SECURITY FOR ALL

WEST AFRICA'S GOOD PRACTICES ON GENDER IN THE SECURITY SECTOR

United Nations Office for West Africa
UNOWA
Bureau des Nations Unies pour l'Afrique de l'Ouest

AMLD

DCAF

Conference Partners

UNOWA

Established in 2002, the United Nations Office for West Africa (UNOWA) is entrusted with the overall mandate of enhancing UN contributions towards the achievement of peace and security in West Africa. This includes promoting good governance, mainstreaming security sector reform (SSR) into development strategies, defining an integrated sub-regional approach to humanitarian, human rights and gender issues, curbing corruption, poverty alleviation, and addressing youth unemployment as well as cross-border illicit trafficking and organised crime.

DCAF

The Geneva Centre for the Democratic Control of Armed Forces (DCAF) is an international foundation that promotes good governance and reform of the security sector. The Centre conducts research on good practices, encourages the development of appropriate norms at the national and international levels, makes policy recommendations and provides in-country advice and assistance programmes. DCAF's partners include governments, parliaments, civil society, international organisations and security sector actors such as police forces, the judiciary, intelligence agencies, border security services and the military.

ECOWAS Gender Development Centre

The Economic Community of West African States (ECOWAS) has placed the issue of providing equal opportunities for men and women high on its agenda. To this end, it has established a gender policy expected to involve more and more women in development and regional integration processes. Accordingly, the main role of the Gender Development Centre is to establish, develop, facilitate, coordinate and follow up strategies and programmes aimed at ensuring that matters related to gender disparities and the promotion of women in the Community's integration programmes are incorporated within the framework of the ECOWAS Treaty objectives.

MARWOPNET

The mission of the Mano River Women's Peace Network (MARWOPNET) is to advocate and promote at all decision-making levels the involvement of women and youth in conflict prevention, management and resolution in the Mano River sub-region, and throughout Africa and the world; to serve as a catalyst to achieve sustainable peace, human security and justice by ensuring gender-responsive policies; and to build women's/ girls' capacities and roles in the socio-economic, political and human development sectors. MARWOPNET is composed of organisations of women leaders, including from rural areas, women communicators, politicians and parliamentarians, women rights activists, trade union members and religious personalities, and businesswomen from countries of the Mano River sub-region: Côte d'Ivoire, Guinea, Liberia and Sierra Leone.

AMLD

The Alliance for Migration, Leadership and Development (AMLD) is a non-governmental organisation based in Dakar, Senegal, that conducts analysis, research and training related to migration and leadership issues and their impact on Africa's development. AMLD is a platform with the mission to create and implement, within African and international communities, initiatives to improve migration, leadership and development management. It develops knowledge and expertise on migration management in a framework that takes into account their links to development in African countries.

TABLE OF CONTENTS

LIST OF ACRONYMS

AMLD	Alliance for Migration, Leadership and Development
AU	African Union
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CLEEN	Centre for Law Enforcement Education Nigeria
CNDH	Commission Nationale des Droits de l'Homme (Côte d'Ivoire)
CSO	Civil Society Organisation
DCAF	Geneva Centre for the Democratic Control of Armed Forces
ECOWAS	Economic Community of West African States
EGDC	ECOWAS Gender Development Centre
FAS	Femmes Africa Solidarité
FIFEM	Forum International des Femmes pour la Paix, L'égalité et le Développement
FLAG	Female Lawyers Association Gambia
FSU	Family Support Unit (Sierra Leone)
KAIPTC	Kofi Annan International Peacekeeping Training Centre
LIFLEA	Liberia Female Law Enforcement Association
LINLEA	Liberia National Law Enforcement Association
MARWOPNET	Mano River Women's Peace Network
MRU	Mano River Union
NOPWESCO	Network of Women's Organisations on Peace and Security in the ECOWAS Region
ONUCI	United Nations Mission in Côte d'Ivoire
PAWO	Pan-African Women's Organisation
PGPSP	Programme de Gouvernance Partagée de la Sécurité et de la Paix (Mali)
PRAWA	Prison Rehabilitation and Welfare Action (Nigeria)

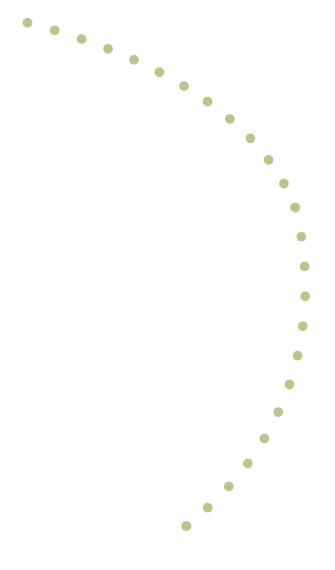|	
RSLAF	Republic of Sierra Leone Armed Forces
SGBV	Sexual and Gender-Based Violence
SiLNAP	Sierra Leone National Action Plan for the Implementation of UNSCR 1325
SSI	Security Sector Institution
SSR	Security Sector Reform
ToT	Training of Trainers
UN	United Nations
UN-INSTRAW	United Nations International Research and Training Institute for the Advancement of Women
UNAMID	African Union/United Nations Hybrid operation in Darfur
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women
UNIOGBIS	United Nations Integrated Peace-Building Officer in Guinea-Bissau
UNIPSIL	United Nations Integrated Peacebuilding Office in Sierra Leone
UNMIL	United Nations Mission in Liberia
UNOWA	United Nations Office for West Africa
UNPOL	United Nations Police
UNREC	United Nations Regional Centre for Peace and Disarmament in Africa
UNSCR	United Nations Security Council Resolution
WANEP	West Africa Network for Peacebuilding
WIPNET	Women in Peacebuilding Network
WIPSEN	Women Peace and Security Network - Africa
WISS-SL	Women in Security Sector – Sierra Leone

EXECUTIVE SUMMARY

Organised by the United Nations Office for West Africa (UNOWA) and the Geneva Centre for the Democratic Control of Armed Forces (DCAF) in partnership with the ECOWAS Gender Development Centre (EGDC), the Mano River Women's Peace Network (MARWOPNET) and the Alliance for Migration, Leadership and Development (AMLD), this working-level regional conference "Security for All: West Africa's Good Practices on Gender in the Security Sector" was held in Saly, Senegal from 22 to 24 June. Its goals were to share and document lessons learned and good practices on integrating gender into security sector reform (SSR) processes and security sector institutions (SSIs), and to build an informal network of experts in the region.

The conference brought together over 70 gender and security sector practitioners and researchers from across Anglophone, Francophone and Lusophone West Africa, including representatives from the armed forces, police services, prison systems, judiciaries, civil society, government ministries, the United Nations, and international and regional organisations. It was the first time that experts from across the ECOWAS region had met to exchange experiences on mainstreaming gender into West African security sectors, including best practices on addressing the different security and justice needs of women, men, boys and girls; on reaching equal participation of women and men in oversight and decision-making processes related to the security sector; and on creating a healthy and non-discriminatory work environment in security institutions.

The conference was structured in the following areas:
1. Gender assessments of the security sector
2. Provision of security and justice services to women and men
3. Civil society oversight: collaboration between women's organisations, gender machineries and security sector institutions
4. Gender and security policies
5. Internal oversight mechanisms
6. Recruitment, retention and advancement of female security personnel
7. Female security sector staff associations
8. Gender training

BACKGROUND

An accountable, transparent and participatory security sector is vital for a peaceful, democratic and secure West Africa. Despite ongoing efforts to improve the accountability and effectiveness of this sector, the different security and justice needs of men, women, boys and girls are often marginalised and women remain largely excluded from security and defence decision-making processes. Nevertheless, there are examples of initiatives and concrete steps taken across West Africa to address gender issues within the security sector. Documentation on these initiatives, however, is scarce. The conference addressed this gap by creating an open, bi-lingual forum to exchange information.

METHODOLOGY

Held in English and French, the conference included short presentations by participants, brief question and answer sessions and small group discussions. The discussion groups were organised by language and designed to reflect diverse areas of expertise and institutional representation. Each group selected a rapporteur to report back to plenary, focusing on three good practices identified during the discussions. In order to maximise information sharing, each participant contributed a short "Lessons-Learned Brief" prior to the conference focusing on their specific topic of expertise.

SUMMARY OF TOPICS & LESSONS IDENTIFIED

TOPIC 1: GENDER ASSESSMENTS OF THE SECURITY SECTOR

This session presented findings from in-depth country assessments of gender and security sector issues in **Côte d'Ivoire**, **Liberia**, **Mali** and **Senegal,** a comprehensive assessment being an essential first step for planning and implementing gender initiatives in SSIs.

1. All four gender assessments indicate a **need for institutional policies on gender** and increased recruitment of women.

2. There is a **need for more transparency and better access to data** and information on gender and SSR. Publicly available information is scarce and the culture of secrecy of SSIs is an additional challenge for researchers.

In **Senegal,** for example, the researcher had to solicit the help of high-ranking officials in order to access security sector staff and obtain information.

TOPIC 2: PROVISION OF SECURITY AND JUSTICE SERVICES TO MEN AND WOMEN

This session focused on good practices that SSIs have adopted to better respond to the different security needs of women, men, boys and girls – including those related to gender-based violence – and to improve access to justice by women and men. Women continue to face high rates of violence as well as obstacles to accessing justice, including discriminatory legislation, lack of legal aid and institutional corruption.

3. Adequate **legal frameworks** – from constitutions to penal codes – are necessary to eliminate gender discrimination and violence against women. These legal frameworks must be accompanied by clear implementation strategies in order to be effective.

4. **Public consultation** during the formulation of security laws and policies can help to better identify security needs from the direct beneficiaries of security sector services.

5. **Specific initiatives and outreach activities,** such as the creation of units within the police to handle domestic violence crimes, support programmes for victims of gender-based violence, or legal aid centres for indigent members of the population can help more men and women realise their rights and obtain redress if their rights have been violated.

An example of such an initiative can be found in **Sierra Leone** where Family Support Units have been set up to ensure that the medical, protection, legal and psychological needs of survivors of sexual and gender-based violence (SGBV) are addressed through referral to specialised organisations. These units are additionally mandated to protect, prevent, investigate and prosecute SGBV, domestic violence, trafficking in persons, and provide information, dissemination and sensitization services.

TOPIC 3: CIVIL SOCIETY OVERSIGHT: COLLABORATION BETWEEN WOMEN'S ORGANISATIONS, GENDER MACHINERIES AND SECURITY SECTOR INSTITUTIONS

This session provided an overview of how women's organisations and national gender machineries can engage with SSIs, as well as how civil society oversight of the security sector can incorporate issues of gender equality. Civil society organisations (CSOs), especially women's organisations, play a key role in holding SSIs accountable to international and national legislation on gender equality.

6. **Capacity building and awareness-raising** are important to develop women's CSOs' understanding and confidence to engage with SSIs.

7. **Networking and coalition-building** amongst and between CSOs, in particular women's organisations, can reinforce relevant messages when engaging the government on gender and security issues, as well as facilitate experience-sharing so that CSOs can learn from and support one another.

8. **Strengthening linkages** between CSOs, national women's machineries and SSIs provides greater opportunities for civil society monitoring and advocacy, and opens channels of communication and support through the exchange of ideas, recommendations and training.

*For example, the government of **Nigeria** established an Inter-Ministerial Committee on Gender and Peace hosted by the Federal Ministry of Women Affairs and Social Development, with membership drawn from the military, paramilitary, the police, line ministries and departments, and CSOs. This initiative not only increased women CSOs' participation in the SSR and peace building process, but helped to improve dialogue between CSOs and government.*

Conference participants
© DCAF, 2010

TOPIC 4: GENDER AND SECURITY POLICIES

This session covered two areas: specific institutional gender policies such as action plans or policies on sexual harassment, and the integration of gender into national and institutional security and defence policies. Policies at both national and institutional levels are crucial in order to transform security and justice bodies into accountable, non-discriminatory institutions that meet the security and justice needs of men, women, girls and boys.

9. Developing **national and institutional gender policies** in line with international legal frameworks such as UNSCR 1325 can support a gender-sensitive SSR process. Gender issues should also be integrated into existing policies, such as national security policies, to ensure that they are gender-responsive..

10. **Political will and leadership** are necessary to promote a shift in thinking about gender, to ensure that gender issues are seriously addressed, and that gender policies are implemented and enforced.

11. **Consultation and participation** in the security policy-making process is essential, and can involve committees and focus groups comprising SSIs, relevant ministries, including ministries of women/gender, and women's CSOs.

*For example, both **Liberia** and **Sierra Leone** have established National Action Plans for the implementation of UNSCR 1325. Liberia's National Action Plan was adopted in March 2009 following a consultative process characterized by strong Presidential support and leadership and including round-table discussions and bilateral interviews. Sierra Leone developed its National Action Plan (SiLNAP) through a baseline assessment/mapping, four regional consultations and a three-day National Consultative Conference.*

TOPIC 5: INTERNAL OVERSIGHT MECHANISMS

This session focused on the institutional mechanisms necessary for the prevention of and response to gender-based discrimination, sexual harassment and sexual abuse and exploitation such as ombuds institutions, gender focal points and anti-harassment hotlines. In West Africa, although internal disciplinary mechanisms exist and have a mandate broad enough to potentially address gender issues such as sexual harassment, there are often no clear procedures for reporting violations, which remain underreported or not reported at all.

12. **National and institutional laws and decrees** prohibiting gender discrimination and sexual harassment, as well as security sector-specific laws and decrees that outline appropriate conduct and identify punishable actions, are first steps towards establishing effective internal oversight mechanisms.

13. There is a need for **complaint mechanisms and penalties** that address and punish discrimination and sexual crimes committed by security sector staff against colleagues or civilians in order to reduce such abuses, increase reporting and end impunity. Possible solutions include establishing complaints bureaus, call centres and independent mediators and collaborating with women's organisations and ministries of gender/women to support victims.

14. Gender **focal points** or gender units that are adequately staffed and resourced can contribute to mainstreaming gender issues throughout SSIs, including through gender training.

*For example, a Labour Code was introduced in **Burkina Faso** that clearly defines sexual harassment and prohibits all forms of discrimination by employers in the areas of access to employment, working conditions, professional training, and employment retention/termination.*

TOPIC 6: RECRUITMENT, RETENTION AND ADVANCEMENT OF FEMALE SECURITY PERSONNEL

This session focused on exchanging good practices on increasing the recruitment, retention and advancement of women within SSIs. Across West Africa, women are highly under-represented in the security sector, although various institutions in the region have recognised the importance of increasing their female personnel and have adopted specific measures to encourage the recruitment of women.

15. The establishment of **strategic targets or quotas** for the recruitment of women, in addition to an appropriate modification of discriminatory recruitment policies, and the development of strategies to implement them are positive steps towards including more women within SSIs.

16. In terms of **requirements and training for recruitment and promotion**, institutions in some countries require different physical tests for men and women during recruitment processes, a measure sometimes unpopular owing to its perceived discriminatory basis. In most cases the educational and knowledge-based testing requirements are the same for men and women, though some set lower standards for women. In such cases, this policy is justified on the grounds that women lack the same educational opportunities as men in many West African countries, so their education requirements should be lower and supplemented through "catch up" programmes. In general, women should have access to the same training opportunities as men in order to be competitive for promotion.

