project entitled "Security Sector Reform in Development Cooperation" to explore this theme. The sector advisory project develops basic concepts and offers advice and assistance on the conception, planning and implementation of development projects with security policy relevance.

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1. Summary of the problem

The German Federal Ministry for Economic Cooperation and Development (BMZ), in accord with Measure 14 of the German Government's Human Rights Action Plan and the United Nations Third Millennium Development Goal,¹ views gender equality as a key factor in development and global poverty reduction. Thus women's rights is to be numbered among the most important development policy tasks and action areas.² Gender-based violence and discrimination hinder the establishment of peace and human security. As a prerequisite for sustainable development and poverty reduction, human security is made up of economic, ecological, social, and internal and external security factors. It means that both men and women can live without threat to their personal integrity and can exercise their individual right to freedom. In many developing and transition countries, gender-based violence and discrimination give rise to social, cultural, political and economic exclusion and thus contribute to poverty, undemocratic structures and instability; by doing so they undermine not only state security but also and particularly human security. Aside from this, they give rise to a general environment of violence, which in turn has a negative impact on the state of security as a whole. The security sector in many developing and transition countries is not only entirely unable to proceed against gender-based violence and discrimination: in many instances it is part of the problem.

Security sector reform is one of the newer action areas of German development cooperation. As a *good governance* instrument, it makes a contribution to the prevention and control of crises, conflicts and insecurity in a number of ways. What makes the present terms of reference unique is the specific linking of the options for stopping gender-based violence and discrimination to approaches for

security sector reform, that is, combining in practice two independent action areas within development cooperation.

Men and women are affected by violence and discrimination in very different ways and to very different degrees, so that their respective security requirements are not identical. Crimes against men take place predominantly in public areas, whereas women are usually victims of domestic/family violence – an area for which the state does not consider itself responsible. In regard to the exercise of direct physical violence, the gap is clearly gender-specific. Of all registered acts of physical violence (against both men and women) worldwide, 95 percent are committed by men or by male youths. Gender-specific violence affects primarily, though not only women – a phenomenon that can often be traced to traditional values, norms, stereotypes and structures, which force women into predetermined, usually disadvantageous roles and allow them to be made victims of physical, sexual and psychological violence.³

The struggle against gender-related violence and discrimination must actively involve men as well as women. This is especially true of the security sector as a traditional male bastion, where men are the major players. Yet “balanced relations between the sexes that are characterised by a spirit of partnership have advantages for men, too [...]”⁴. The starting point for the relevant technical cooperation projects that constitute the practical foundation of the present terms of reference is, however, the effort to stop gender-based violence against women, which is why these terms of reference focus on measures that are primarily geared to women.

¹ “[We] support the implementation of international conventions and agreements on the rights of women.” BMZ (eds.), *Development Policy Action Plan for Human Rights 2004-2007. Menschen haben ein Recht auf Entwicklung [People Have a Right to Development]*, Bonn 2004. “Promote gender equality and empower women”, UN Millennium Development Goals (MDG), in: <http://www.un.org/millenniumgoals/>.

² Heidemarie Wiczorek-Zeul, „Menschen haben ein Recht auf Entwicklung“ [People Have a Right to Development], BMZ, press release, 28 July 2004.

³ “[V]iolence against women is any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life. It includes physical, sexual and psychological violence occurring in the family and in the general community, [...] violence related to exploitation, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women, forced prostitution, and violence perpetrated or condoned by the state.” UN General Assembly, *Declaration on the Elimination of Violence against Women*, New York 1993.

⁴ Heidemarie Wiczorek-Zeul, *Menschen haben ein Recht auf Entwicklung [People Have a Right to Development]*, loc. cit.

The following manifestations of violence are classified as gender-based violence against women:

- **Domestic violence:** physical and psychological abuse by the partner, the sexual abuse of girls within the family, acts of violence/rape in marriage or the private sphere, traditional practices such as genital mutilation
- **Violence in the social sphere:** sexual harassment and intimidation in the workplace, in educational institutions, etc., trafficking in women, forced prostitution and forced labour, rape by strangers acting as individuals or by armed/violent groups, forced marriage
- **Violence perpetrated or tolerated by the state or state functionaries:** rape and other forms of physical violence practised by soldiers, policemen, prison or border guards and officials, employees of immigration authorities, health authorities, etc., while on duty, torture, forced sterilisation often but not exclusively in the wake of armed conflict and particularly of refugee women.⁵

The sectoral project Security Sector Reform in Development Cooperation has sought ways of connecting the struggle against gender-based violence and discrimination with approaches to reform the security sector. It has analysed junctures at which the security sector and gender-based violence and discrimination overlap or meet, and it has developed solutions and tested them in practice. This terms of reference on security and gender points out how gender-based violence and discrimination can also be addressed through measures within the sphere of security sector reform.

