

Implementing the Women, Peace and Security Resolutions in Security Sector Reform

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There is strong recognition that security sector reform (SSR) should meet the different security needs of men, women, boys and girls. The integration of gender issues is also key to the effectiveness and accountability of the security sector, as well as to the local ownership and legitimacy of SSR processes.

The UN Security Council recently passed a number of resolutions that address the need for SSR processes to take into account the particular security needs of women and girls and to promote women's participation.

This Practice Note provides a short introduction to the women, peace and security resolutions, and how they can be implemented in SSR. It is based on a longer Tool, and both are part of the *Gender and SSR Toolkit*. Designed to provide an introduction to gender issues for SSR practitioners and policymakers, the Toolkit comprises 13 Tools with corresponding Practice Notes—see *More information*.

What are the women, peace and security resolutions?

Since 2000, the UN Security Council has adopted four resolutions on women, peace and security:

UN Security Council Resolution 1325, adopted in October 2000, recognises the particular impacts that armed conflict has on women and the important contributions women make to security and reconciliation. It urges increased representation of women in conflict prevention and management. It also stresses the need to include a gender perspective in implementation of peace agreements; disarmament, demobilisation and reintegration (DDR) processes; and training for peacekeepers.

UN Security Council Resolution 1820, adopted in June 2008, calls on states to take special measures to protect women and girls from sexual violence in armed conflict, and to ensure access to justice and assistance for victims. It emphasises the role of peacekeepers in protecting civilians, and urges more female peacekeepers. It requests that the UN develop mechanisms in DDR and SSR processes to protect women from violence, in consultation with women and women's organisations.

UN Security Council Resolution 1888, adopted in September 2009, develops the Council's focus on sexual violence in armed conflict. It urges inclusion of sexual violence issues in peace processes, DDR and SSR arrangements, and justice reform. It establishes new mechanisms within the UN to address sexual violence in conflict. Women's representation in decision-making processes and the inclusion of female personnel in UN missions are again emphasised.

UN Security Council Resolution 1889, adopted in October 2009, extends the Council's focus on women's participation in peacebuilding, emphasising their essential role in political and economic decision-making. It urges gender mainstreaming in all post-conflict recovery processes; funding and programming for women's empowerment activities; and concrete strategies in law enforcement and justice to meet women's and girls' needs and priorities.

Why are the women, peace and security resolutions important to SSR?

SSR is a process aimed at ensuring that security and justice providers:

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

The security sector includes armed forces, police, intelligence, border management and customs services, justice and penal institutions, non-statutory and traditional justice and security providers, as well as actors that play a role in managing and



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Box 1**Ways of increasing women's participation in SSR**

- Include representatives of the ministry of gender/women
- Include representatives of women's CSO networks
- Organise consultations with women and women's groups
- Seek input from gender experts
- Include "gender expertise" in the criteria used to identify members of relevant teams and committees

overseeing the design and implementation of security, such as ministries, parliaments, ombuds institutions, human rights commissions and civil society organisations (CSOs).

The women, peace and security resolutions are important to SSR because:

- Addressing the different security needs of women, men, girls and boys and ensuring the equal participation of women and men in decision-making is increasingly recognised as vital to successful SSR. It is critical to ensuring local ownership and effective delivery of security services, as well as strengthened oversight and accountability.
- The women, peace and security resolutions provide an internationally-supported normative framework to promote the human rights of women and girls in conflict and post-conflict situations.
- The UN, the European Union, the African Union, NATO and other international and regional organisations involved in supporting SSR use these resolutions as guiding standards and many countries shape national security and development policies around them.

How can the women, peace and security resolutions be implemented in SSR?

National security, defence and SSR policies

The women, peace and security resolutions call for the equal and full participation of women in policy-making at all levels, for gender mainstreaming, and for strategies that address women's and girls' security and justice needs, priorities and empowerment.

- In developing and implementing SSR-related policies, assess how different policy options will impact upon women, men, girls and boys. Ensure that gender experts and women participate fully in the policy-making process.
- In all SSR-related policies, explicitly address women's and girls' security and justice needs, sexual violence issues and the need to promote women as equal participants in security sector institutions.
- Develop National Action Plans to implement the resolutions that include SSR activities. National Action Plans should derive from an inclusive, consultative process, involving women's CSOs in their development, implementation, monitoring and evaluation.
- Monitor and evaluate i) how women, peace and security issues are addressed in SSR programmes and, ii) implementation of National Action Plans.
- Establish systems to ensure that individuals within government agencies and security institutions are held accountable for implementation of obligations under

the women, peace and security resolutions, as included in national security, defence and SSR policies.

Women's participation in SSR processes and security sector institutions

The women, peace and security resolutions urge states to take measures to increase women's participation in post-conflict planning and peacebuilding—which includes SSR processes. They also call for women to be involved at decision-making levels in mechanisms for the prevention, management and resolution of conflict.