17. **Awareness-raising and human resources reform, and new infrastructure and services** are needed to attract women to the security sector, help women to balance professional and family responsibilities, and adapt the institutions' infrastructure to women's needs (such as separate washing facilities and sleeping quarters).

*In **Niger**, for example, day-care and nursery facilities have been made available in an effort to retain female gendarmes by helping them balance their professional and family responsibilities. Additionally, both **Burkina Faso** and **Senegal** have plans to upgrade and adapt infrastructure to provide separate facilities for male and female recruits in the armed forces.*

TOPIC 7: FEMALE SECURITY SECTOR STAFF ASSOCIATIONS

This session explored the opportunities and challenges for female staff associations to promote gender equality within SSIs. Across West Africa, formal and informal associations of women exist within SSIs, but are often focused on social welfare issues such as financial and moral support in times of need. These associations also have the potential to contribute to bringing about institutional transformation from within the security sector, by advocating for the rights of female personnel, providing a bridge between CSOs and SSIs, and supporting the provision of security and justice to women and children.

18. A **common platform**, unified message and collective action can strengthen the ability of female security sector staff associations to promote gender equality and advocate for gender mainstreaming in SSIs. Associations can also **collaborate with SSIs** to enhance their capacity to address discrimination and gender-based violence.

19. Through **mentoring and coaching,** female security staff associations can help address lack of confidence and self-esteem amongst female security sector personnel. However, associations often lack financial and political support; increased fundraising, collaborative partnerships and networking/idea-sharing amongst associations can help overcome that gap.

*The Female Lawyers Association of **Benin**, for example, has collaborated with the police and gendarmerie to train law enforcement officers on gender and sexual violence, and has collaborated with the police to prosecute gender-based violence.*

TOPIC 8: GENDER TRAINING

The session provided an introduction to good gender training practices for security sector personnel, including integrating gender issues into standard training as well as specific training on topics such as sexual exploitation and abuse, women's human rights or gender awareness. Training is an essential component of security sector transformation – and gender training is vital in order for both male and female security sector personnel to comply with policies and procedures. Gender training can focus on a wide range of topics, from sexual harassment prevention or procedures for interviewing victims of domestic violence to national legislation on gender equality.

20. **Diversity and representation among training participants and trainers** is important - male and female security sector staff of all levels should participate in gender training, from new recruits to commanding officers. Additionally, training of trainers (ToT) is important for ensuring sustainability of training programmes as part of standard curriculum in military/police academies, and an effort should be made to have both male and female gender trainers.

21. Gender training should be **adapted to different audiences** – different types of personnel, different levels of education, and different local contexts. Gender training can also be a medium for addressing cross-cutting issues, such as HIV/AIDS.

22. **Effective training methodology and monitoring and evaluation** are central to successful training. International and regional texts, such as UNSCR 1325 or the African Union Solemn Declaration on Gender Equality, can be powerful tools for gender training. An interactive and participatory approach to training helps participants relate to the messages, and codes of conduct and operational guidelines can reinforce the lessons taught.

*In **Côte d'Ivoire**, for example, gender modules have been integrated into the police academy, as well as into training for commanding officers. In **Mali**, a project focused on gender awareness-raising in the Malian armed and security forces resulted in three ToTs on how to deliver gender training in the security sector, each attended by 40 male and female officers, with a total of 120 trainers trained over 2 years.*

For more information regarding conference participants, topics and lessons identified – please see the full conference report.

INTRODUCTION

Good practices and lessons learned on integrating gender into security sector institutions (SSIs) and security sector reform (SSR) processes in West Africa were the topics of a three-day working-level regional conference organised by the United Nations Office for West Africa (UNOWA) and the Geneva Centre for the Democratic Control of Armed Forces (DCAF) in partnership with the ECOWAS Gender Development Centre (ECOWAS GDC), the Mano River Women's Peace Network (MARWOPNET) and the Alliance for Migration, Leadership and Development (AMLD). The conference took place in Saly, Senegal, from 22 to 24 June 2010.

The conference brought together over 70 gender and security sector experts from across Anglophone, Francophone and Lusophone West Africa. Participants included representatives of armed forces, police services, prison systems, judiciaries, civil society and government ministries, as well as staff from the United Nations and various international and regional organisations (see Annex 2: Participant List). The objectives of the conference were to share and document good practices and lessons learned on integrating gender into SSR processes and SSIs and to build an informal network of experts. Held in English and French, the conference included short presentations and small group sessions on a variety of practical topics, including gender and security sector assessments, training, policies, staff associations and the recruitment, retention and advancement of women in the security sector (see Annex 1: Conference Agenda).

This report is structured to highlight the specific lessons identified and good practices from the field shared during the presentations, in small group discussions and in the submitted Lessons-Learned Briefs. By adopting this approach, rather than simply providing a standard summary of the conference proceedings, the author endeavoured to make the report as informative, easy to access and useful for gender and SSR practitioners and policy-makers as possible.

*"**Gender** refers to the 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 the relationship between them."*

Source: Kristin Valasek. "Security Sector Reform and Gender." *Gender and Security Sector Reform Toolkit*. Eds. Megan Bastick and Kristin Valasek. Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008.

RATIONALE

An accountable, transparent and participatory security sector is vital for a peaceful, democratic and secure West Africa. However, despite ongoing efforts to improve the accountability and effectiveness of this sector, the different security and justice needs of men, women, boys and girls are often marginalised and women remain largely excluded from security and defence decision-making processes. This is in clear contradiction with international and regional mandates such as United Nations Security Council Resolutions (UNSCRs) 1325, 1820, 1888 and 1889 and the ECOWAS Conflict Prevention Framework. Nevertheless, examples exist of groundbreaking initiatives across West Africa where SSIs, government ministries, international organisations and civil society groups have taken concrete steps to address gender issues within the security sector.

*"**Security sector reform** describes a process of assessment, review and implementation as well as monitoring and evaluation led by national authorities that has as its goal the enhancement of effective and accountable security for the State and its peoples without discrimination and with full respect for human rights and the rule of law."*

Source: U.N. General Assembly, 62nd Session. *Securing peace and development: the role of the United Nations in supporting security sector reform: Report of the Secretary-General* (A/62/659). 23 January 2008.

Conference
Participants
© DCAF, 2010

Information on these existing gender initiatives is scarce. This lack of documentation hampers the integration of gender into the security sector as good practices are not shared between different countries in the region, or between different SSIs in the same country. This regional conference addressed this gap by creating an open, bi-lingual forum to exchange vital information and systematically documenting and disseminating the good practices and lessons learned discussed.

OBJECTIVES

The objectives of the regional conference on gender and SSR were:

1. To share, validate and document good practices and lessons learned from West Africa on integrating gender into SSR processes and SSIs.
2. To increase networking and information-exchange between gender and SSR experts in West Africa.

TOPICS

The general topic of the conference was how to mainstream gender issues into West African security sectors. According to the ECOWAS Conflict Prevention Framework (2008), the security sector includes institutions responsible for the provision of security and justice (armed forces, police, gendarmerie, intelligence units, border guards, customs and immigration services, justice and prison services, and customary/traditional justice systems) as well as bodies responsible for security oversight (the executive, the legislature, ministries, ombuds institutions, and CSOs).

When referring to gender mainstreaming in the security sector, this means: ensuring that the different security and justice needs of women, men, girls and boys are being adequately met (e.g., by preventing and responding to gender-based violence); equal participation of women and men in security and justice decision-making and oversight; equal representation of male and female security sector personnel at all institutional levels; and creating a healthy, non-discriminatory and non-sexist work environment. In order to comprehensively transform the security sector these objectives need to be taken into account in all areas of reform. Therefore, the conference was structured around interconnected entry-points for reform, namely:

1. Gender assessments of the security sector
2. Provision of security and justice services to women and men
3. Civil society oversight: collaboration between women's organisations, gender machineries and SSIs
4. Gender and security policies
5. Internal oversight mechanisms
6. Recruitment, retention and advancement of female security personnel
7. Female security sector staff associations
8. Gender training

See Annex 1: Conference Agenda for more information.

METHODOLOGY

The conference was designed to be highly participatory with short panel sessions of 30-40 minutes (10-minute presentations) and brief question and answer sessions, followed by extended small group discussions on the topics (45-90 minutes) and plenary report-back. The conference languages were English and French, with simultaneous interpretation provided during the plenary presentations and the Q&A and report-back sessions.

In order to maximise information sharing, each participant was asked to contribute a short, written Lessons-Learned Brief focusing on their specific topic of expertise. A template for these briefs was distributed in advance of the conference (see Annex 4: Lessons-Learned Brief Template) and 31 were received. Generally, it was the speakers who contributed Lessons-Learned Briefs. The information from these briefs has been incorporated into the conference report.

Chairs and presenters during the plenary panels were selected based on their knowledge of a given topic and their profile so as to ensure diverse institutional, country and language representation.

The small discussion groups were divided by language and designed to ensure a diverse representation of expertise and institutions. The small group participants were changed around on the second day of the conference in order to increase information exchange and networking opportunities. Each of the 6 small groups were equally divided by language and had a separate facilitator and note taker.

The facilitators were:
-   Karin Grimm, DCAF
-   Nicolas Guinard, UNOWA
-   Boubacar N'Diaye, ASSN and Mawuli Kossi Agokla, UNREC
-   Jean-Jacques Purusi, ICCM
-   Patrice Vahard, UNOWA
-   Kristin Valasek, DCAF

And the note takers were:
-   Frederick Lamy, UNOWA
-   Mariah Monston-Lilligren
-   Moussa Niang, AMLD
-   Alexandrine Pirlot de Corbion, FAS
-   Eleni Tafesse, AU Commission
-   Jeanne Troup, AMLD

All facilitators were briefed on the need to actively encourage participation and draw out as many concrete examples and as much detailed information as possible. They were all provided with short summaries of the topics and key questions to guide the discussions. During the small group discussions, a short round of introductions was held. A rapporteur was also selected by each group to deliver a short (5-10 minute) feedback presentation in plenary focusing on three good practices identified during the discussion. Participants were given the choice of whether or not they wished their comments during the small group sessions to be attributed.

PARTICIPANTS

In order to have a highly interactive conference, the number of external expert participants was limited to 60. Together with representatives from the conference organisers and the note takers, the total number of participants was 81. Participants were selected based upon their expertise on gender and security sector issues in West Africa. A balanced representation of Anglophone and Francophone participants and of women and men was prioritised. Participants included experts and practitioners from a wide range of security and defence institutions, non-governmental organisations, research/training institutions, government ministries and international/regional organisations (see Annex 2: Participant List). Participants were identified through recommendations from conference partner organisations as well as by the 15 local researchers involved in the DCAF Gender Survey of Security Sector Institutions in ECOWAS countries.

"**Security sector** is a broad term often used to describe the structures, institutions and personnel responsible for the management, provision and oversight of security in a country."

Security sector institutions (SSIs) include:

State security and justice providers
- Armed forces (including gendarmerie)
- Police service
- Justice system
- Penal services
- Intelligence and security services
- Border, customs and immigration services

Non-state security and justice providers
- Customary/traditional authorities
- Civil society organisations
- Private security/military services
- Non-state armed groups (liberation armies, political party militias, etc.)

Oversight providers
- Government ministries
- Executive
- Parliament
- Judiciary
- Customary/traditional authorities
- Ombudspersons
- Human rights commissions
- Civil society including the media

Quote from: U.N. General Assembly, 62nd Session. *Securing peace and development: the role of the United Nations in supporting security sector reform: Report of the Secretary-General* (A/62/659). 23 January 2008.

CONFERENCE SESSIONS

WELCOME AND INTRODUCTION

Speakers:
Mr. Anatole Ayissi, Senior Political Affairs Officer, UNOWA
Ms. Anja Ebnöther, Assistant Director and Head of Special Programmes, DCAF
Ms. Aminatta Dibba, Director, EGDC
Dr. Nana C. E. Pratt, Co-coordinator 1325 Project, MARWOPNET
Ms. Ndioro Ndiaye, President, AMLD

Senior representatives from the conference convenors gave brief welcome remarks, introducing their organisation and the conference objectives. Mr. Anatole Ayissi of UNOWA opened the conference by welcoming participants to Saly. He underlined the importance of the meeting, for West Africa in general and the SSR agenda of the sub-region in particular. He recalled the critical role of collaboration with civil society in the implementation of UNOWA's mandate, and praised the fact that the meeting was a joint initiative of the United Nations, regional organisations (ECOWAS), and regional and international CSOs. He concluded by noting that West African armed and security forces are increasingly being deployed in regional and international peacekeeping operations, and that engendering the security sector should bring a significant added value to this activity. The next speaker was Ms. Anja Ebnöther of DCAF, who stated that the core issue of the conference was to provide answers to the question "how do we make security for men and women, for girls and boys, for the state and the individual, for West Africa, a reality?" She admitted that the conference agenda was ambitious but encouraged participants to share the practical details of their work on gender and security sector issues in order for us all to learn from each other. Finally, she mentioned that the conference was a milestone and hoped that "after three days together each of us leaves with a basket of good practices, new ideas, fresh inspiration and perhaps a few new friends."

Ms. Aminatta Dibba of the ECOWAS Gender Development Centre (EGDC) noted that gender equality is important for many different reasons. In the security sector, she explained, reform is a priority to empower women in different positions throughout the sector. The EGDC has tried diverse ways to promote gender mainstreaming and women's participation through regional protocols, coordination and promotion of human rights and sustainable peace and development. The difficulty, she stated, seems to be that gender mainstreaming is not properly understood and often misinterpreted. Ms. Dibba expressed the hope that the conference would add momentum to gender mainstreaming efforts in ECOWAS countries and help boost gender equality and women's empowerment throughout the region. Next, Dr. Nana C. E. Pratt explained the mission of the Mano River Women's Peace Network (MARWOPNET), a network of women's organisations from Côte d'Ivoire, Guinea, Liberia and Sierra Leone aiming to support peace building efforts in the region. She noted that although ensuring safety and security is traditionally seen as the role of men, there is increasing recognition that there cannot be security without due regard for gender issues and the inclusion of both men and women in the security sector. Finally, Ms. Ndioro Ndiaye from the Alliance for Migration, Leadership and Development (AMLD) noted that in Senegal, the issue of gender mainstreaming in SSIs is now part of the political dialogue. However, she warned that, despite the fact that the security sector has opened up to women with genuine political will from the President of the Republic, there is still a risk of policy incoherence and non-adherence to the reform process. She added that there is also a lack of synergy between all actors. For Ms. Ndiaye, it is urgent that a gender-sensitive institutional policy is put in place because the inclusion of gender in human security is an essential condition for development and achievement of development goals.

SETTING THE STAGE: GENDER AND THE SECURITY SECTOR IN WEST AFRICA

This session provided an overview of the current level of integration of gender issues in SSIs in ECOWAS countries through the presentation of initial findings from the DCAF Gender Survey of Security Sector Institutions in ECOWAS Countries (see Annex 4).