The following points of intersection are relevant:

1. **Supervisory and controlling institutions** in the security sector play an important role in legislation and in monitoring enforcement of the law. Laws on the books of many developing countries discriminate against women and neither acknowledge gender-based violence nor regard it as a criminal offence. International women's rights instruments – such as the Convention on the Elimination of all Forms of Discrimination Against Women (Women's Convention 1979),⁶ the Declaration on the Elimination of Violence against Women (1993),⁷ the Declaration of the Fourth World Conference on Women, Beijing (1995),⁸ and UN Resolution 1325 on Women and Peace and Security,⁹ in which the necessity for integral women's rights is established and concrete action by governments for almost all areas of society is included – are often realised only on paper. The general ignorance of rights means, however, that real life looks quite different. Although women's rights may be formally recognised in legislation, the realisation of those rights is often complicated by the parallel existence of state law, religious law and traditional law. Added to this, accusations by lawyers and judges that women provoke violence through their behaviour systematically prevent victims from lodging complaints. As long as perpetrators of gender-based violence go unpunished, the vicious circle of violence cannot be broken.
2. Since it is the **law enforcement bodies** that serve as guarantors of security, it is of particular importance that neither gender-related violence nor discrimination be practiced in their ranks. Only then can they assume

⁵ Amnesty International Austria (eds.), *Gewalt gegen Frauen – Nicht mit uns! (Violence against Women – Not with us!)*, 2004 campaign, in: <http://www.amnesty.at/vaw/cont/material/index.htm>.

⁶ The Agreement defines in Article 1 the expression "discrimination against women" as "any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field" and contains in Article 4 a concrete programme of action for the implementation of legislative and gender equality measures. (UN General Assembly (eds.), *Convention on the Elimination of all Forms of Discrimination Against Women*, NY 1979).

⁷ The Declaration makes the formulation of the outcome document of the 1993 Vienna World Conference on Human Rights more precise in regard to forms of violence against women in the public and private spheres. (UN General Assembly (eds.): *Declaration on the Elimination of Violence against Women*, NY 1993).

⁸ The Declaration documents the necessity for integral women's rights and is considered a foundation for appeal because it calls on governments to take concrete action in almost all social spheres. (UN General Assembly (eds.): *Beijing Declaration*, Beijing 1995).

⁹ The Resolution contains the requirement to include women in the prevention, management and resolution of conflict on all decision-making levels. (UN Security Council (eds.): *Resolution 1325 on Women and Peace and Security*, NY 2000).

their proper role and not work counterproductively. Of no less importance are the aspects of setting an example, acting as the representatives of state power and inspiring people's confidence in the government. In many developing countries, however, the security services perpetuate gender-based violence and discrimination structurally or even act out such violence while on duty.

The internal structure of many security sector institutions is also characterised by gender-specific discrimination derived from patriarchal culture, as in the following phenomena:

- **Gender-based inequality of access:** Women are underrepresented in most institutions. For example, in 2002, before the project Promotion of Gender Policy was implemented, only ten percent of employees of the Nicaraguan police were women.
- **Traditional women's tasks:** Women in law enforcement bodies work as secretaries, office staff, cleaning personnel, etc. Only rarely do they work in management, analysis or operations, and even then are accorded less respect than their male colleagues. For example, in 2002, in the Nicaraguan police, 48.8 percent of low-level, simple tasks and services were assigned to women.
- **Gender-based inequality in hiring for higher-ranking positions:** women are hardly ever to be found in senior or top-level management positions. For example, in the Nicaraguan police in 2002, only 22 percent of management positions were occupied by women.

Gender-based violence perpetrated by law enforcement officers is manifested in the following behaviour during the exercise of duty:

- **Abuse of power:** One major problem is the fact that many members of the security forces themselves participate in (gender-based) assaults, instead of preventing them. The example of small arms and gender relations in Kenya and Uganda shows that the wearing of a uniform and bearing of arms often lead to the exercise and abuse of power.
- **Toleration of violence:** Because of corruption and bribery, crimes such as trafficking in women, forced prostitution and forced labour or rape by criminal bands and/or armed groups are tolerated instead of actively opposed.
- **Behaviour vis-à-vis female victims:** In many instances, female victims of sexual violence are not taken seriously, are treated with contempt and/or are submitted to further sexual violence in the form of sexual assault, torture and/or discrimination; the women's credibility is questioned.
- **Behaviour vis-à-vis male victims:** Male victims of violence are often accused of being weak, which in most societies in developing and transition countries is considered unacceptable and often results in contempt for and social humiliation of the victim.
- **Behaviour vis-à-vis female offenders:** The rights and integrity of women offenders are often disregarded for lack of sufficient numbers of policewomen and women's cells. Because of this, female prisoners become victims of sexual assault, torture and/or discrimination by male fellow-prisoners.