- Include women at all levels in security sector governance and oversight institutions, such as government ministries, human rights commissions and ombuds institutions, and provide space for input from women's CSOs.
- Empower women and women's CSOs to participate meaningfully in SSR processes (see Box 1). This might require special consultations with women, where transport and child care are provided, or capacity building and mentoring to provide women with relevant skills and knowledge. Coalition-building among women's CSOs can enable women to speak with a stronger voice.
- Implement strategies that enable women to attain senior ranks within the armed forces, police services, defence institutions and the judiciary (see Box 2).

Defence reform

The women, peace and security resolutions provide guidance in relation to gender-responsive DDR programmes (see Box 3), and vetting of armed and security forces' personnel.

- Address the particular needs of female and male ex-combatants, as well as women and girls associated with armed forces and armed groups and their children.
- Involve women's groups in the planning and implementation of DDR programmes, especially when engaging with female beneficiaries and in the reintegration of ex-combatants.
- Take action to mitigate the likelihood that the return of ex-combatants to civilian communities leads to increased sexual violence.
- Ensure that members of new or re-forming armed and police services are vetted for crimes of sexual violence and other violations of international humanitarian and

Box 2**Checklist to promote women's leadership within the armed forces and police services**

- ✓ High-level support for women's advancement
- ✓ No formal barriers—such as excluding women from certain types of services or functions
- ✓ Fair promotion criteria
- ✓ Targets and policy for women's promotion
- ✓ Unit tasked with supporting and monitoring women's promotion
- ✓ Women's staff association
- ✓ Mentoring programme
- ✓ Family-friendly work environment
- ✓ Extra training, if necessary
- ✓ Changing discriminatory attitudes

Box 3**Lessons learned in gender-responsive DDR**

- Ensure peace agreements recognise women and girls associated with armed forces/groups and their children as beneficiaries
- Work with women's CSOs in planning and implementing DDR
- Use participatory needs assessment, involving women at all stages and levels
- Train all DDR staff on gender issues
- Make sure demobilisation sites are safe for women and girls, including by having female staff
- Encourage women and girls undergoing DDR to form their own groups and networks
- Prioritise rehabilitation and socio-economic reintegration for men and women
- Link with vetting programmes, small arms collection, community security initiatives and SSR

human rights law, while paying particular attention to the protection of victims of sexual violence.

Police reform

To meet commitments under the women, peace and security resolutions, police reform processes should prioritise gender-responsive law enforcement, assistance for victims of sexual violence and prosecution of those responsible for violence committed against women and girls in armed conflict.

- Reform police mandates, operating practices, training, incentive systems, performance measures, staffing and accountability systems to prioritise gender-based violence (GBV). Consider creating specialised police units—staffed by men and women—linked to social and legal support services for GBV victims (see Box 4).
- Dedicate resources to sexual violence prevention, investigation and prosecution, as well as to victim assistance and protection.

Transitional justice and justice sector reform

Justice and security are intricately linked. As such, the women, peace and security resolutions require reforms within the justice sector to ensure the protection of and respect for the human rights of women and girls, including strategies to address their needs and priorities.

- Reform laws and judicial procedures, practices and training to address GBV, in line with international standards, making special provision for prosecution of perpetrators and support to victims.

- Increase women's and girls' access to justice by supporting legal aid, paralegals, CSOs and legal outreach.
- Work with conflict-affected countries to support capacity to investigate and prosecute crimes of violence against women committed during armed conflict and maintain local and international pressure to prosecute perpetrators.

Preparation for deployment to peacekeeping operations

The women, peace and security resolutions devote particular attention to how states prepare their personnel for peacekeeping missions.

- Integrate practical training on women, peace and security issues, including the prevention of sexual violence, into military and police training, supplemented by mission-specific training for peacekeepers (see Box 5).
- Develop codes of conduct and accountability mechanisms to address sexual exploitation and abuse, and ensure that perpetrators are held accountable—and are seen to be held accountable in the host country.
- Establish specialised units to lead and monitor implementation of policies, strategies and training to increase the recruitment and deployment of women in peacekeeping operations.

During armed conflict

The women, peace and security resolutions demand that parties to armed conflict fully respect international law applicable to the rights and protection of women and girls, immediately stop all acts of sexual violence, and adopt special measures to protect civilians from sexual violence.

- Document and share strategies for the protection of civilians from sexual violence during armed conflict, including through engagement with non-state actors.

**Women, peace and security questions for SSR assessment**

Women, peace and security issues should be integrated into all SSR assessments. This will both strengthen their comprehensiveness, and help ensure that the SSR process addresses the issues raised in the SCRs. Key questions to ask include:

On the assessment process

- Do the terms of reference include the security and justice needs and priorities of women and girls?