CHAIR: BOUBACAR NDIAYE, AFRICAN SECURITY SECTOR NETWORK

Mr. Ndiaye provided an introductory overview of security sector transformation in West Africa by explaining that, since the end of the 1980s, there has been a "new wind" blowing through the African continent. This wind is ushering in a different type of governance and making it necessary to reform security systems so that they are governed by the same ideals of democracy and pluralism upon which many ECOWAS states have been founded. As such, he argued that security becomes the affair of the citizenry, civil society, and democratic institutions. Consequently, gender issues should be considered in the control, operations and governance of security institutions. Mr. Ndiaye concluded by stating that the involvement of ECOWAS and the African Union are crucial to these national reform processes.

SPEAKER: JEAN-JACQUES PURUSI, INTERNATIONAL COMMITTEE FOR CONFLICT MANAGEMENT

Mr. Purusi presented the preliminary findings of a gender survey of SSIs in ECOWAS countries being conducted by DCAF (see Annex 4). The survey focuses specifically on the armed forces, gendarmerie, police services, justice systems and penal services of the 15 ECOWAS countries. Information is being gathered by local researchers in each country on national-level policies related to gender and security as well as institution-specific information on policies and procedures, personnel, training and internal and external oversight. Mr. Purusi warned that due to difficulties in accessing information from certain security institutions, there are currently a few gaps in the findings and that the information presented is based on desk and initial field research.

As part of a general overview, Mr. Purusi stated that although there are a growing number of national gender policies and national action plans for the implementation of UNSCR 1325 (2000) in ECOWAS countries, several among them have yet to develop such policies. He added that women are not well – and in some cases not at all – represented in SSR decision-making positions, even in countries with national gender policies. He noted that **Burkina Faso** stands out as an exception, with a woman heading the Parliamentary Defense and Security Committee that oversees all SSIs. However, he pointed out that budgeting for gender mainstreaming and gender programming has not been forthcoming, and that there is a general lack of political will and commitment to overcome existing gender challenges in the security sector.

In terms of the police service, Mr. Purusi stated that **Ghana**, **Liberia** and **Sierra Leone** stand out as the only ECOWAS countries to have established a gender policy at the institutional level. These policies also include clear provisions to address sexual harassment, exploitation and abuse. With regards to the delivery of security to women, the Sierra Leone Police has set up Family Support Units (FSUs) to respond to gender-based violence, and the Liberian National Police has established a Women and Child Protection Section (see Annex 4 for more information on Liberia and Sierra Leone). While the establishment of these units and services is an important step, Mr. Purusi pointed out that they often have inadequate financial and material resources. He added that opportunities for training on gender issues, human rights or gender-based violence are rare within the police services in ECOWAS countries. When police officers do receive such training, it is often ad-hoc and provided by external actors such as non-governmental institutions and international donors/organisations.

Mr Purusi reported that despite official declarations in relation to the Convention on the Elimination of All Forms of Discrimination against Women (1979) and UNSCR 1325, the number of women in the armed forces and the gendarmerie is still very low in ECOWAS countries. He noted that most armed forces and gendarmeries in the region have yet to institutionalise quota systems for increasing the recruitment and retention of women. However, some countries, such as **Burkina Faso**, have started to advocate a 30% quota for women within the army, although they remain far from attaining that goal. Furthermore, he noted that only **Sierra Leone** has a gender policy within the armed forces (see Topic 4).

Mr. Purusi explained that while women are not well represented within justice systems in ECOWAS countries, a notable exception is **Sierra Leone**, where the first female Chief Justice, Umu Hawa Tejan Jalloh, was sworn in in 2008. Additionally, **Ghana** has strong female representation (circa 19%) in its judiciary. Mr. Purusi said that the gender survey indicates that the rights of women and children are a source of tension in the justice systems of many ECOWAS countries. He listed some specific challenges, including outdated laws, inadequate lawyers and judges, a lack of basic infrastructure, and the limited number of female personnel. Furthermore, he argued that in a traditional context, women's involvement in justice provision can be seen as a Western construct that violates tradition.

In general, Mr. Purusi reported that there are few internal oversight mechanisms that address gender-based violence in penal institutions. Therefore, he argued, there is a need for internal and external oversight bodies, including parliamentary committees, to pay regular visits to prisons to investigate gender-related issues. It is notable that no data was available on discrimination, sexual harassment or gender-based violence in prisons. According to Mr. Purusi, this can be attributed in part to the lack of internal oversight mechanisms, as well as a basic lack of human and physical resources for gathering such statistics. He presented the example of **Ghana**, where there are clear policies in place to manage gender issues in the penal system; however, there is a lack of resources to make it effective. In terms of prison standards, most prisons in ECOWAS countries separate female and male prisoners and have strict regulations calling for only female staff to be in contact with female prisoners.

Jean-Jacques Purusi © DCAF, 2010

Boubacar N'Diaye © DCAF, 2010

AVAILABLE NUMBER/PERCENTAGE OF FEMALE PERSONNEL IN SECURITY SECTOR INSTITUTIONS IN WEST AFRICA[1]

Country	National Security Committees	Police: Overall	Police: Senior Positions	Military/ Gendarmerie	Peace-keeping	Justice	Prisons
Burkina Faso		6% of which: Commissioner: 19/189 Officer: 23/499 Assistant: 328/5109		1.47% with objective to reach 5% by 2015	13-22%	23.18% Judges 24.49% Chief clerks 10.81% Clerks 29,09% Secretaries of clerks and prosecutors	10%
Cape Verde		6%	1.4%				
Côte d'Ivoire	0 / 34	11.4%	6%				
Ghana	1 / 18	15%	10%		14%	19%	16% (21% in senior positions)
Guinea-Bissau	0 / 6	14.4%		4.19%		12.4%	
Liberia	1 / 7	17%	6%	4%	7%	34.9%	17% (25% in senior positions)
Mali	1 / 13	11.56%	8%	7%		11% Judges 8% Lawyers 22% Notaries 57% Clerks 16% Chief Clerks	15%
Niger		120 (2009) 131 (2010)	1 1	41 / 10,943	2 / 300		
Nigeria	1%				5-10%		
Sengal	5 / 30	5%	7%	4% overall military (2010) 6% Medical Officers 41% Medical Officers in training 6% of gendarmerie recruits (2006)	0% [2010]	4% Judges 5% Administration (0% in senior positions)	13.8% [2009]
Sierra Leone	2 / 14	16%		3.8%	7%	33% Judges	21%
Togo	0 / 10	6.6%	9%	3.2%	1 / 799	8.02% Judges 10.63% Lawyers 6.25% Supreme Court 50% Notaries	No female staff, project underway to recruit 26% women

[1.] Though the data was collected in 2010, the date of the statistic cannot be confirmed unless otherwise

TOPIC 1: GENDER ASSESSMENTS OF THE SECURITY SECTOR

In order to plan and implement gender initiatives in security sector institutions, a comprehensive assessment is an essential first step. Without a full understanding of the interconnected gender issues within the institution and society, ad hoc reforms may fail or yield mixed results. Assessments can take many shapes. For example, they may focus on specific issues such as increasing female recruitment in the armed forces or ensuring adequate police responses to sexual violence cases, or on a specific aspect of a security institution such as gender training or human resource policies, or more generally on the institution or service as a whole. Assessment methodologies can also range from policy analysis, surveys and interviews to focus group discussions – though ideally both quantitative and qualitative data is collected.

Gathering information on gender issues can be challenging – the secrecy surrounding security sector institutions is a formidable obstacle, even on straightforward issues such as the percentage of female personnel at senior levels or the length of maternity leave. It is extremely difficult to obtain information on important issues such as sexual harassment and gender-based violence perpetrated by security sector personnel because security sector institutions in West Africa rarely have clear and transparent processes for reporting and prosecuting these crimes. Despite these challenges, assessments uncover important information that is crucial for programming as well as important to overcoming the current gap in information on gender and security sector issues in West Africa.

This conference session included presentations on gender and security sector assessments undertaken in **Côte d'Ivoire**, **Liberia**, **Mali**, and **Senegal**.

Ashira Irène Assih-Aissah,
Général Lamine Cissé,
Colonel Kani Diabaté
Coulibaly, Zeïni Moulaye
© DCAF, 2010

CHAIR: GENERAL LAMINE CISSÉ, ECOWAS SPECIAL ENVOY FOR SECURITY SECTOR REFORM IN GUINEA

As General Cissé recently undertook an SSR assessment mission to **Guinea**, he shared some of the relevant challenges and opportunities that this revealed in regards to gender issues. He stated that, in Guinea, there is an Office of Gender and Children and a strong policy framework on gender and security, but that it had not been implemented in practice. General Cissé stressed the importance of the creation of the Office of Gender and Children in a country where women have been terrorized by security sector agents. He further stated that, in comparison to Senegal, the Guinean context is much more advanced in the field of gender mainstreaming in the security sector, although women there remain excluded from security decision-making. In closing, General Cissé added that a move towards a zero-tolerance policy is needed.

SPEAKER: NDIORO NDIAYE, AMLD, *GENDER AND SECURITY SECTOR REFORM: THE CASE OF SENEGAL*

Ms. Ndiaye presented the preliminary results of the gender and security sector assessment undertaken in **Senegal** as part of the DCAF project. She began by explaining that it was difficult to access information for the assessment because the Senegalese security sector is highly politicized and hierarchical, and information is often restricted for reasons of confidentiality or military secrecy. She revealed that in order to access the information necessary for the assessment, she had to call upon high-ranking officials, including the former Minister of the Interior, General Lamine Cissé, to help her gain access to security sector staff and institutions. Even with this assistance, Ms. Ndiaye felt that staff remained unavailable and reluctant to disclose statistics. She suggested that a cause for this may be that violence against women and children are subjects that remain relatively taboo in Senegal. She argued that although sexual discrimination and impunity still exist within SSIs, they are rarely discussed, and that greater access is necessary and indispensable for the pursuit of efforts to integrate gender mainstreaming in the security sector, and for the recognition of successful efforts in this respect.

Further investigation conducted by AMLD revealed that there is little or no coordination for information sharing or programming in relation to gender issues in the SSIs studied. Ms. Ndiaye also noted that in the SSIs investigated, the concept of "gender" was reduced to the number of female personnel, with little analysis in terms of gender relations or the positions held by women. However, she added that the role of the Ministry of Family is growing in this domain, although there is still no national planning for gender, such as advocating gender mainstreaming in budgeting and laws.

SENEGAL: FEMALE REPRESENTATION IN SECURITY SECTOR INSTITUTIONS

Security Sector Institution	Female Representation	Additional Information
Armed Forces (Troops)	• In 2008, Senegalese President Abdoulaye Wade authorised the recruitment of women in the armed forces. • There are 459 women or 3.5% of total personnel serving in the armed forces. • Of the 50 students enrolled at the National School of Active Officers, 10 are women.	• Initially, the 12th training battalion Dakar-Bango received 100 girls and 1,000 boys. However, infrastructure constraints meant the quota for girls was scaled down to 50. • In the Infantry School in Thiès, women are not admitted because of 'physical and operational demands, and the need for consistent availability of infantry soldiers.'
Armed Forces (Health Unit)	• Women were first recruited into the Senegalese Armed Forces in 1984, as part of the health services unit. • There are 32 women representing 11.4% of the 280 medical officers serving in the armed forces health services unit. • The Military Medical School has 29 students, 12 of whom are women (29.3%).	• Among them are 1 Lieutenant-Colonel, 7 Commanders, 13 Captains, and 11 Lieutenants. • Only women military doctors and health workers have participated in peacekeeping missions. Women in other units have not yet reached the higher ranks necessary for peacekeeping deployment.
Gendarmerie	• From 2007 to 2009, 150 women were admitted to the gendarmerie training school (50 per year). • 2008 marked the beginning of the recruitment of women into the student body of officers at the operational level. Currently there are 3 women among the 198 student officers (1.5%).	• 1 female gendarme is being trained in Morocco (2008-2012), 1 in Italy (2009-2014), and one in the United States (2008-2010).
Police	• Women have been present in the police since 1984. • The police force has around 5,000 police officers; less than 200 of them are women (4%). • Presently, there are 6.8% women Commissioners and 93.2% men; 7.7% women police officers and 92.3% men; 5.5% women inspectors and 94.5% men; 1.38% women police inspectors and 98.62% men. • Among the 100 "classe exceptionnel" divisional commissioners, 3 are women: 1 in the directorate of air police and border management, 1 in the directorate of passports and travel documents, and 1 who is acting director of the National Police Academy.	• Among female graduates at the National Police Academy, there are 4 commissioners and officers, and about 10 female divisional commissioners ("classe exceptionnel"). • There are 300 new recruits expected, with a quota of 30 women (10%).
Justice	• Women represent 5% of personnel in the justice services. • There are no women in key positions (eg: Managing Director, Counselors) and only 1 out of 8 Directors is a woman at the Department of Justice (Directorate of Juvenile Reform). • 14% of judges are women.	• In 2009, institutions for juvenile reform hosted 4,215 children. 11% are in conflict with the law (22 girls and 450 boys); 89% are considered to be in "moral danger" (at risk of sexual abuse, prostitution, etc.), of whom 2,003 are girls and 1,740 are boys. • There is a shortage of about 450 educators in the juvenile reform system. The standard is 1 educator for 7 children, while the current ratio is 1 educator for 30 children. However, there is a significant presence of women educators.
Prisons	• It has been 2 years since the integration of women and they have not yet attained senior ranks. There are 1,520 prison administrative staff and no female directors, subordinate officers or inspectors. • There are 1,328 prison guards including 173 women (1.3%). • Female prisoners represent 2% of the prison population. • The recruitment procedure is based on physical strength, making it difficult for women to access employment. • The recruitment objective is 550 officers over 3 years and the number of female personnel is not specified.	• Out of 37 prisons, 2 are for women – 1 in Dakar and 1 in Rufisque. In 2009 there were 7,361 inmates including 280 women (3.8%). • Different uniforms and separate toilet facilities are available for women and men in detention and correctional centres as well as in administrative buildings. • Women have 14 weeks of maternity leave (8 before and 6 after delivery).

SPEAKER: FATIMATA DICKO-ZOUBOYE, *MALI ASSESSMENT*

Ms. Dicko-Zouboye stated that accessing information in Mali about the security sector in general, and gender issues in particular, was problematic during the DCAF survey. Overall, however, she concluded that Mali's security sector is weak in considering gender issues, characterized by an absence of a national gender policy and very few women working in SSIs. She noted that there is no planning for recruitment, no information on retention and dropout rates, and no precise quotas for the recruitment of women, which rarely exceed 10%. According to Ms. Dicko-Zouboye, gender is not taken into account when planning budgets for recruitment, training or assigning gender focal points. She argued that despite the adoption or ratification of legal texts, such as CEDAW, UNSCR 1325, and the African Charter on Human and Peoples' Rights, the resulting policy statements about equal opportunities for men and women are far from being effective in Mali. Ms. Dicko-Zouboye added that although there exists the "Programme de Gouvernance Partagée de la Sécurité et de la Paix au Mali" (PGPSP), which seeks to "strengthen the capacity of institutional and operational security actors, optimize the level of technical and ethical training among security forces, better coordinate structures and involve and empower civil society as widely as possible in security governance", gender issues have not been strongly taken into account.[2]

Ms. Dicko-Zouboye also highlighted an absence of public engagement, and identified a need to involve civil society in discussions on security issues, the definition of the policy and its implementation.