¹⁰ *Fahrenhorst, Brigitte, Prägen Geschlechterverhältnisse den Kleinwaffenmissbrauch? [Gender Aspects of the Small Arms Problem], Eschborn 2003.*

- **Behaviour vis-à-vis male offenders:** The treatment of male offenders is characterised by particularly brutal interrogation methods and inhuman conditions in prisons.
3. Civil society cannot be excluded from security sector reform, because gender-specific violence is based on traditional values, norms, stereotypes and structures that are passed on and justified during childhood. These are then perpetuated by civil society and thus make their way into the security sector. Gender-based violence against women intensifies the prevailing traditional imbalance between the sexes, especially in regard to control of resources, power, and decision-making authority. Once a woman loses her status and rights through gender-based discrimination and/or as a result of physical or psychological use of force, or if she is no longer able to do her work as a consequence or to carry out her family chores, she becomes yet more marginalised and incurs increased social costs for society (e.g. medical care) along with economic losses (e.g. lower productivity). These phenomena then become in turn the causes of gender-based violence and discrimination, reinforce the role of the woman as victim, and undermine human security generally. From the perspective of gender-related reform of the security sector, therefore, civil society is reflected in the security sector and creates a breeding ground for gender-based violence and discrimination. At the same time, civil society is the entry point and major player in the struggle against gender-based violence on the part of the state or government functionaries, so that civil society is indispensable in reducing violence in the social environment (e.g. women's rights organisations).

Of all the actors in the security sector, it is the police who have the closest contact to the civil population and who are responsible for preserving public order and investigating breaches of the law. Thus the police have a key role to play when it comes to linking the action area Gender with the action area Security Sector Reform. This being the case, the options presented here apply particularly to the police.

2. Objectives

These terms of reference are intended to assist the integration of one of the goals of German Development Cooperation designated by the BMZ – promotion of the **empowerment** of women¹¹ – into approaches for reform of the security sector in the sense of “gender mainstreaming”,¹² since in many developing and transition countries gender-based violence and discrimination undermine human security.

The purpose of linking the development policy action areas Gender and Security Sector Reform is to combat gender-based violence and discrimination by lending a gender-sensitive orientation to measures to reform the security sector. The specifically gender-related programmes, such as *Promotion of Gender Policy, Ending Violence against Women and Girls* or *Strengthening Women's Rights*, address security factors indirectly at best and do not as a rule include the actors in the security sector. Projects for security sector reform, for their part, focus mainly on security sector actors and institutions without taking the gender issue itself sufficiently into account. Yet both of these – the combating of gender-based violence and discrimination and security sector reform – stand to benefit from the linking of the two in practical terms. These terms of reference indicate some of the options available.

¹¹ Here reference is made to the outcome document of the World Conference on Women in Beijing in 1995, which states: “Empowerment of women and equality between women and men are prerequisites for achieving political, social, economic, cultural and environmental security among all peoples.” (UN General Assembly (eds.), *Fourth World Conference on Women, Beijing Declaration, Beijing 1995*).

¹² The real world not being in fact gender neutral, the different life circumstances and interests of men and women are taken into account in all development cooperation projects.