Box 4**Services to victims of sexual violence in Timor Leste¹**

A network of Vulnerable Person Units (VPUs) has been created within Timor-Leste's national police force to handle cases of rape, attempted rape, domestic violence, child abuse, child neglect, missing persons, paternity and sexual harassment. VPUs provide designated police officers at an identifiable access point for victims of GBV and for service providers. Efforts are made to have female officers in all VPUs to interview female victims. Since the establishment of VPUs, the number of GBV cases brought to the police has been increasing, and they have fostered positive collaboration and coordination between police and CSOs.

With the close involvement of CSOs, a functional network of services for victims of sexual and domestic violence and child abuse has been established. The network includes a "safe room" in the national hospital, facilitation of medical and forensic examination, psychosocial counselling, a shelter and legal assistance. CSOs are involved in providing many of these services, as well as in public education and awareness-raising.

- Does the assessment team include women and men, and include persons with gender expertise?
- Will interviews be conducted with female and male staff of security sector institutions, women's CSOs, gender experts and women, men, girls and boys in local communities?
- Has provision been made to ensure that women participate in the assessment, such as focus groups for women only, transport, child care or security?
- Is data disaggregated by sex and age?

On security sector institutions

- How do security sector institutions identify and address the particular security and justice needs of women, men, girls and boys?
- Are national and institutional security and defence laws, policies and protocols appropriate with regard to addressing the particular concerns of women, men, girls and boys and promoting women's participation?
- Do security sector personnel have the capacity, through training and resources, to address the different security and justice needs of women, men, boys and girls?
- What special measures are in place to address sexual violence?
- How are women's CSOs, ministries of gender/women and gender experts involved in security sector oversight and collaboration with security sector institutions?

Box 5 Training the military to protect civilians from sexual violence

- Integrate protecting civilians against sexual violence into core curricula as well as mission-specific training
- Be practical, not theoretical
- Include responses to sexual violence in scenario-based training
- Involve women's CSOs
- Include:
 - Risk assessment
 - Data gathering and analysis
 - Community liaison
 - Referral protocols
- Develop strategies for physical protection — such as special patrols — appropriate to the context
- Include — but don't limit to — sexual exploitation and abuse

- What proportion of police/military/justice (and other security sector) personnel are female and are women represented at the highest ranks/levels?
- Are there appropriate initiatives in place to increase the recruitment, retention and advancement of female personnel?

On the SSR process

- Are women participating in and represented on SSR steering bodies (for example, through representatives of a women's CSO network and the ministry of gender/women)?
- Are women and men being consulted at local level?

More information

Resources

Bastick, M., Grimm, K. & Kunz, R., **Sexual Violence in Armed Conflict, Global Overview and Implications for the Security Sector**, Geneva Centre for the Democratic Control of Armed Forces (DCAF), 2007.

Genderforce, **Good and Bad Examples – Lessons Learned from Working With UNSCR 1325 in International Missions**, 2007.

Organisation for Economic Co-operation and Development, **OECD DAC Handbook on Security System Reform, Section 9: Integrating Gender Awareness and Equality**, 2009.

UN Development Programme & United Nations Development Fund for Women (UNIFEM), **Policy Briefing Paper: Gender-Sensitive Police Reform in Post-Conflict Societies**, 2007.

UNIFEM & UN Department of Peacekeeping Operations, **Addressing Conflict Related Sexual Violence - An Analytical Inventory of Peacekeeping Practice**, 2010.

Valasek, K., The UN International Research and Training Institute for the Advancement of Women (UN-INSTRAW), **Securing Equality, Engendering Peace: A Guide to Policy and Planning on Women, Peace and Security**, 2006.

Organisations

DCAF Gender and Security Programme - <http://www.dcaf.ch/gssrtoolkit>

UN Action Against Sexual Violence in Conflict - www.stoprapenow.org

UN-INSTRAW Gender, Peace and Security Programme - <http://www.un-instraw.org/peace-and-security/programme-page/>

The Gender and SSR Toolkit

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 Assessments, Monitoring and Evaluation and Gender
 12. Gender Training for Security Sector Personnel
 13. Implementing the Women, Peace and Security Resolutions in Security Sector Reform
- Annex on International and Regional Laws and Instruments

These Tools and Practice Notes are available at www.dcaf.ch.

This Practice Note was prepared by Megan Bastick of DCAF, based on Tool 13 authored by Megan Bastick and Daniel de Torres of DCAF.

¹ UNFPA, *Gender-Based Violence in Timor-Leste: A Case Study*, 2005, http://www.unfpa.org/women/docs/gbv_timorleste.pdf; UNFPA, Terms of Reference: International Referral Network Project Coordinator: GBV Sub-Project, 2010, <http://ocha-gwapps1.unog.ch/rw/res.nsf/db900SID/OCHA-83Z4LC?OpenDocument>; H. Myrntinen, *Poster Boys No More: Gender and SSR in Timor-Leste*, DCAF, 2009, <http://www.dcaf.ch/publications/kms/details.cfm?lng=en&id=111804&nav1=5>.