MALI: ASSESSMENT FINDINGS

Security Sector Institution	Statistics/Findings
Ministry of Justice	• The only department to have adopted a gender policy, and where women are represented. • There are no female tribunal presidents or prosecutors and the three national Courts of Appeal remain the preserve of men.
Supreme Court	There are 18 judges of whom 7 are women (39%): one female president of the Court, and one female president of the Judicial Committee.
Constitutional Court	There are 9 judges of whom 3 are women (33%).
Juvenile Court	There is a female president of the Juvenile Court.
Prisons	There is an imbalance in the prison services personnel and an absence of women as social workers, administrators, and psychologists in the prison system.
Police Academy	• There are between 700 and 800 students, and lack of data on women. • One woman (a judge by profession) offers courses in business correspondence at the Police Academy.

[2.] PGSPS is currently taking steps to make its programming more gender-responsive. As of 2010, PGPSP and DCAF have begun an assessment of gender in Mali's security sector, with the aim of integrating gender into security sector programming.

SPEAKER: CAROLINE BOWAH, *GENDER AND POLICE REFORM IN LIBERIA*

Ms. Bowah reported on the preliminary findings of a project being undertaken by the North-South Institute exploring women's experiences with police reform in Liberia and Southern Sudan. Through a partnership with a local organisation, interviews were conducted with policy makers (legislators) and civil society actors (local and international), including two focus group discussions: one with senior ranking female officers and civil society women, and another with representatives from community policing forums.

In Liberia, police reform is already in progress. Ms. Bowah reported that initial key challenges to the reform process were bureaucratic barriers at different levels within the police service, and limited consultation with civil society and other stakeholders at the beginning of the process. Despite this, an effort was eventually made to consult with civil society organisations, which are now members of the task force on Security Pillar I on Peace and Security, which is part of Liberia's Poverty Reduction Strategy. She added that policies and legal frameworks are in place for police reform, such as Article VIII of the Comprehensive Peace Agreement, which calls for "restructuring of the National Police Force, the Immigration Force, Special Security Service (SSS), custom security guards and such other statutory security units".

According to Ms. Bowah, preliminary findings from the study are encouraging, although they show that there is still much work to be done in integrating a gender perspective into police reform. She explained that the government appears to have good intentions to increase the number of women in the police service, evidenced by the 20% quota for recruitment of women. However, she revealed that not much attention has been paid to how this will be achieved. Nevertheless, some of the new structures and policies, such as the establishment of the Gender Affairs Section in March 2008 and the adoption of a Gender Policy in 2004, can be credited to some extent for the increase in women in senior management positions within the force. Furthermore, Ms. Bowah stated that there have been some new policies to address gender concerns, such as the National Standard Operating Procedures for Prevention and Response to Sexual Gender-Based Violence in Liberia (2009), although their effectiveness and implementation is not high, due in part to the limited awareness among Liberian National Police officers of the content of the policies. Consequently, Ms. Bowah concluded, more action needs to be taken to go beyond policy, requiring a concrete strategy to implement gender policies in the police reform process.

SPEAKER: MICHÈLE OLGA PÉPÉ, *GENDER ASSESSMENTS OF THE SECURITY SECTOR: THE CASE OF CÔTE D'IVOIRE*

Ms. Pépé presented the findings from her gender assessment of the police and armed forces, the gendarmerie, and the justice and penal systems in Côte d'Ivoire commissioned by DCAF as part of the organisation's regional survey. She identified an absence of institutional policies on gender in Côte d'Ivoire – there are no gender policies, not even policies specifically addressing female recruitment or response to gender-based violence, within the 5 security sector institutions studied.

Viviane N'Taho Atsin,
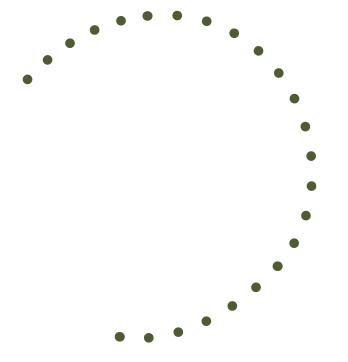Michèle Olga Pépé
© DCAF, 2010

In terms of discrimination, sexual harassment, and sexual exploitation and abuse, Ms. Pépé reported that none of the 5 SSIs assessed had specific protocols or procedures to address these crimes. To handle these issues, a plaintiff is referred to the provisions of the Penal Code and the Code of Criminal Procedure. She stated that, overall, there is an absence among surveyed institutions of mechanisms and/or bodies for internal or external oversight with the mandate to investigate gender issues. In terms of external control mechanisms, there is notably the Commission Nationale des Droits de l'Homme [National Commission on Human Rights] (CNDH), which is presided over by a woman. Established in 2005, the CNDH is an independent consultative commission, with oversight of all security sector institutions. In terms of internal control mechanisms there is a Military Tribunal that has authority over the armed forces, gendarmerie and the police. There are inspectors general for the armed forces, police service, and the justice and prison systems. However, according to Ms. Pépé, none of these organisations have a specific mandate to address gender issues. Despite this, she added, it is encouraging that there are gender units currently being established in different SSIs. However, she noted that there are no gender focal points in the gendarmerie.

Ms. Pépé reported that in terms of human resource policies regarding matters such as marriage, pregnancy, maternity and paternity leave, breastfeeding, health care, working hours, they complement national decrees that are otherwise not gender sensitive. There are gender-specific provisions in the general statute of the public service, stating that maternity leave for women is 14 weeks (6 weeks prior to and 8 weeks after delivery) and paternity leave for men is 3 days. However, she reported that there are no gender-specific policies with regard to working hours, retirement, or nursing. It is expected that informal arrangements for new mothers can be made with each separate administration.

Generally speaking, according to Ms. Pépé, the concept of gender is misunderstood within the wider society and particularly in the security sector institutions. She explained that although there exists a political framework through the Constitution of Côte d'Ivoire and regional and continental instruments, there remains a need to strengthen political will and raise awareness of gender and security issues within all segments of society, particularly among women.

CÔTE D'IVOIRE: ASSESSMENT FINDINGS

Security Sector Institution	Statistics/Findings
Armed Forces	• Female armed forces personnel and their children who are "legitimate, legitimated, adopted, or born out of wedlock and whose paternity is proven" benefit from subsidies. • 50% of female armed forces personnel are in the Army, 10% in the Air Force, 2% in the Navy, and 38% in the Medical Corps. • Of the total female armed forces personnel (number not known), 20% are at the officer level, 45% non-commissioned officer, 25% are currently being trained as officers or non-commissioned officers, and 10% are privates. • The majority of high-ranking women are found in the Medical Corps, but not above the rank of Colonel. • According to Army human resources representatives, there is a quota for women in the officer recruitment process and the physical tests during the recruitment process are adjusted for women.
Gendarmerie	• There is a total absence of women in the Gendarmerie, although there are no prohibitions on the recruitment of women. It is claimed that women's expected social roles prevent them from joining the Gendarmerie, and act as a barrier to fulfilling institutional requirements, such as operational mobility.
Judicial and Prison Services	• In 2007, the Ministry of Justice and Human Rights was established, with a gender specialist judge present in each prosecutor's office. 90% of the budget for these positions comes from the UN and 10% from the Ministry. • 30% recruitment quota for women. • Gender training workshops have been held in the judicial system (which covers the Prison Service) in collaboration with the UN in Côte d'Ivoire. Since 2007, 6 gender training sessions were organized and each group of 50 participants represented all parts of the system. On average each training workshop lasted over 3 days. While this is positive progress, these training sessions are limited and do not reach a large percentage of personnel. • Establishment of a network of gender trainers composed of 20 judges.
Police Service	• At the end of the 1990s, a quota was introduced for recruitment at the National Police Academy with a variable number of places reserved for women. This policy was abandoned some years later, in order "not to penalize women", according to National Police representatives. There are currently 1,887 women in the National Police Academy, representing 11.4% of the total enrolment figure. • Women are subjected to the same criteria as men to enter the National Police Academy. • In 2009, a gender training session for the Police Commissioners and Directors was offered to circa 50 officials over 3 days. • At the National Police Academy, thematic sessions on gender issues were organised, in collaboration notably with the International Committee of the Red Cross and the Bureau International Catholique de l'Enfance [International Catholic Child Bureau]. Additionally, a project to create a gender training module is being developed.

TOPIC 2: PROVISION OF SECURITY AND JUSTICE SERVICES TO MEN AND WOMEN

One of the core mandates for security and justice institutions is to provide security and justice services that meet the different needs and priorities of men, women, boys and girls. Today, however, security sector institutions in West Africa are not adequately providing these services. In particular, women continue to face high rates of violence as well as substantial obstacles to accessing justice, including discriminatory legislation, lack of legal aid and institutional corruption. Despite their high prevalence, crimes of gender-based violence, including human trafficking and domestic and sexual violence, continue to be under-prioritised by security sector institutions.

That being said, there are examples from across the region of specific initiatives being put into place in order to address these shortcomings and increase access to security and justice services. These initiatives range from revising the constitution and penal code and adopting specific legislation on domestic violence, to establishing Family Support Units and legal aid centres.

CHAIR: JOSEPHINE ODERA, REGIONAL PROGRAMME DIRECTOR, UNIFEM WEST AFRICA SUB-REGIONAL OFFICE

SPEAKER: KEMI ASIWAJU, DEPUTY EXECUTIVE DIRECTOR, CENTRE FOR LAW ENFORCEMENT EDUCATION (CLEEN) FOUNDATION, NIGERIA

Ms. Asiwaju presented the challenges and good practices identified in the work that CLEEN has undertaken with the Nigerian Police. CLEEN is a non-governmental organisation with the mission of promoting public safety, security, and accessible justice through empirical research, advocacy to the Nigerian parliament, and training programmes.

SPEAKER: MARIA DAS DORES GOMES, PRAIA SUPREME COURT JUDGE, CAPE VERDE

Ms. Gomes discussed the importance of legal frameworks in providing security and justice to both men and women. She presented a timeline of the evolution of the legal structure in Cape Verde for the provision of judicial services to women, and the recognition of their equal rights as citizens.

LESSON IDENTIFIED 1: ADEQUATE LEGAL FRAMEWORKS AND IMPLEMENTATION STRATEGIES

Ms. Gomes explained that in **Cape Verde**, as in other West African countries, discrimination against women has persisted throughout society, and their inferior status within society can often be attributed to tradition, culture and religion. However, she argued that legal steps can and must be taken to change what is considered a crime in order to progressively eliminate this discrimination. In the case of Cape Verde, this was achieved through updating the penal code and revising the constitution to introduce concepts of equality and freedom and to make reference to international legal frameworks. Ms. Asiwaju warned, however, that laws and policies are not enough to ensure women are protected from discrimination within society and within the security sector. She highlighted the importance of having a clear strategy for implementing laws, which can involve training, recruitment strategies, community outreach, and modification of internal security sector policies.

CAPE VERDE:

Ms. Gomes explained in her presentation that since independence in 1975, a number of legal steps have been taken to prevent and protect women from discrimination and sexual violence, and there have been changes in how crimes against women are framed within the law. In addition to revisions to the constitution, changes have been made in the penal code. For instance, the crime of human trafficking of women and sexual crimes are no longer considered only as moral issues, but also as issues of freedom and individual autonomy. As such, sexual exploitation of women and domestic violence are punishable under the criminal code.

CAPE VERDE: REVISIONS TO THE CONSTITUTION

Year of Constitution	Implications
Constitution - 13 October 1980	Established the equality of citizens without distinction based on gender or other criteria.
Revised Constitution - 1992	States that domestic law must conform to the principles and norms of international law, most notably the principles of equality, freedom of thought, freedom of marriage, and right to free movement.
New Constitution - 2010	Ensures the fundamental rights to protection, access to justice, and the principle of equality in different branches of law.

Oulie Keita
© DCAF, 2010

SIERRA LEONE:
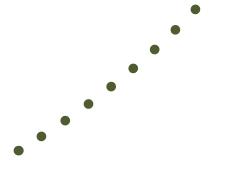
Assistant Inspector General (AIG) Francis Alieu Munu stated in his presentation that important gender, security and justice acts were established in Sierra Leone to address the various forms of inequality and marginalization that affect women on a daily basis, and to improve the ability of police to respond to violations of women's rights.

SIERRA LEONE: SECURITY AND JUSTICE ACTS

Law	Implications
Anti-Human Trafficking Act – 2005	Prevents the exploitation of men, women and children through movement from original place of safe abode.
Domestic Violence Act – 2007	Criminalizes domestic violence and defines police actions to assist victims of domestic violence and the provision of legal redress.
Devolution of Estates Act – 2007	Makes provision for estates to be devolved to women and makes it possible for women to inherit land and property.
Registration of Customary Marriages and Divorce Acts – 2009	Makes provision for marriages contracted in customary/traditional rites to have legal recognition and bring them in line with civil, Christian and Muslim marriages and divorces.

LESSON IDENTIFIED 2: COMMUNITY PARTICIPATION AND OUTREACH

Ms. Asiwaju highlighted that when developing or amending laws and policies it is useful to do so in an interactive forum with public participation. This ensures input from members of the population who come in daily contact with police and other security sector actors. Similarly, during the question and answer period, Ms. Janet Sallah-Njie of The Gambia emphasized that community consultations must take place as much as possible during SSR, as they are the direct beneficiaries of the security services and are in the best position to identify pressing needs and issues. However, participants identified during discussion groups that funding can be a key challenge to engaging with the public and can limit the number, scope and sustainability of outreach services in communities.

Furthermore, Ms. Eva Dalak warned that community outreach and community-based programmes are not always gender-responsive, and therefore public participation does not guarantee the involvement of both women and men. She presented the example of **Côte d'Ivoire**, where instances of rape in villages are responded to by police officers who question village chiefs for information about the event – not the woman against whom the crime was committed. She suggested that more training is necessary so that community security services become more gender-responsive, and to ensure that women are consulted along with men.

NIGERIA:

According to Ms. Kemi Asiwaju, CLEEN initiated an interactive forum with public participation to assist government in setting up technical committees on police reform. The forum was about what kind of police services they need and want. To this end, CLEEN launched a "police station visitor week" initiative in order to mobilize residents to visit their local police station and give their inputs and assessment on police work.

GUINEA-BISSAU:

Major Denise Dantas de Aquino of UNIOGBIS explained in her presentation that in Guinea-Bissau there are implementation plans for a Model Police Station (MPS), based on citizen-focused and community-oriented policing principles. The MPS is anticipated to benefit both individuals and the community at large. Once successfully implemented, the MPS will be replicated across the country. This project will support Guinea-Bissau's capacity in the area of policing and internal security and promote enhanced access to justice by the population. The Master Plan for the MPS integrated gender as a cross-cutting issue. As a result, a "vulnerable people unit" was established within the MPS and gender balance is an important aspect the staffing selection process. From a total of 34 available vacancies, 20% were reserved for policewomen. Of 14 female applicants, 7 were selected (50%).