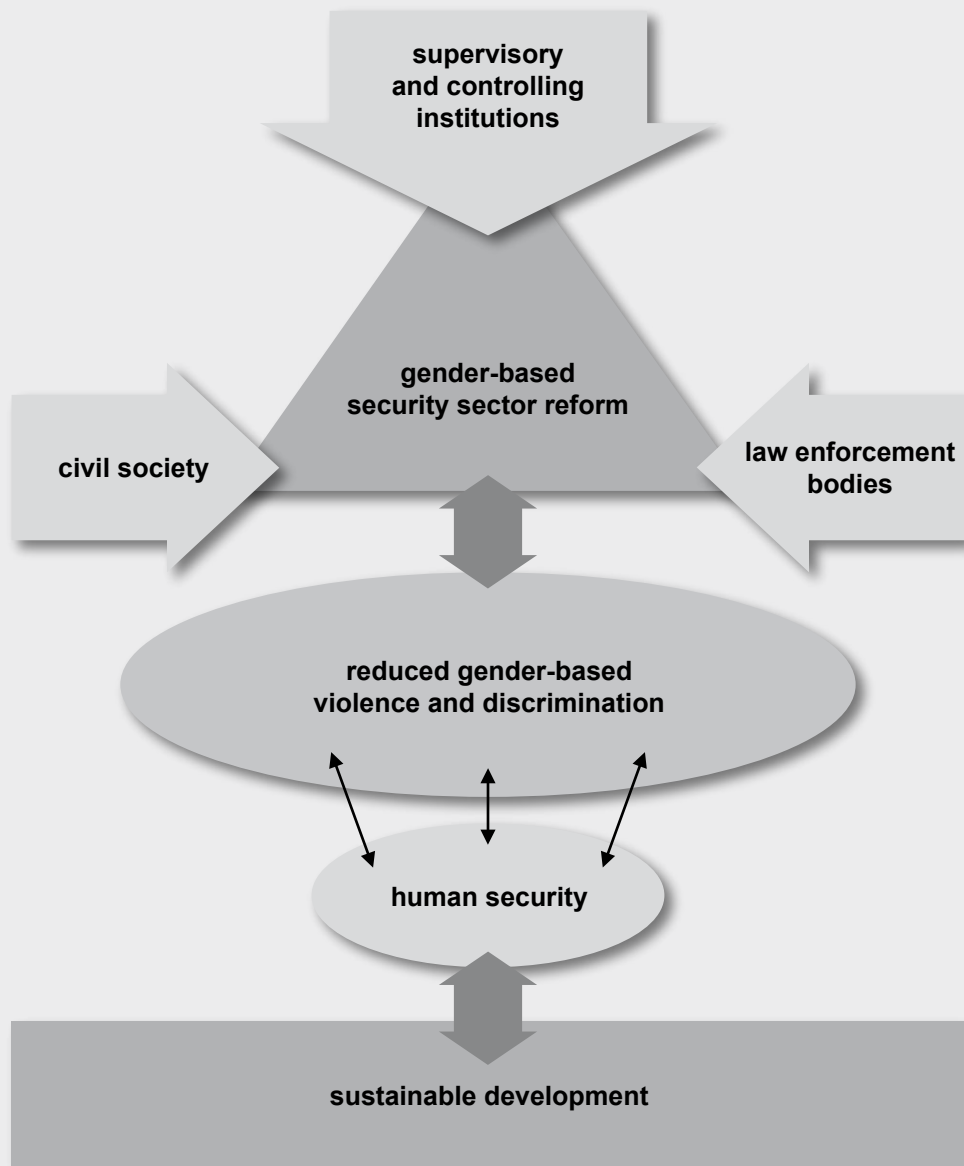


Illustration 1: Gender-sensitive approaches to security sector reform as a contribution to combating gender-based violence and discrimination

The underlying premise of this approach is: Gender-sensitive reform of the security sector can make an important contribution to the reduction of gender-based violence and discrimination, one that has hardly been regarded in development cooperation to date. It responds to the fundamental question: Which shortcomings in the security sector are traceable to gender-specific causes, and what measures can development cooperation take to bring about gender-sensitive reform within that sector?

Differences in national and regional conditions make generalised solutions unrealistic, so that solutions must always be adapted to the partner's unique circumstances and needs.

Accordingly, the present terms of reference on Security and Gender constitutes a building-block system of possible alternatives for action. These building blocks, which are predominantly based on experience gained in pilot measures, can be combined to form a package of measures for *gender-sensitive security sector reform* that is tailor made to fit each given situation.

3. Measures for linking Gender and Security Sector Reform

This section outlines six different possibilities for gender-sensitive reform of the security sector as contributions to ending gender-based violence and discrimination. These various measures may be employed individually, consecutively, to complement one another, in combination, or all together as a larger package of measures.

3.1. Security sector assessment

The specific needs of the partner must be the starting point in decisions about which measures are to be used in each individual instance.

The first step, therefore, is to make an analysis of the security sector constellation within the context of the country's security policy situation (*Security Sector Assessment*). The outcome of this step is a *mapping* of the shortcomings of the security sector, from which the general need for reform can be assessed along with possible intervention points for measures to support security sector reform. As an aid to this analysis, the sector programme Security Sector Reform has developed a comprehensive checklist. This checklist doesn't need to be reiterated here: specific reference is in the footnote.¹³

The second step should be to review the following questions in light of possible gender relevance:

- Which shortcomings within the security sector are gender-specific in nature or might be traced to gender-based violence and discrimination?
- Which shortcomings within the security sector might be remedied through gender-specific measures?
- What role do security sector actors play in regard to gender-based violence and discrimination?
- What contribution could the security sector make to reducing gender-based violence and discrimination?
- Are there security problems which only affect women but have an impact on the security situation in general?

¹³ Birgit Hofmann, *Checklist zur Bestandsaufnahme & Analyse von Sicherheitssektoren in Partnerländern [Checklist of starting situation and analysis of security sectors in partner countries]*, Eschborn 2005.

With the aid of steps 1 and 2, those security sector shortcomings can now be identified that have a specific connection to or a distinct bearing upon gender-based violence and discrimination. This *assessment* can now be used by gender projects to integrate the security sector into their work, or by security sector reform projects for greater gender orientation and sensitivity in theirs.

3.2. Awareness raising and participation as components of all measures

In quite a number of developing and transition countries, gender-based violence and discrimination are taken as 'given', and to a certain extent legitimised, on account of religious or patriarchal structures, norms and values. Since actors in the security sector are no exception to society in general, the problem of the shortcomings of the security sector and the threat to human security through gender-based violence and discrimination is simply not seen as a problem, is dismissed as a side-issue, or is entirely ignored. Often, the idea that gender-based violence and discrimination might reduce the effectiveness, performance and public acceptance of the security sector must first take hold.

Experience from other sectors shows that if men – especially men in high-profile positions, such as village elders – can be won over to rejecting and condemning the more blatant manifestations of discrimination against women and girls, the lives of those women and girls can be markedly changed.¹⁴ This principle should also be observed in the pursuance of security sector reform measures. This is why a core aspect of each building block of the terms of reference 'Security Sector Reform and Gender' is information and education, awareness-raising and promotion of participation – not only in regard to the rights of women but also

in regard to the general advantages of gender equality and participation for the common good, for effective and citizen-oriented policing and for creating conditions conducive to human security. It is not only women who must be sensitised to the point that, with a newly-won feeling of self-confidence and sense of justice, they come to view gender-based violence as an injustice and demand their rights (empowerment): men, too – and particularly security sector actors – must learn that changes in gender-based roles, the inclusion of women in the maintenance of public order, and the consideration of the particular needs of women all lead to better performance, greater effectiveness and improved acceptance of the security sector and thus to greater social justice and democratisation all around. This is why awareness-raising and the promotion of participation should be integral components of any gender-sensitive security sector reform measure.