LESSON IDENTIFIED 3: SPECIFIC INITIATIVES TO INCREASE ACCESS TO SECURITY AND JUSTICE

Ms. Gomes noted that while legal frameworks and public consultations are important for providing responsive security and justice services, these frameworks do not necessarily ensure that all citizens know their rights, or have access to recourse when their rights have been violated. Therefore, she argued, authorities need to take steps to make security and justice services more easily accessible by the general population through special outreach initiatives or community-based programmes.

For example, in the discussion groups, Brigadier General Komba Mondeh stated that the prosecution of rape is a problem because the burden of proof lies with the victim. Judges ask for witnesses, but witnesses often do not show up, or perhaps no witnesses exist. He explained that due to the West African cultural stigma of rape, many witnesses do not want to become involved. He proposed courts that protect the identities of witnesses, or conduct trials less publicly so that both victims and witnesses will be more likely to come forward. Brigadier General Mondeh elaborated that, in **Sierra Leone**, victims who report rape to the police must have a costly medical examination. He argued that asking victims to pay to prove they have been raped brings more pressure and pain on the person already suffering, and suggested that medical exams should be provided free of charge by police doctors. Participants shared ideas in discussion groups about ways that victims and witnesses could be encouraged to come forward. Suggestions included making sentences public, requiring convicts to serve the full sentencing terms, denying bail to those convicted of rape and sexual violence, and encouraging rape victims to come forward collectively as they may feel more comfortable speaking in groups.

SIERRA LEONE:

AIG Francis Alieu Munu noted during his presentation that the Sierra Leone Police established Family Support Units (FSUs) in order to ensure that the medical, protection, legal and psychological needs of survivors of sexual and gender-based violence (SGBV) are addressed through referral to appropriately specialised organisations. The FSUs are additionally mandated to protect, prevent, investigate and prosecute SGBV, domestic violence, trafficking in persons, and provide information dissemination and sensitization services. There are currently 43 FSUs established across the country with a total of 317 staff (178 male and 139 female). The FSUs are supported through the development of handbooks, standard operating procedures, and continuous training for police officers.

CAPE VERDE:

Ms. Maria dos Dores Gomes explained how, to help overcome economic barriers in accessing justice, legal aid centres were established in Cape Verde to provide legal assistance and to promote access to justice for both men and women who are in difficult economic situations, so that economic class is not a barrier to rights and justice.

LIBERIA:

In her Lessons Learned Brief, Ms. Carrie Marias mentioned that past and continuing violence against women is being addressed through a Special Court established to deal with rape cases and other violence. Additionally, the Ministry of Health and Social Welfare has recognized that sexual violence has implications for mental health, and that mental trauma resulting from sexual violence must be addressed in national health programmes. The Ministry, the Liberia Psychological Association and other NGOs are currently in consultation to develop such programmes.

SIERRA LEONE:

Dr. Nana Pratt explained in the discussion group that the Rainbow Centre, set up in Sierra Leone by the International Rescue Committee does not charge for medical examinations of rape victims. However one of the challenges, she explained, is that free centres are not prevalent in rural areas. She recommended that clinics in both urban and rural areas have a doctor who can complete the form necessary to report rape, and not restrict rape examinations to certain police doctors.
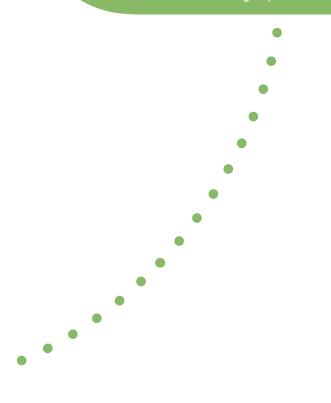
Government alone cannot bring about full security of people's lives and properties without the active cooperation and collaboration of the people and all partners... Civil society is able to better monitor government policies and programmes and demand accountability from the government on issues of security and particularly call for the implementation of national, regional or international declarations/agreements/ resolutions adopted by the country.

- Ms. Comfort Funke Oladipo, Nigeria, Presentation

TOPIC 3: CIVIL SOCIETY OVERSIGHT: COLLABORATION BETWEEN WOMEN'S ORGANISATIONS, GENDER MACHINERIES AND SECURITY SECTOR INSTITUTIONS

Civil society organisations (CSOs), especially women's organisations, and gender machineries play a key role in holding SSIs accountable under international and national legislation on gender equality. CSOs working on women or gender issues are in a position to monitor, research, lobby and train security sector institutions on issues such as women's human rights or preventing human trafficking. Gender machineries, governmental bodies mandated to work on gender issues such as a ministry of women's affairs or an equal rights council, also play a crucial role of oversight of SSIs.

However, in West Africa, there is often a deep chasm between these organisations. Women's organisations and CSOs in general often lack technical capacity on security issues. On the part of security sector institutions, there is a lack of transparency and CSOs often face formidable obstacles when trying to access information or personnel within this sector. Finally, there is also a deep history of mistrust between CSOs and SSIs. Gender machineries are also often excluded from national-level security bodies such as national security councils, as well as lacking in expertise and interest in engaging on security and defence issues. Yet, there are recent examples of engagement and collaboration between these three crucial security sector actors in Côte d'Ivoire, Liberia, Nigeria and Sierra Leone.

Dr. Uju Agomoh, Dr. Nana Pratt, Colonel Kani Diabaté
Coulibaly, AIG Francis Alieu Munu © DCAF, 2010

CHAIR: BOUBACAR N'DIAYE, AFRICAN SECURITY SECTOR NETWORK

SPEAKER: DR. NANA C. E. PRATT, MANO RIVER WOMEN'S PEACE NETWORK (MARWOPNET), SIERRA LEONE

Dr. Pratt introduced MARWOPNET, a civil society network that was formed in 2000 by women of the Mano River Union countries – Guinea, Liberia, Sierra Leone and later joined by Côte d'Ivoire. She outlined key capacity building and awareness-raising activities that MARWOPNET has undertaken in Sierra Leone border communities and at the sub-regional level in the Mano River Union.

SPEAKER: CECIL GRIFFITHS, LIBERIAN NATIONAL LAW ENFORCEMENT ASSOCIATION (LINLEA)

Mr. Griffiths presented LINLEA and its women's chapter, the Liberia Female Law Enforcement Association (LIFLEA). He explained that LINLEA has been working on SSR since 1996, including directly engaging with the government, and that LIFLEA has been advocating for gender mainstreaming within SSIs.

SPEAKER: SALIMATA PORQUET, PRESIDENT, NETWORK ON PEACE AND SECURITY FOR WOMEN IN THE ECO-WAS REGION (NOPSWECO), CÔTE D'IVOIRE

Ms. Porquet introduced the Network, and discussed steps taken in Côte d'Ivoire to help organise women's CSOs in order to strengthen their involvement in SSR and peace building.

SPEAKER: COMFORT FUNKE OLADIPO, ASSISTANT CHIEF WOMEN DEVELOPMENT OFFICER, NIGERIAN FEDERAL MINISTRY OF WOMEN AFFAIRS AND SOCIAL DEVELOPMENT

Ms. Oladipo outlined the linkages between CSOs, national gender/women machineries, and SSIs and emphasized the importance of strengthening these linkages for the benefit of all. She presented a number of measures and efforts undertaken in Nigeria to reform the security sector and revise defence policies to address key gender issues.

LESSON IDENTIFIED 1: CAPACITY BUILDING AND AWARENESS-RAISING FOR CSOs

All presenters and some participants identified a need for capacity building and awareness-raising activities targeting women's organisations, to develop their understanding and confidence to engage with SSIs. In her presentation, Ms. Oladipo identified a poor understanding among women of their potential role and power to engage with SSIs and positively influence peace building, crisis prevention and rehabilitation. Mr. Zeini Moulaye added during the discussion groups that the lack of awareness of the roles of SSIs amongst members of civil society makes it difficult to have local ownership of the SSR process and its oversight. These views echoed that of Dr. Pratt, who argued in her presentation that there is often inadequate awareness and lack of confidence among women about how to engage with security sector actors. She pointed to the example of women in Sierra Leone border communities, many of whom are cross-border traders, who had low levels of understanding about the functions of police, armed forces, customs and immigration officials, as well as little knowledge about Mano River Union protocols on the movement of goods and people.

GUINEA AND LIBERIA:

Dr. Pratt explained that MARWOPNET designed and implemented a 4-day training programme for communities bordering Guinea and Liberia. The programme consisted of capacity building activities that would enhance knowledge and understanding of conflict prevention and management, early warning systems, information sharing and networking, advocacy and lobbying, and rapid assessment of community security apparatus. She reported that the outcome was that the "myth and secrecy" surrounding the security sector was lifted, and women's groups became more aware of the specific role they can play, for example, in the recruitment of uniformed/armed forces. According to Dr. Pratt, they felt confident enough to demand representation on District Security Committees and participation on the Local Police Partnership Boards.

CÔTE D'IVOIRE:

Ms. Porquet described in her presentation a number of different training and capacity-building activities held in Côte d'Ivoire to inform and build the confidence of women's CSOs in the areas of peace and security. For example, in 2007 and 2008 training seminars were held for CSOs on UNSCRs 1325 and 1820 under the auspices of the UN.

LESSON IDENTIFIED 2: NETWORKING AND COALITION-BUILDING AMONGST CSOs

Presenters highlighted the importance of networking amongst CSOs and coordinating advocacy messages for a stronger impact. Ms. Porquet argued in her presentation that to increase the reach and impact of their advocacy and lobbying, women's CSOs need to organise amongst themselves and speak with one voice, regardless of their religious or political affiliations. Otherwise, she argued, the messages about gender in SSR may be weak, or get lost among the variety of other messages being advocated by CSOs. Participants noted that a strengthened, unified message from civil society can influence political will, especially among elected officials, and make gender and security issues a greater priority within government. Similarly, Mr. Griffiths stated that CSOs may be more successful when engaging with the government if they form coalitions or working groups, because working groups can collectively present a stronger and more coherent message, as opposed to individual organisations working alone. Additionally, he argued that networking and exchange visits with CSOs in other countries that have gone through or are in the process of SSR can facilitate idea and experience-sharing thereby building capacity in an informal way. Likewise, Dr. Pratt emphasized the need for national and regional networking and experience-sharing for women's CSOs so that these organisations can learn from and support one another.

LIBERIA:

Mr. Griffiths reported in his Lessons Learned Brief that in 2006, LINLEA facilitated the formation of the Civil Society Security Sector Reform Working Group, comprising around 10 CSOs, to monitor the SSR process, provide alternative policy options, and engage the government on SSR issues, including gender issues. According to Mr. Griffiths, establishing a working group enhanced the joint visibility of the CSOs and resulted in an invitation by the Governance Commission to participate in the formulation of the Liberian National Security Strategy, as well as being invited by the Peace and Security Pillar of the Liberia Reconstruction and Development Committee to attend the Pillar meetings and participate in its deliberations and decision-making process.

CÔTE D'IVOIRE:

In her Lessons Learned Brief, Ms. Porquet explained that women's CSOs are now more organised and are speaking with one voice in Côte d'Ivoire as a result of an initiative by NOPSWECO to join women's CSOs together into networks based on thematic issues. For example, there is the "Forum international des femmes pour la paix, l'égalité et le développement" and a network focusing on women's issues relating to elections.
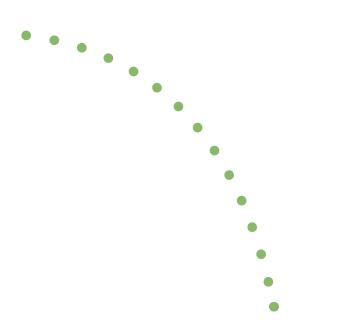
GUINEA:

Ms. Porquet also reported that, following the crisis of the September 2009 protests in Guinea, a solidarity mission was organised by West African CSOs in support of the women of Guinea, particularly the victims of the violence by the armed forces. The solidarity mission included representatives from Femmes Africa Solidarité, Pan-African Women's Organisation, Women Peace and Security Network Africa, West Africa Network for Peacebuilding and NOPSWECO. It reviewed the impact of the crisis on women and girls and presented recommendations on actions to be taken during meetings with members the Guinean government, including the Prime Minister, Ministers of Foreign Affairs, Justice and other ministries, senior-ranking officials, parliamentarians, as well as with other CSOs and women's groups.

LESSON IDENTIFIED 3: STRENGTHENING LINKAGES BETWEEN CSOs, NATIONAL WOMEN'S MACHINERIES AND SSIs

Participants expressed the importance of strengthening and formalising links between civil society and policy-makers in the security sector. Ms. Oladipo argued in her presentation that sustaining peace is the responsibility of all, and that a form of checks and balances should exist between CSOs, national women's machineries and SSIs. She stressed that, for effective implementation of the mandates of all three actors, they must collaborate with one another in SSR, crisis prevention, peace negotiation/building and post-conflict reconstruction. Additionally, Dr. Pratt explained that stronger collaboration mechanisms between CSOs, national women's machineries and SSIs not only provide a greater opportunity for CSO monitoring and advocacy, but opened channels of communication for CSOs to support national gender machineries and SSIs through the exchange of ideas, recommendations and training. She also emphasized the role that women, particularly in borders areas, can play in conflict early warning, and that linkages between women's CSOs and government will enable more efficient monitoring of and response to such risks.

AIG Munu of the Sierra Leone Police added that, as was the case in Sierra Leone, multi-stakeholder partnerships can lead to sustained momentum in the formation and implementation of a gender-sensitive SSR process. Participants indicated concern during the discussion groups about abuses of power and impunity in the police and prison systems, such as rape and sexual exploitation by prison guards and police. Some participants suggested that increased access to SSIs by human rights groups may help reduce such incidents. Ms. Caroline Bowah raised the issue in the discussion group of CSOs and government being at odds with one another. She presented the example of Liberia, were there are problems with security personnel because police forces were being disbanded and the former officers were creating problems for the civil society. According to Ms. Bowah, the whole country is affected when relations between civil society and security forces are tense, and she argued that there must be dialogue between them over time.

NIGERIA:

Ms. Oladipo explained in her presentation that to enhance women's contribution to SSR and peace building, the government of Nigeria in September 2007 set up an Inter-Ministerial Committee on Gender and Peace hosted by the Federal Ministry of Women Affairs and Social Development, with membership from the military, paramilitary, the police, line ministries and departments, as well as CSOs. The aim was to bring together representatives from civil society, the national gender machinery and SSIs to implement UNSCRs 1325 and 1820, and Article 2 of the African Union Solemn Declaration on Gender Equality. According to Ms. Oladipo, this initiative not only increased women CSOs' participation within the SSR and peace building process, but helped to improve dialogue between CSOs and government.

MANO RIVER UNION:
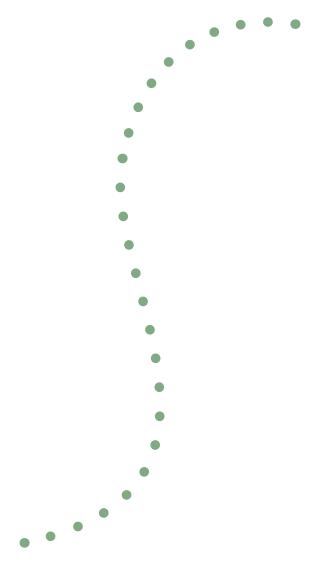
In her presentation, Dr. Pratt explained that following the success of MARWOPNET's capacity-building pilot project in Sierra Leone, the project was expanded into a sub-regional conference aimed at facilitating networking and experience-sharing between women's groups and SSIs across MRU countries (Côte d'Ivoire, Guinea, Liberia and Sierra Leone). She reported that the outcome was a joint statement of recommendations for policy actions for the MRU Secretariat and MRU member states aimed at increasing security sector cooperation, particularly with regards to women's and gender issues.

GHANA:

During discussion groups, some participants argued that the lack of transparency in SSIs can be a challenge for CSOs attempting to engage with or monitor SSIs. Participants expressed a need for better mechanisms to inform the public. According to one participant, the Freedom of Information Bill in Ghana has allowed for substantial progress on the fundamental right to information, enabled better public engagement with SSIs and increased their ability to monitor progress towards more gender-equitable policies.

SIERRA LEONE:

In his presentation, AIG Francis Alieu Munu explained that the National Committee on Gender-Based Violence is a multi-stakeholder committee comprising members from governmental and non-governmental agencies including civil society and human rights organisations, and UN agencies united to respond to cases of sexual and gender-based violence. He elaborated that this committee is chaired by the Minister of Social Welfare, Gender and Children's Affairs and co-chaired by the Assistant Inspector General of the police that is responsible for the Family Support Units (FSUs). The committee meets every third Friday of the month.

TOPIC 4: GENDER AND SECURITY POLICIES

National and institutional-level policies that focus specifically on gender issues, such as sexual harassment policies or gender mainstreaming policies, as well as gender-sensitive security and defence policies are crucial in order to transform security and justice institutions into accountable, non-discriminatory institutions that meet the security and justice needs of men, women, girls and boys. In West Africa, these policies exist in countries such as Ghana, Liberia and Sierra Leone.

CHAIR: AMINATTA DIBBA, ECOWAS GENDER DEVELOPMENT CENTRE

SPEAKER: FREDERICK GBEMIE, LIBERIAN OFFICE OF NATIONAL SECURITY

Mr. Gbemie's presentation outlined the process of gender mainstreaming in the National Security Strategy of the Republic of Liberia and the development of the National Gender Policy, notably with the assistance of UNSCR 1325.

SPEAKER: ASSISTANT INSPECTOR GENERAL FRANCIS ALIEU MUNU, SIERRA LEONE POLICE

AIG Munu's presentation focused on gender mainstreaming in national policy-making in Sierra Leone, in particular in the Sierra Leone Police.

SPEAKER: BRIGADIER GENERAL KOMBA MONDEH, REPUBLIC OF SIERRA LEONE ARMED FORCES

Brigadier General Mondeh's presentation concentrated on describing the elaboration of a gender policy for the Republic of Sierra Leone Armed Forces, as well as the implementation framework for the policy and challenges faced.

Aminatta Dibba
© DCAF, 2010

The United Nations Security Council Resolutions (UNSCR) on women, peace and security are prominent international instruments that include provisions related to women, gender and the security sector:
Security sector institutions (SSIs) include:

UNSCR 1325 (2000) stresses the importance of women's "equal participation and full involvement in all efforts for the maintenance and promotion of peace and security", including increased representation of women at all decision-making levels. It also requires that all actors involved in peace agreements include the protection of and respect for the human rights of women and girls, particularly as they relate to the police, judiciary and DDR processes.

UNSCR 1820 (2008) demands "the immediate and complete cessation by all parties to armed conflict of all acts of sexual violence against civilians", and calls for UN-assisted justice and SSR efforts to consult with women and women-led organisations to develop effective mechanisms to protect women and girls from violence, in particular sexual violence.

UNSCR 1888 (2009) calls for new measures to address sexual violence in situations of armed conflict, including investigation and punishment of sexual violence committed by civilians or by military personnel and legal and judicial reform to ensure justice for survivors of sexual violence.

UNSCR 1889 (2009) urges Member States to enhance gender mainstreaming in post-conflict recovery processes including funding and programming for women's empowerment activities, and concrete strategies in law enforcement and justice to meet women and girls' needs and priorities.

Obligations under the UNSCRs on women, peace and security build upon other key instruments, such as the Convention on the Elimination of All Forms of Discrimination against Women (1979) and the Beijing Declaration and Platform for Action (1995).

In the West African region, Côte d'Ivoire, Liberia and Sierra Leone have all developed national action plans on women, peace and security. Guinea and Senegal are also in the process of developing national action plans.

For more information, please see: Megan Bastick and Daniel de Torres, "Implementing the Women, Peace and Security Resolutions in Security Sector Reform," *Gender and Security Sector Reform Toolkit*, eds. Megan Bastick and Kristin Valasek, Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2010.

LESSON IDENTIFIED 1: DEVELOPING NATIONAL AND INSTITUTIONAL GENDER POLICIES

AIG Munu explained in his presentation that the post-war reconstruction programme in Sierra Leone started at a time when the international legal framework on gender was being developed, most notably UNSCR 1325, later complemented by UNSCR 1820 on sexual violence. From this experience, he recommended that developing national gender policies in line with international agreements could greatly support a more gender-sensitive SSR process as a means of ensuring stability and preventing future conflict. Along these lines, participants noted during discussion groups the importance of developing a national action plan on UNSCR 1325 in order to frame and set an agenda for the further development of national and institutional gender policies. Additionally, Mr. Gbemie highlighted that gender policy is not limited to gender-specific policy documents. Gender issues can also be integrated into existing policies, such as national security policies, to ensure that they are gender-responsive.

As a further step in the policymaking process, Brigadier General Mondeh highlighted that implementation strategies must be developed along with institutional policies to inform and drive the objective of gender equality and ensure that policies become practice. Mr. Helge Flärd of UNDP added in the discussion group that there is a lack of oversight and accountability to ensure implementation of gender policies. Furthermore, AIG Maria Teresa Olivera Cabral of the Cape Verde Police Service argued that an implementation plan should include a strategy to integrate national policies at the local level. Ms. Carrie Marias highlighted, however, that as gender policies – particularly those promoting gender equality – are developed and implemented, a focus on empowering women should not mean sidelining men. Rather, she argued, women should work in partnership with men in order to achieve true gender equality and a humanizing agenda.

SIERRA LEONE:
According to AIG Munu, Sierra Leone developed a number of national policies and plans to implement international legal instruments on gender. First, the National Gender Strategic Plan was approved by the President in June 2010. This document attempts to address the various forms of inequality and marginalization that prevent women from participating in the governance and development of the State. It also serves as a reference document to provide strategic direction for gender-related activities. The second national-level policy is the Sierra Leone National Action Plan (SiLNAP) on the implementation of UNSCRs 1325 and 1820. The SiLNAP was developed through conducting a baseline assessment/mapping, 4 regional consultations and a 3-day National Consultative Conference. The SiLNAP includes an activity matrix, budget estimate and monitoring and evaluation framework. The content of the SiLNAP is structured around 5 pillars:
1. Prevention of conflict including violence against women and children (SGBV).
2. Protection and empowerment of victims/vulnerable persons, especially women and children.
3. Prosecute and punish perpetrators effectively and safeguard women's/girls' human rights to protection (during and post-conflict), and rehabilitate victims/survivors of SGBV and perpetrators.
4. Participation and representation of women.
5. Promoting coordination in the implementation process including resource mobilization, monitoring and evaluation of and reporting on the SiLNAP.

LIBERIA:
In his Lessons Learned Brief, Mr. Frederick Gbemie outlined that gender issues were integrated into two key national policy documents in Liberia. First, the National Security Strategy of the Republic of Liberia from January 2008 is the umbrella document that outlines the national security environment and architecture at the internal, regional and global levels. In addition, it identifies and prioritises security threats and outlines the nation's specific security objectives and directions. Mr. Gbemie explained that despite the clear lack of mention of gender-based violence in the section on internal security threats, the Strategy does adopt a human security approach and mentions the need to protect women and address gender discrimination within the government of Liberia. It also includes a specific national security objective that aims at: "Ensuring gender mainstreaming at every level of security policy making and practices." Thus, he stated, gender awareness and sensitivity should be incorporated into the training curricula of security agencies. Second, Chapter 6 of the Poverty Reduction Strategy which focuses on the Security Pillar (Pillar 1: Consolidating Peace and Security) is the security reform plan that identifies priority security interventions aimed at reducing poverty in Liberia. This policy document contains a list of priorities that includes two important gender interventions:
1. Developing and including a Gender-Sensitive Module in the training curricula of security institutions.
2. Reinforcing initiatives to realize 20% female participation in military and various security institutions. (Frederick Gbemie, Lessons Learned Brief).

SIERRA LEONE:

Brigadier General Mondeh explained that the Ministry of Defence and the Republic of Sierra Leone Armed Forces (RSLAF) launched an institutional Gender (Equal Opportunities) Policy in December 2009. The first of its kind in West Africa, he stated that it was created with the view that promoting gender equality can help to attain operational effectiveness and strengthen a culture of professionalism and respect for all within the RSLAF. According to Brigadier General Mondeh, the policy was developed through a consultative process with the Ministry of Defence, RSLAF and international experts. The plan for the development of the policy was born out of a DCAF/WIPSEN-Africa Gender Awareness Seminar for senior management that was held from 22-23 July 2009. Following the Seminar, an RSLAF Gender Reference Group was established, road shows on gender were organised in all RSLAF formations/units and a seminar was held for the Gender Reference Group. The Policy contains an introduction and rationale, areas of engagement and a framework for implementation, including information on leadership, budgeting, monitoring and implementation and policy review. Accompanying documents include an implementation framework, a gender training manual and a checklist for monitoring and evaluation. The gender policy and implementation framework specifically mandate:

1. The establishment of an equal opportunities structure at HQ level that will report directly to the Chief of Defence Staff, or potentially to an Assistant Chief of Defence Staff for equal opportunities.
2. A Gender Reference Group formed of high-level staff including the Chief of Defence Staff to monitor the implementation of the Gender (Equal Opportunities) Policy.
3. Appointment of gender focal persons and the creation of a specialized gender unit in all Battalions and at Brigade levels.
4. That the gender policy is added as a chapter to the revised Defence White Paper.
5. A goal of 10% female RSLAF personnel participation in peacekeeping missions.
6. Challenges to the implementation of the Policy and Framework for Implementation include budgeting, high levels of female illiteracy, the need for initiatives to build the skills of female RSLAF members.

LIBERIA:

In his presentation, Mr. Griffiths stated that the Liberia National Action Plan for the Implementation of UNSCR 1325 was adopted in March 2009. He explained that it was developed through a process of consultation including round-table discussions and bilateral interviews in order to map the needs and existing initiatives on UNSCR 1325. The findings were validated during regional country dialogues, high-level policy forums and discussions with key stakeholders. The Plan is divided into 4 pillars on Protection, Prevention, Participation and Empowerment, and Promotion. Under each pillar, a number of strategic issues, activities, outputs and indicators are listed. Under the Promotion Pillar, Strategic issue 2 (Protect the rights and strengthen security for women and girls) a number of activities are mandated concerning the integration of gender into SSIs, including the revision of SSI Standard Operating Procedures and Codes of Conduct; increased recruitment, retention and advancement of female personnel; raising awareness on female security sector personnel; research on women in SSIs; and gender training and capacity building for SSIs. In line with this policy, Mr. Griffiths explained, Liberian SSIs are moving towards larger female representation: 17% of the police force are women, with women occupying 6.8% of senior positions; women account for 3.9% of the armed forces, and 6% of commissioned officers; and about 17% of corrections bureau staff are women.

LESSON IDENTIFIED 2: POLITICAL WILL AND LEADERSHIP

Participants agreed that changing mindsets was one of the biggest challenges to implementing gender policies within the security sector. Presenters suggested that political will and strong female leadership can promote a shift in thinking about gender, which is necessary for gender issues to be seriously addressed in national and institutional policy. Mr. Gbemie presented the example of Liberia, where a key challenge was that gender issues were not initially seen as relevant to the national security agenda. Consequently, individuals drafting security policies did not understand the different security needs of men, women, boys and girls; conceptualizing gender policies within security sector institutions was slow; and there was little funding or few budgetary allocations for gender policy development. He credited political will and strong support from senior leadership, including the Presidency, for placing gender issues on the security agenda, and promoting serious consideration of the place of women within the security sector. Brigadier General Mondeh agreed with this point, adding that full implementation of a new policy is dependent on the commitment and drive of the security sector leadership. AIG Munu elaborated, stating that the success achieved so far in Sierra Leone in establishing a series of national and institutional gender policies could not have come about without the political will and support for addressing gender issues. Ms. Maria dos Dores Gomes added during the discussion groups that strong political will is also needed to ensure that policies and laws are enforced – that those who commit sexual violence, for example, are brought to justice. She also noted that within the security sector there is reluctance to enforce policies and laws on high-ranking individuals, which allows a culture of impunity to persist.

LIBERIA:

Ms.Carrie Marias argued in her Lessons Learned Brief that positive women role models, such as President Ellen Johnson-Sirleaf, have played an important role in making security forces more gender sensitive and encouraging women to join security forces and other decision-making positions. She elaborated that other female role models included the Indian women civilian police contingent, and Ghanaian women police monitors in the UN Mission in Liberia. According to Ms. Marias, it was reported that in the month after the deployment of the Indian police unit in Liberia in 2007, the Liberian National Police received 3 times the usual number of female applicants seeking employment.

SIERRA LEONE:

Brigadier General Mondeh and AIG Francis Alieu Munu both argued that the full implementation of the Ministry of Defence and RSLAF Gender (Equal Opportunities) Policy is dependent on the commitment and drive of the RSLAF leadership. The policy itself stressed the need for the top RSLAF leadership to remain seized of the equality agenda through mechanisms such as regular appraisals. Additionally, the commitment of top management within the Sierra Leone Police to champion and advocate gender-sensitive policies demonstrated the importance of recognizing and addressing the needs of the whole community, including women and children, to the police service.

SENEGAL:

During the discussion group, Ms. Aminatta Coulibaly explained that, in Senegal, political will from the Head of State was gained through the active advocacy of civil society. According to Ms. Coulibaly, a study was conducted by l'Association des Femmes Juristes Sénégalaises, and the results permitted the Association to submit recommendations that were accepted by the Head of State and integrated into national gender policy.

LESSON IDENTIFIED 3: CONSULTATION AND PARTICIPATION

Mr. Gbemie argued that the security policy-making process must be both consultative and participatory, with committees and focus groups comprising SSIs, ministries of gender and CSOs. In terms of implementation, AIG Munu added that the policy implementation process can benefit from community participation, and highlighted the potential of community policing strategies for involving civil society in order to make security services more responsive to the needs of communities, including those of women.