Gender projects within technical cooperation offer any number of practical examples of how gender-oriented awareness-raising and better opportunities for the participation of women can be brought about through discussion groups and workshops, training sessions, violence-prevention and self-help programmes, psychological counselling and public information campaigns. The instruments and experience at hand in this field are readily available for reference, which is why the individual instruments will not be introduced in detail here. For the support of gender-based security sector reforms, awareness-raising and participation promoting measures always include as well both the participating civil-society actors and actors from the security sector. The familiar awareness-raising and participation-promoting instruments used in the past and named above take into account the specific institutional culture of the security sector with an eye to the actors within that sector.

¹⁴ GTZ (eds.), *Strengthening Women's Rights*, Eschborn 2001, p. 32.

Examples of awareness-raising and participation-promoting projects: The *paralegals* trained in the **Palestinian** Territories by the *Women's Center for Legal Aid and Counselling* (WCLAC) offer women alternative legal solutions along with legal counsel and legal assistance. One instrument they use, for example, is voluntary contracts, in which family members of victims commit themselves to protecting these women in future.

With the legal advice offered by paralegals, women in **Pakistan** are now in a position to cite national laws in reference to marriage contracts and to demand their rights. (Shirkat Gah, Shirkat Gah's Outreach Programme)

3.3 Community policing

The *community policing* concept used here is a response to inadequate municipal self-administration structures and the lack of human security against dangers such as gender-based violence and discrimination, crime, fear, corruption, etc. It aims to improve active cooperation among the civil population, administration and police on the local level. A possible instrument within this framework is the establishment of "*local agendas*" along the lines of the Latin American *Agendas Locales para la Seguridad*, which have proved their efficacy particularly in regard to cross-cutting themes such as trafficking in women. Local governments, together with representatives of security forces and civil society, take stock of local security problems, particularly those which have arisen from gender-based violence and discrimination or which give rise to such violence and discrimination.

On this basis, a political agenda and action plan is jointly formulated, supported by public opinion surveys, which points out both preventive and repressive solutions and ascribes concrete tasks and roles for the implementation of the agenda. In this manner, the theme becomes an integral part of policy, gains greater commitment on the part of all involved, and improves local cooperation among the

administration, security forces and the civil society. The action plan, which ought to be regularly evaluated and up-dated, should comprise both preventive and repressive measures to eliminate existing gender-based violence and discrimination and increase public security generally. Training sessions are held to give actors a good grasp of the concept in advance and to explain to them their various tasks and competencies, so that participation and a sense of *ownership* are encouraged, efficient implementation is ensured, and overlapping is avoided.

In cooperation with ICLEI, the issue of trafficking in women in **Latin America** is anchored on the municipal level during the development of local security agendas. Local governments become specialised in this problem and learn which instruments they can employ to prevent or eliminate trafficking in women. (GTZ project Local Strategies to Prevent Human Traffic)

The positive experience with *community policing*, particularly in countries in a state of post-conflict reconstruction, has been repeated in the establishment of "citizens' councils", which give people the chance to take responsibility for security in their own region in the absence of civil society structures. Public participation, and cooperation with local security forces (if they exist), creates a sense of *ownership* and trust and as a result favourable preconditions for the establishment of local security structures that are geared to local needs and cultures. Here, too, it is of central importance that women and men be represented with equal rights. Through cooperation on a basis of equality, the problems of both genders can be addressed in regard to security issues, so that effective preventive measures can be taken to stabilise the security situation. As with all other measures, the actors are given sufficient advance preparatory training for this measure and in regard to their respective tasks and competencies.

3.4 Gender-sensitive reform of laws, directives and service regulations in the security sector

In many developing countries, there are laws, directives and service regulations in the security sector that discriminate against women and either ignore gender-based violence or do not regard it as a criminal offence. In these countries, international women's rights instruments exist only on paper, and the real-life situation, due to people's ignorance of the law, usually looks very different. The parallel existence of state, religious and traditional legal systems in many countries also makes it difficult for women to realise the rights to which they are entitled under the law. Although women often have greater access to traditional law than to state legal bodies, they often fail to get their rights due to the discriminatory nature of traditional law. As long as the perpetrators of gender-based violence and discrimination go unpunished, the vicious circle of violence cannot be broken and the human security situation cannot be stabilised.