LIBERIA:

Mr. Frederick Gbemie outlined in his Lessons Learned Brief that national security policies, SSI gender policies and training materials have all been developed in consultation with key stakeholders. See below:

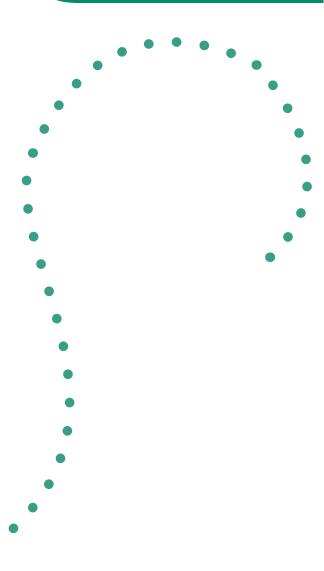### LIBERIA: FRAMEWORK FOR DEVELOPING SECURITY POLICIES

Policies	Consultation	Participation	Follow-up action
National Security Strategy **Governance Commission**	• Nationwide • Stakeholders • Consultation	• Security Institutions • Civil Society • UN Family • International Partners	• Executive Approval • Launching Exercise
PRS Peace and Security Chapter **Security Pillar**	• Nationwide • Sectorial	• Security Institutions • Civil Society • UN Family • International partners	• Executive Approval • Launching Exercise
Gender Sensitive Training Module **Ministry of Gender**	• Security Pillar Membership	• Post-draft Security Agency Technicians	• Security Pillar Endorsement • ToT Workshop
Liberia National Police Gender Policy **Liberia National Police and UNMIL**	• Internal • Gender Ministry	• Drafters of LNP Gender Policy	• LNP Administration Endorsement

SIERRA LEONE:

AIG Francis Alieu Munu explained in his presentation that a key step in the implementation of the National Gender Strategic Plan and the SiLNAP in Sierra Leone has been a participatory police reform process. He stated that the aim of the police reform process is to make the police more professional and accountable in accordance with democratic governance and the rule of law, with gender perspectives taken into consideration. Through its community policing strategy, the police engage communities to participate indirectly in policing and policy implementation through Local Policing Partnership Boards. The Boards brings together police and civilians, both men and women, to help define the policing priorities affecting their locality and to solve security problems within their local police command units. According to AIG Munu, women have been particularly active in the operations of these partnership boards.

Internal oversight mechanisms are important for responding to the needs of security personnel. Within these mechanisms gender policies must be clearly defined, along with prevention mechanisms.

- Mr. Norman Mlambo, African Union SSR Focal Point

TOPIC 5: INTERNAL OVERSIGHT MECHANISMS

Another important facet of mainstreaming gender issues in the security sector are the mechanisms put in place within a security sector institution to support the implementation of gender policies, including holding its personnel accountable for discrimination, harassment or human rights violations. These mechanisms include clear procedures for personnel and the general public to file complaints, disciplinary committees, gender focal points, an equal opportunity office, or gender/women's units. Without these mechanisms in place and functional, gender policies often remain words on paper. In West Africa, though internal disciplinary mechanisms exist and have a broad enough mandate to potentially address gender issues such as sexual harassment, there are often no clear procedures for reporting these types of violations and they remain underreported or not reported at all. Internal oversight mechanisms that specifically focus on gender issues, such as gender focal points, remain rare.

In terms of discrimination based on gender within the security sector, Ms. Henriette Ramdé / Nikièma stated that the key cause is stereotypes related to traditional social roles. For women, such stereotypes include having low levels of physical endurance, not being discreet, being emotionally soft and sensitive, having lower intelligence, and being less available professionally because of pregnancy, nursing and family responsibilities. The result is that women can have difficulty obtaining positions of responsibility in the security sector, or are confined to administrative positions at headquarters. In order to prevent discrimination based on stereotypes, authorities need to adopt laws that protect women, integrate gender perspectives into all projects and programmes, sensitize security sector staff about gender issues, and create ministries for the promotion of human and women's rights. This view was supported by Ms. Eva Dalak from the UN Operation in Côte d'Ivoire, who explained in her Lessons Learned Brief that while men often benefit from positive stereotypes of strength and courage, women become marginalised and restricted to "safer" roles such as secretarial work, traffic directing and the vice squad. Stereotypes therefore become problematic because they result in systematic discrimination in terms of post assignments and promotions. Without proper complaint and follow-up mechanisms these stereotypes will persist and spread in the professional sphere.

Norman Mlambo
© DCAF, 2010

CHAIR: NORMAN MLAMBO, AFRICAN UNION SSR FOCAL POINT

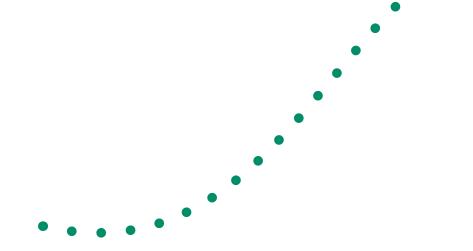**SPEAKER: CHINENYE DAVE-ODIGIE, NIGERIAN INSTITUTE FOR CONFLICT RESOLUTION**

Speaking from her perspective as a researcher, Ms. Dave-Odigie explained the difficulties of obtaining data about discrimination and sexual harassment in the security sector, and outlined some emerging initiatives in Nigeria to address these issues.

SPEAKER: HENRIETTE RAMDÉ / NIKIÈME, PRISON SECURITY INSPECTOR, MINISTRY OF JUSTICE, BURKINA FASO

Ms. Ramdé discussed issues of sexual discrimination and harassment in the workplace in the security sector, and the laws and decrees that have been put in place in Burkina Faso to prevent discrimination based on gender.

SPEAKER: PROFESSOR AFFOUÉ SANGARÉ-KOUASSI, CHIEF OF MILITARY AND CIVILIAN STAFF, MINISTRY OF DEFENCE, CÔTE D'IVOIRE

Ms. Sangaré-Kouassi explained that the armed forces in Côte d'Ivoire are open to women, and discussed the institutional regulations and degrees that have been established over the years to prevent discrimination and harassment.

LESSON IDENTIFIED 1: NATIONAL AND INSTITUTIONAL LAWS AND DECREES

Participants agreed during discussion groups that there is an overall absence of internal control mechanisms when it comes to preventing and punishing discrimination and sexual harassment within the security sector. While internal oversight mechanisms are nascent, if not inexistent, Ms. Ramdé / Nikièma explained in her presentation that a first step towards establishing such mechanisms is to develop national laws, decrees and labour codes prohibiting gender discrimination and sexual harassment, and outlining the punishments for perpetrators. She stated that national laws, as well as the ratification of international conventions, such as CEDAW, go a long way towards promoting and shaping internal regulations and oversight mechanisms. Ms. Sangaré-Kouassi's presentation also highlighted the importance of having security sector-specific laws and decrees that outline appropriate conduct and identify punishable actions or conduct.

SIERRA LEONE:

AIG Francis Alieu Munu stated in his presentation that the Sierra Leone Police Executive Management Board adopted in April 2008 a Policy on Sexual Exploitation, Abuse and Harassment. He argued that in a male-dominated hierarchical organisation where men and women work together, such a policy would help to ensure a working environment that is free from sexual exploitation and harassment. This policy prohibits and makes any form of sexual exploitation and harassment a punishable offence, and is applicable at all ranks.

CÔTE D'IVOIRE:

According to Ms. Sangaré Kouassi, women first joined the security sector in Côte d'Ivoire in 1953. As such, she explained, institutional regulations and decrees against discrimination and harassment have existed in the security sector for some time. Most notably, she stated that harassment in military barracks is strictly prohibited, and all such acts are punished under the regulations of general discipline (Decree 96-574). However, she noted that in practice, harassment often goes unpunished, and therefore a disconnect exists between the regulations and their implementation.

CÔTE D'IVOIRE: LAWS AND DECREES ADDRESSING DISCRIMINATION

Law/decree	Implications
Decree 63-474 of November 1963	Providing for the appointment of the Minister of the Armed Forces, Youth and Public Service.
Decree 71-680 of 16 December 1971	Providing for the regulations of the garrison service.
Law 95-695 of 7 September 1995	Providing for the military code of conduct.
Decree 96-574 of 31 July 1996	Providing for the regulatory service for the general discipline of the armed forces.

BURKINA FASO:

According to Ms. Ramdé / Nikième, a Labour Code was introduced in Burkina Faso in 2008. Article 37 defines sexual harassment as: "obtaining from another person, through order, instruction, intimidation, act, gesture, threat or coercion, favours of a sexual nature."[3] Article 38 continues by prohibiting all discrimination by employers in the areas of access to employment, working conditions, professional training, and employment retention/termination. In addition to the labour code, Ms. Ramdé / Nikième stated that general laws against discrimination exist at the national level, and within the security sector.

BURKINA FASO: LAWS ADDRESSING DISCRIMINATION

Law/decree	Implications
Constitution of 1991	Guarantees in Article 1 all Burkinabè the same rights, and prohibits all forms of discrimination, notably those based on sex.
Law 013-1998 of 28 April 1998	Legal regime relating to jobs and public servants.
Law 037-2008 of 29 May 2008	Article 108 prohibits sexual harassment of colleagues in the armed forces.

[3.] Original quotation in French : "Le harcèlement sexuel consiste à obtenir d'autrui par ordre, parole, intimidation, acte, geste, menace ou contrainte, des faveurs de nature sexuelle."

LESSON IDENTIFIED 2: COMPLAINT MECHANISMS AND PENALTIES

In terms of sexual harassment and other sexual crimes, Ms. Affoué Sangaré-Kouassi stated that there needs to be a mechanism to address and punish sexual crimes committed by soldiers during conflict. Presenting the example of **Côte d'Ivoire**, she explained that when war broke out, rape was used as a tactic of war against women. While most of these women accuse rebel soldiers for having committed rapes, there have also been accusations of government soldiers committing such crimes. However, there has been no internal investigation into these claims within the security sector, and therefore no alleged perpetrators have been brought to justice, or cleared of these accusations. To better respond to cases of rape or other forms of sexual harassment and violence, Ms. Dave-Odigie recommended establishing a complaints bureau and call centre to receive complaints from victims and investigate the accusations. Colonel Lawel Koré of Niger added that as in all environments where women and men are mixed, there is the problem of personal safety. Therefore, Colonel Koré argued that there is a need both to establish recourse mechanisms for victims of sexual harassment and exploitation, and to create an office of an independent mediator within military hierarchies to address gender-related issues and propose solutions. He explained that, in **Mali**, if a woman is the victim of gender discrimination or sexual harassment, she has access to the same complaints mechanisms as men – there is no specific mechanism for women. Only 2 women have ever filed such complaints. According to Colonel Koré, since women may be intimidated by the formality of such a procedure, it would be useful to implement informal complaint mechanisms.

Furthermore, Ms. Ramdé / Nikièma argued that the main challenge is that cases of sexual harassment are rarely reported. She stated that this builds the perception that such acts are non-existent or not a widely-impacting issue, and consequently gives the impression that the services to prevent and punish sexual harassment are not necessary. She suggested partnering with CSOs and national women's machineries to raise awareness among women of the need for reporting, and providing support for women who are courageous enough to bring forward a complaint.

BURKINA FASO:

In her presentation, Ms. Ramdé / Nikièma highlighted Article 425 of the Labour Code in Burkina Faso, which states that sexual harassment and discrimination are crimes. If cases of harassment exist between colleagues or between a superior and a subordinate, the burden of proof lies with the plaintiff. According to Ms. Ramdé / Nikièma, those who are convicted of offences can be imprisoned for 1 month to 3 years, and/or fined between 50,000 and 300,000 FCFA. In the case of recurring violations, those convicted are subject to prison sentences ranging from 2 months to 5 years, and/or a fine of 300,000 to 600,000 FCFA.

NIGERIA:

Ms. Dave-Odigie identified that in the Office of the High Mediator of the Republic there is an inquiry department to react to cases of rape. The complaint is sent to the complaint management board by email or verbally through a call centre. This service is free of charge. According to Ms. Dave-Odigie, although the complaint management board cannot interfere with cases that have already been brought before the court, it takes steps to collaborate with all actors involved when a complaint is made.

SIERRA LEONE:

A discussion group participant explained that the Complaints, Discipline and Internal Investigations Unit of Sierra Leone is a specific investigation department for complaints against military personnel. According to the participant, though it is not specifically focused on gender discrimination and sexual harassment, it has been noted as a "force for good" within the nation as there is a high response rate to complaints and announcements are made over the radio about dismissals in order to inform the public.

François Daour Gueye, Karin Grimm
© DCAF, 2010

LESSON LEARNED 3: GENDER FOCAL POINTS

Mr. Gbemie stated that gender focal points and coordinators should be appointed in the policy reform and development process. This idea was strongly supported in discussion groups, with participants agreeing that gender focal points should be integrated throughout the security sector. Building on this point, Ms. Eva Dalak suggested that gender focal points can contribute to the formulation of gender training programmes aimed specifically at policymakers, to make them more aware of and sensitive towards gender issues during the policymaking and implementation process. However, Ms. Fatima Dicko-Zouboye from Mali noted that gender focal points rarely receive the support they need, and often lack funding to undertake independent initiatives, while Ms. Djakagne Kaba of Guinea warned that gender focal points should not exclusively be women. She argued that this sends the wrong message, and perpetuates the misunderstanding that gender is only about women, rather than being about the relationship between men and women. Many participants during the group discussions argued that SSIs should go one step further than focal points, and create gender units with their own budget to undertake projects and meet strategic objectives.

LIBERIA:

Mr. Frederick Gbemie explained in his Lessons Learned Brief that networks working on gender issues in Liberia used to be disorganised, making it difficult for policymaking to be inclusive and consultative. According to Mr. Gbemie, this was overcome by assigning gender focal points or coordinators within security institutions to improve interaction of security actors and gender advocates, inspire understanding and continuous information sharing amongst Security Pillar Technical Team members, and enhance technical cooperation between the Ministry of Gender and Development and security sector institutions. Furthermore, he added that greater technical cooperation made it easier for the policy-making process to be consultative and participatory, facilitating the formation of committees and focus groups.

CÔTE D'IVOIRE:

In her Lessons Learned Brief, Ms. Eva Dalak explained that a gender unit was created within the UN Operation in Côte d'Ivoire. She stated that though this unit is still young, it has placed gender focal points within the military and the police. Furthermore, the gender unit has collaborated with UNPOL and the National Police School to develop and implement a gender training programme for policymakers, focusing on supporting leaders of security forces build new policies that counter the proliferation of sexist stereotypes within the hierarchy.