One measure that is necessary to eliminate in particular those structural conditions that enable, consolidate or facilitate gender-based violence and discrimination is the reform of security-related laws, directives and service regulations. Development cooperation advisory services thus address the security sector controlling and steering instruments that are responsible for legislation and codification of norms, regulations and procedures or that assist the monitoring of their observance (government and parliament, the justice system and public prosecutor, ombudspersons). This can involve everything from altering the constitution and national laws to conform to international women's rights instruments,¹⁵ to the monitoring of rulings by national courts,¹⁶ to instituting an ombudsperson, to reforming directives and regulations for procedures for security personnel.

Within the framework of the drafting and implementation of a *code of conduct* for civilian and military **NATO personnel**, the GTZ Sector Project against Trafficking in Women assisted the development of training modules that, in addition to addressing the issues of gender, security, the elimination of organised crime and combating terrorism, was geared to the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children. (GTZ, development of training material to support the NATO strategy for combating human trafficking).

The implementation of legal reforms is particularly successful when it includes and networks all actors within a society, and in particular the non-governmental organisations working in this field (e.g., Zimbabwe) and ministries (e.g. justice and interior ministries) that are responsible for producing drafts of laws and implementing new laws, directives and regulations. Responsibility for ensuring cooperation among all actors falls to all of the relevant institutions. In this building block, too, the sensitisation and integration of the civil population play an important role: only in this way can it be ensured that an awareness of rights be created that debunks laws that promote gender-based violence and deprives them of their legitimacy.

The network *Working Group on Gender Politics* supported by the Friedrich Ebert Foundation in **Zimbabwe** trains women parliamentarians in the language and formulation of laws and the administration of justice and reviews draft laws together with them in light of gender factors. (FEF, Working Group on Gender Politics, Zimbabwe)

¹⁵ E.g., the *Convention on the Elimination of all Forms of Discrimination Against Women* (Women's Convention 1979), the *Declaration on the Elimination of Violence against Women* (1993), the outcome document of the *World Conference on Women in Beijing* (1995) and *UN Resolution 1325 on Women and Peace and Security*, in which the necessity for integral women's rights is laid down and concrete action is proposed for almost all spheres of society.

¹⁶ Important in this context is the 'Foca Decision' of the *International Criminal Tribunal for the former Yugoslavia*, of February 22, 2001, which set a precedent in designating the participation in sexual assault of women a crime against humanity. ICTY, *Judgement of 22 February 2001. Prosecutor vs. Dragoljub Kumarac, Radomir Kovac and Zoran Vucovic, Case Number IT-96-23-T.*

3.5 Training and upgrading

Since the law enforcement organs are viewed as the embodiment of state power and guarantors of public security, gender-based violence and discrimination in their ranks – whether structurally inherent or emerging in practice – are particularly counterproductive. It is very important here to gear their thinking about internal security to the human need for security (a change of paradigm in the security concept¹⁷) and also to inform them about and sensitise them to the rights of women. Only in this way can gender-based violence and discrimination be expunged from these organs, and only thus can they act effectively to stop gender-based violence and discrimination in society and the domestic sphere. Training and upgrading in the law enforcement organs are therefore an indispensable component of gender-sensitive security sector reform measures.

The aim of the corresponding measures is to integrate the issue of security and gender as a fixed component within the training curricula of the academies and schools of the police, the military, the secret services, the fire service and the penal system, with instructional material adjusted to the participants' level of education and particular cultural context. Course content is geared to gender-specific structural problems within the security sector (gender-specific disparities in recruitment, human resources development, professional self-image, etc., and their impacts on the performance of the enforcement agencies) and also to gender-specific problems as they relate to the public (traditional values, norms, stereotypes and structures), for example:

- gender-based discrimination as part of a patriarchal culture
- gender-based abuse of power in regard to assault and the treatment of victims and perpetrators

- tolerance of gender-based violence
- preventive and repressive measures
- (inter-)national women's rights contrasted with religious and traditional law.

In the organisation of training and upgrading sessions and in advisory services and assistance with gender-specific teaching materials (manuals, etc.), civil society plays an important role as well.

The project *Violencia, Democracia y Reforma del Sector Seguridad en los Países Post Conflictos en Centroamérica* offers a very good example of the integration of the issue of gender into training and upgrading systems for the police (see section 6).

3.6 Reforming recruitment mechanisms

If gender-specific discrimination within security sector institutions – such as imbalances in terms of access to and hiring for higher-ranking positions – is to be reduced/eliminated, the recruitment of women and their development in human-resource terms are important building blocks in the package of measures for gender-sensitive security sector reform, alongside sensitisation and systematic gender-sensitive training and upgrading of personnel. Measures in this area aim for equal opportunity of access and for non-discriminatory selection procedures in the recruitment of staff for law enforcement bodies. Other possibilities for additional promotion of the empowerment of women are equal rights officers, equal rights offices and/or women's advisory councils. Aside from these, human resources policy can be adjusted by means of targeted equal rights measures (changes in service regulations, training for management).

¹⁷ In numerous post-conflict countries, this kind of change of paradigm in the security concept took place during the peace process in that the concept of state security was divorced from the concept of citizen security.

In addition, infrastructure improvement is necessary to ensure that the private sphere of female security personnel is respected (separate dormitories and sanitary facilities). The task of civil society in this context consists of advisory services for the drafting of gender-specific guidelines (women's quotas, etc.) and the training of managers and supervisors, the advising and support of equal rights officers, equal rights offices, women's advisory councils, etc. and advice and support for advertising campaigns to attract women applicants.

4. Impacts

The impacts of the product '*Security Sector Reform and Gender*' are for the most part revealed by qualitative data from surveys, since quantitative data – especially reliable base data on gender-based violence – are seldom available. During the reform process interim and final evaluations must be conducted on a regular basis, and reports, protocols of interviews etc. of the participating actors (especially the media) supplied. For larger packages of measures, the development of a monitoring system by local agendas and citizen councils is recommended.

4.1. Socioeconomic impacts

Women who lose their rights through gender-based discrimination and/or as a result of physical, sexual and psychological violence, or who as a result of these are no longer able to do their work, are marginalised still further. The result is increased social costs (medical care, prosecution of offenders, etc.) and economic losses (reduced productivity). Lack of professionalism within the security sector (ineffectiveness in realising tasks, inefficiency, etc.) is an important

economic factor. The package of measures for *gender-sensitive Security Sector Reform* makes a contribution to lowering the economic and social damage caused by gender-based violence and discrimination. This occurs directly as a result of increasing the effectiveness and efficiency of the security sector, and indirectly as a result of improving women's life opportunities, of reducing the social costs of gender-based violence and discrimination (medical care, prosecution of offenders, etc.) and of increased productivity resulting from better exploitation of the performance potential of women on the labour market.

4.2. Sociocultural impacts

A security sector that is not in a position to realise its role as guarantor of security and that ignores or itself practises gender-based violence and discrimination buttresses the role of the woman as victim and endangers human security generally. Gender-sensitive reform of the security sector promotes transparency, effectiveness, democratic change and social acceptance of enforcement agencies and of security-sector supervisory and controlling institutions. In this way this sector can better fulfil its role of maintaining public security and order and contributing to human security.

4.3. Indicators

The following indicators can be formulated only in general terms and thus serve as orientation points only, since specific indicators depend on the individual project context and must be formulated on the basis of that context:

- conformity of national laws, directives and service regulations in the security sector with international women's rights

- an increased proportion (percentage) of women (generally and in managerial positions) in security sector institutions
- increased detection and conviction rates for cases of gender-based violence as a result of better performance on the part of enforcement agencies
- annual decline in gender-based violence in security sector institutions (percentage), although the number of gender-based acts of violence may be expected to increase statistically at the start, since a greater number of such acts will be reported.

5. Project example: Gender and Citizen Security (Nicaragua)

Priority area: reform of the police

The reform of the Nicaraguan police in regard to gender equality was supported from 1996 to 2004 by the project *Promotion of Gender Policy*; since 2003 it has been implemented in cooperation with the GTZ sector programme *Security Sector Reform*. It provides a good example of the successful implementation of one of the above-mentioned building blocks of the *Security Sector Reform and Gender* package of measures.

The national police were a ray of hope in Nicaragua's precarious political and economic situation¹⁸, since they, in contrast to the other institutions of the Sandinista-influenced security sector, displayed credible signs of efforts toward reform. After a study by the Interamerican Development Bank had shown that the annual cost of gender-based violence amounted to some US\$ 30 million – a notable

1.6 percent of Nicaragua's gross domestic product – legislation was passed in the second half of the 1990s, within the framework of efforts toward democratisation and the rule of law, to protect women and children in instances of domestic violence and sexual assault and to punish offenders. Thus the issue of gender was and is of great immediacy.

This was also to be seen in the work of the security sector: the police were not pursuing cases of rape energetically, because thievery was in their eyes a more serious offence; judges excused the use of domestic violence on the basis of the wife's infidelity; police patrols did not interfere in domestic disputes in which the wife had been the victim of gender-based violence, because they saw such incidents as mere cases of marital discord. Accordingly, the legislation that had been passed was not in itself sufficient to ensure legal security and rule of law: this could only be brought about through a fundamental shift of values within the government institutions responsible for implementing the law.

When in 1996 the leadership of the Nicaraguan police, aware of the problem, requested GTZ advisory services to professionalise police work in regard to gender-based violence, the first step was to inculcate an awareness that the police could not fulfil their obligation to ensure the security of the entire population as long as they merely recorded gender-related crimes but failed to take any further action because the crimes were not considered relevant.

Thereupon the objective was set to establish a comprehensive advisory service for the victims of gender-based violence in addition to the *Comisariás de la Mujer y la Niñez* (women's police stations handling the concerns of women and children as victims of domestic and sexual violence), which have been in existence since 1993. The initiative came not only from specialised advisory organisations but, above all, from the permanent staff of police stations

¹⁸ In 1990, the Sandinistas relinquished the power that they had seized militarily during the 1979 revolution, thus ending the Contra War that had oppressed the country in the 1980s. The deep polarisation of Sandinistas and anti-Sandinistas affects to this day the behaviour of political actors and their ability to solve the country's huge problems: the economic destitution, poverty, grave shortcomings in regard to rule of law and the prevalence of violence.

nationwide, so that the victims of gender-based violence would receive comprehensive support. For the attainment of this objective, a comprehensive change in the patriarchal organisational culture and structure was sought through the following measures:

- On various hierarchical levels, **equality committees** were set up with the active participation of the governing board to ensure the necessary institutional backup. The position of **equality officer** provided technical expertise to the equality committees.
- With the drafting and passing of a package of **anti-discrimination measures**, equal access to training and the opportunity for policewomen to move into higher ranking positions were institutionalised.
- In order to protect the private sphere of women employees, **infrastructure improvements** were instituted, such as separate dormitories and sanitary facilities in the training institutes, etc.
- The drafting of a **police information system with special categories for gender-based violence** ensured that, in future, offences involving female victims would figure in police statistics and so would have to be prosecuted by the police.

In cooperation with the sector programme Security Sector Reform, the following measures were carried out starting in 2003:

- At the beginning of 2003 a **Training Manual on Gender-Based Violence and Citizen Security** was published for various target groups within the Nicaraguan police. It took up topics such as sex and gender, gender-based violence, and gender-related aspects of police work, thus ensuring better training and upgrading and the anchoring of the gender approach in police institutions. Application in other regional contexts is made possible through regionalisation, up-dating and conceptual adjustment of the training material to different regional conditions.
- In October 2003, an extensive **recruitment campaign** was conducted to enlist 500 new police officers for ordinary service and 125 new recruits for higher and top levels of the service, of whom 30 percent were women. A media campaign highlighted the attractiveness of the profession for women. The police human resources department and selection committees were given advisory services on the identification and dismantling of gender-based stereotypes in the selection of new employees. The campaign was closely monitored so that the experience gained could be made available to other police institutions in Central America.
- In November of 2003, a four-week regionally structured **postgraduate course** was held entitled ***Multipliers: Training in Security and Gender***. The course conveyed both general information about gender and more specialised knowledge on security and gender, gender-based violence, trafficking in women, and organisational development with a focus on gender. The course enabled participants to advance the integration and anchoring of the gender approach in their institutions by means of training and consulting.

Along with great demand on the part of the police institutions, individual voices of resistance were also to be heard, but these were won over through objective discussion. The argument that the reservations of the general public would prevent women from carrying out classic police duties, and that they should therefore occupy only administrative positions was refuted by an opinion poll which showed that, on the contrary, people believed that the presence of women would increase confidence in the police. With the general conviction that the *gender-sensitive approach to security sector reform* could lead to improvement of the overall situation and to greater professionalisation, not only were the above-mentioned measures successfully implemented (see table below) but the Nicaraguan police even became a model for Central America as the *Association of Chiefs of Police of Central America and the Caribbean*. The Association asked GTZ at the beginning of 2004 to provide advisory services for its efforts to integrate the gender approach into its institutional reform efforts, but unfortunately this support had to be postponed for lack of funds.

Year	Percentage of women	Percentage of women in managerial positions
1998	18%	17%
2003	24%	27%

Source: GTZ, *Género y Seguridad Ciudadana. Módulo de Capacitación Regional, Managua, Nicaragua 2004*.

The success of implementation can be traced particularly to the method of learning in groups, through which changes in attitude and behaviour are conveyed via persons with recognised status and credibility, who set an example. When it comes to gender equality, police chiefs are more likely to believe their peers than someone from civil society. This realisation was reflected in project work in that, for example, the Nicaraguan chief of police joined with GTZ to train other chiefs of police in the region on the topic of gender; again, members of the governing board and GTZ women advisors carried out gender workshops together for police management personnel. The fact that the interior ministry provided the project with political support right from the start was also very helpful and smoothed the way to the institutionalisation of the gender equality efforts.

It is worth noting that in Nicaragua conditions for reform were favourable, because the police force was established during the Sandinista revolution and thus unlike in other Central American countries was not tainted by association with a military dictatorship. Nevertheless, the Nicaraguan security sector was also faced with the challenge of redefining its main task to include preserving not only the security of the state but also that of its people. Central issues since then have been closeness to the people, internal democratisation, and the protection of human rights, which lent the issue of gender even greater significance.

The example of Nicaragua demonstrates that gender-sensitive security sector reform can be particularly successful in countries where democratisation efforts and the will for reform already prevail. That example shows as well that sensitisation and popular participation are important elements in the implementation of this kind of reform, because they can overcome long-standing misconceptions about gender and thus enable successful implementation.

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GTZ projects and programmes

- Project „Violencia, Democracia y Reforma del Sector Seguridad en los Países Post Conflictos en Centroamerica” (GTZ Nicaragua)
Contact: Marion Bihler
- Project: Local strategies to Prevent Human Traffic
Contact: Anna Erdelmann
- Project: Gender Promotion in the Peace Process (Guatemala)
Contact: Dr. Jörg Freiberg-Strauss
- Pilot Program on Gender (PPG)
Contact: Elvira Ganter
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