Female security officers are under-represented in comparison to men, especially at the senior levels. Recent reports, like the Beijing and the SDGE Reports, show a trend in the promotion of women to higher ranks, and involvement in peacekeeping missions, but a lot more needs to be done... The challenge remains to devise a strategy to promote and lobby for the appointment of women at top decision-making positions, including positions within the security services.
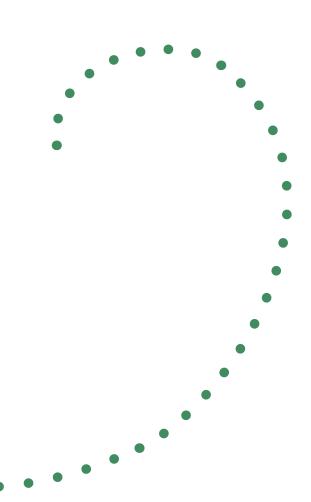
- Ms. Janet Sallah-Njie, The Gambia

Republic of Sierra Leone Armed Forces personnel [Courtesy of Lieutenant Feima Vandi]

TOPIC 6: RECRUITMENT, RETENTION AND ADVANCEMENT OF FEMALE SECURITY PERSONNEL

Across West Africa, women are highly under-represented within the armed forces, police services, prisons, border and customs institutions, justice systems and other key security sector institutions (see Setting the Stage: Gender and the Security Sector in West Africa). Further to the equal right of women and men to assume security and justice provider roles, numerous studies have shown the benefit of having a balance of female and male personnel within security sector institutions. For instance, increased female recruitment has been linked to better community outreach, increased capacity to address the security and justice needs of women, and the ability to defuse potentially violent situations. Various security sector institutions across the region have recognised the importance of increasing their number of female personnel and put specific measures in place to encourage the recruitment of women. However, without concrete measures to enhance the retention and advancement of female staff, women often end up trapped and marginalised in low-ranking, administrative positions.

CHAIR: ZEÏNI MOULAYE, NATIONAL COORDINATOR, PROGRAMME GOUVERNANCE PARTAGÉE DE LA SÉCURITÉ ET DE LA PAIX (PGPSP), MALI

SPEAKER: COLONEL ABDOULAYE SECK, SENEGALESE ARMED FORCES

Colonel Seck presented the various steps that have been taken, or that are planned, in the Senegalese Armed Forces to increase the representation of women. He highlighted key lessons learned and provided statistics on female recruitment and representation in the different regions of Senegal.

SPEAKER: LIEUTENANT CHRISTINE SOUGUÉ, BURKINA FASO ARMED FORCES

Lieutenant Sougué spoke from her experience in human resources with the Burkina Faso Armed Forces. She discussed the challenges facing women recruits in the security sector, and shared a few good practices from the armed forces' experience in increasing female representation.

Maria Teresa Oliveira
Cabral, Manuel António
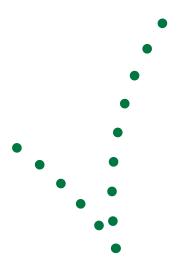Tavares Semedo
© DCAF, 2010

LESSON IDENTIFIED 1: STRATEGIC TARGETS/QUOTAS

Mr. Moulaye argued that it is necessary for security sector institutions to review their recruitment procedures in order to facilitate the recruitment of women. Accordingly, Colonel Seck gave the example of **Senegal**, where there are currently 578 women in the armed forces, representing 4% of military personnel. He noted that the first step in increasing the number of women recruited into the security sector is to modify any discriminatory policies that prevent women from applying, or that favour men in the recruitment process. The next step, he stated, is to set recruitment quotas for the number of women to be hired annually or in each recruitment campaign. However, Ms. Asiwaju of Nigeria argued that while quotas are important, more direct action must be taken to encourage women to join the security sector. She gave the example of the **Nigerian** Police, which has formally approved a commitment to a 20% recruitment target for women. However, she pointed out that no clear strategy or action plan has been developed to ensure that it is implemented. Commissioner Mamour Jobe of The Gambia argued that regional representation within national forces is also important. He explained that setting quotas for the recruitment of women may be a positive step, but efforts should be made to ensure that those women are representative of the different regions of the country. Participants highlighted in discussion groups that women should also be part of recruitment selection boards to make them more responsive to the needs of women recruits.

Colonel Lawel Koré of Niger added that attracting women to the military, and to certain active positions, can be a challenge, since women generally choose to serve in non-combat positions such as nursing or secretarial services, and rarely show interest in joining mobile units. He added that this may be because women remain traditionally charged with household duties such as raising children, and avoid positions that take them away from their families. He stated that 88% of women in the **Niger** gendarmerie have difficulty reconciling their professional and family responsibilities. However, he argued against setting quotas, maintaining that they are inherently discriminatory. He argued that if the goal is gender equality, then discrimination through gender quotas is not the way to go about it. In his view, what counts most is the character of recruits, their abilities, and their commitment to the job. He suggested that rather than setting quotas, efforts should focus on awareness-raising among women to encourage them to join. Participants debated this point of view in the discussion groups, arguing rather that in order to attain equality quotas are a necessary step. Since quotas are equalisers, positive discrimination through quotas should remain in place until there is equality, and then the quota system should be abandoned. Some participants suggested conducting a national survey to determine the number of women interested in joining different SSIs, and using these numbers to help establish an appropriate quota. However, it was pointed out that awareness-raising about opportunities in the security sector and to combat stereotypes would be necessary before conducting such a survey.

NIGER:

In his Lessons Learned Brief, Colonel Koré revealed that a 10% recruitment quota for women has been set in the gendarmerie in Niger, and that of the 1,000 new recruits engaged each year, about 100 are women. However, the presence of a quota does not mean women are given special or preferential treatment. According to Colonel Koré, they are subject to the same recruitment criteria as men, consisting of writing, dictation, mathematics, general knowledge, and physical fitness tests. However, physical tests for men and women are not identical, with the required levels being set lower for women in some areas. Overall, by fulfilling the same requirements as men – and often ranking in the higher levels of their training groups – women, through their natural abilities, have proven to their male colleagues and the gendarmerie hierarchy that they have earned their place and can become fully competent members of the gendarmerie.

SENEGAL:

In his presentation, Colonel Seck explained that women were first recruited in the Senegalese Armed Forces in 1984, and trained as medical officers. Since then, 32 female medical officers have been trained, and 46 new women recruits (of a total of 140) are currently undertaking the 7-year medical training programme. However, in 2008, in an effort to increase the representation of women in non-medical positions, and to conform with regional and international commitments relating to the promotion of gender equality in the security sector, a new policy of gender integration took shape. According to Colonel Seck, this policy sets a goal of recruiting 600 women over a 2-year period in all three levels of the armed forces – officers, non-commissioned officers, and privates. Therefore, in 2008, the recruitment goal was 300 new female recruits across the country, with the quota broken down to the regional level. Colonel Seck explained that female recruits were first assessed against standard eligibility criteria, and were determined fit or unfit for further consideration. In all but one region the number of women selected exceeded the regional quota, for a total of 520 women selected, with 323 eventually incorporated into the 12th Instruction Battalion for basic training, and then into different units (e.g. air force, navy, engineering) for further specialized training. According to Colonel Seck, in many cases, women were acknowledged for their distinguished achievements during training, and for showing more discipline and commitment to their posts than male recruits. Thus, he argued, the recruitment of women resulted in an improvement in the overall quality of soldiers in the armed forces.

THE GAMBIA:

Commissioner Mamour Jobe explained in the discussion group that in The Gambia during the 1st Republic (1965-1994), police recruitment took place at the national level in order to combat the problem of sectarian recruitment. He noted, however, that this resulted in too many recruits from one part of the country, which was an issue for security and overall unity. He added that the recruitment process was not gender sensitive, so there were few women in the police service. Now, in the 2nd Republic (1996-present), recruitment has been decentralized. To ensure regional representation, each region has a recruitment team that makes selections, and has certain guidelines or quotas for recruiting more women. According to Commissioner Joba, the fact that women are present in peacekeeping has been a motivating factor for more women to join.

LESSON IDENTIFIED 2: REQUIREMENTS AND TRAINING FOR RECRUITMENT AND PROMOTION

Discussion about recruitment quotas raised the issue of requirements for recruitment and promotion, namely whether there should be different criteria and standards for women and men. It emerged from the presentations that there was agreement that there should be different physical requirements for women and men but that a variety of views existed regarding the modification of other recruitment and promotion criteria. Lieutenant Sougué argued that the recruitment of women in the armed forces should be based on the principle of gender equality. As such, women should be subject to the same recruitment criteria, training, and skills assessments as men, with some differentiation in physical capability testing to reflect the biological difference between the sexes. She argued that women's integration into the military is facilitated if they prove their capacity to meet the same challenges as men, since they thus develop the respect of their male colleagues and are subject to less harassment and discrimination about their abilities as a woman. Colonel Koré echoed this argument, stating that it is necessary for women to pass the same written competency tests as men, while physical testing should be slightly modified to adapt to the biological differences between males and females. In contrast, Mr. Frederick Gbemie argued that because women in Liberian society are disadvantaged by not having the same access to education as men, the educational requirements for women should be lower than men. However, he emphasized that women should receive additional training upon recruitment to help them catch up with the male recruits' level of education.
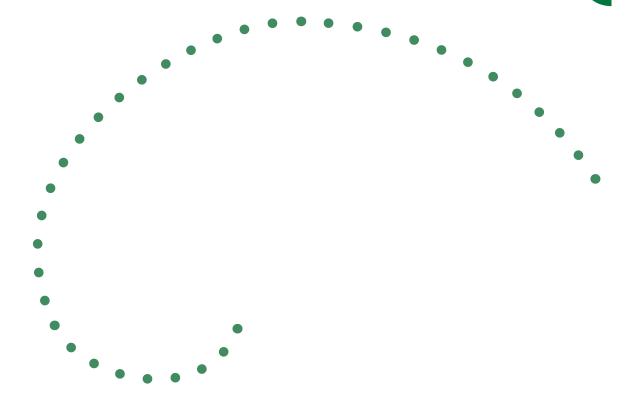
In terms of retention and promotion, Colonel Seck advocated a policy of "positive discrimination" to help retain female staff in the long term. He also stated that in order to help women become more competitive for promotions, they must have access to the same training opportunities as men. Discussion group participants also highlight education as a means of supporting women in the security sector. The idea of "fast tracking", "crash courses", and junior college degrees for women were proposed to bridge the gap and create equal opportunities within the sector.

SENEGAL:

Colonel Seck stated in his presentation that steps have been taken in the Senegalese Armed Forces to motivate and retain female staff. First, women are given an additional lump sum to account for the additional costs incurred by being female, such as health care costs. Second, the re-enlistment rate for women is set at 20%, compared to 5% for men. Third, a different scale and different standards are set for the physical testing of women. Finally, the number of years that must be served before marriage are lowered to 4 years for women, as opposed to 5 years for men.

NIGER:

According to Colonel Koré, there is no difference in treatment between women and men when it comes to promotion in the gendarmerie in Niger. He explained that the conditions for operational assignments are the same, and both men and women have the same chances of achieving a higher rank based on their performance of duties and continued training, with each rank requiring successful completion of specific training programmes. Colonel Koré argued that basing the internal promotion system on the same written testing for men and women has evened their chances for promotion in the gendarmerie.

LIBERIA:

According to Mr. Griffiths, the Ministry of Gender and Development, the Ministry of Education, and Stella Maris Polytechnic in Liberia developed a special programme to enable women who had not obtained high school diplomas to become eligible for recruitment into the police force. He explained that the police lowered the education standards for these women, and placed them in a 3-month intensive study programme at Stella Maris Polytechnic, followed by examinations administered by the West African Examinations Council. Those who passed the exams were awarded a certificate that enabled them to be recruited into the Liberian National Police. According to Mr. Griffiths, this initiative resulted in the recruitment of over 250 female officers. There has been concern, however, that in the long run these women will not be able to compete for senior posts with those who are high school or college graduates.

BURKINA FASO:

Lieutenant Sougué explained in her Lessons Learned Brief that for the selection of officers and non-commissioned officers, women and men take the same written examinations, and are graded in the same way without distinction based on gender. While women and men both undergo the same physical training, criteria for physical testing are in some cases different for men and women. She stated that this system differs in the case of privates/soldiers, where the only testing is based on physical ability. In this case, physical training for men and women is the same with some differences in physical testing; however women are required to have completed a 4th level/class education. The reason, she explained, is that if a woman becomes pregnant and can no longer be part of the combat forces, she can be trained to work in health, secretarial, or human resources positions so that pregnancy does not necessitate leaving the armed forces. According to Lieutenant Sougué, the result of holding women and men to similar standards has been that women are able to demonstrate that they can overcome the same challenges as men – commando training, walking long distances with weight on their backs. This, she argued, has meant that women earn the respect of their male colleagues, have an easier time integrating into the military, and are subject to less harassment about their abilities as a woman.

LESSON IDENTIFIED 3: AWARENESS-RAISING, HUMAN RESOURCES REFORM AND NEW INFRASTRUCTURE

Lieutenant Sougué and Ms. Asiwaju both argued that quotas and training are not sufficient for encouraging women to join or stay in the military, police or other SSIs. Discussion group participants suggested that media platforms could be used to celebrate the success of women in the security sector and to showcase the possibilities of a career therein. Participants also agreed that it was necessary to develop non-discriminatory policies that ensure all types of jobs are open to women, to amend discriminatory policies within the force, and apply all policies equally to male and female officers. Colonel Aboubakar Amadou Sanda from Niger echoed this view, stating that some statutes and policies are barriers to young women joining the armed forces, while others make it difficult for women to reach the higher ranks. He argued that these policies need to be amended. The most common discriminatory policies relate to marriage, pregnancy and childbirth. Ms. Asiwaju presented the example that in the **Nigerian** Police, marital background checks are mandatory for female officers who plan on marrying a person external to the police corps, while there is no such investigation for the potential spouses of male officers. Similarly, Colonel Koré explained that in **Niger**, there are discriminatory policies in the gendarmerie with regards to pregnancy. Women are only permitted to have children if they are married. If a woman becomes pregnant out of wedlock, she must leave the gendarmerie, even if the father of the child is also a member of the gendarmerie. In these cases, he explained, the men do not face any punishment. Furthermore, women cannot join the gendarmerie if they already have children, while fathers are allowed to join.

Through the presentations and discussions there was disagreement about whether women in the security sector should be subject to regulation and restriction on pregnancy. Lieutenant Sougué explained that in **Burkina Faso** female privates must contribute 6 years of service before becoming pregnant, while officers and non-commissioned officers have to serve 3 years. In the case of pregnancy during basic training, the female recruit is removed from the armed forces. If she is on active duty, she is relieved of this post. Lieutenant Sougué added that military men who father children with a female recruit before she has contributed the stipulated years of service are brought before a disciplinary board or a board of inquiry, depending on the man's rank. There were two opinions expressed in the presentations and discussion groups with regards to this approach. On the one hand, restricting women from becoming pregnant for a certain number of years is said to provide them with the opportunity to gain experience in their careers and get promoted to higher ranks. On the other hand, this is seen as a restriction on women's human right to reproduction, and cannot be justified for the sake of professional development – that this is a decision for the woman to take herself. Lieutenant Sougué argued that policies also need to be created that respond to the specific needs and situations of women, such as guaranteeing maternity leave and ensuring women have job security when it is time to return to their post.

In addition to human resource policy reform, Colonel Koré highlighted the need to take active steps to offer services to women to help them balance their professional and family responsibilities. From an infrastructure perspective, Colonel Sanda stated that women have specific needs that differ from those of men, but infrastructure at military bases and barracks rarely cater to these needs, or provide privacy from male colleagues. Along these lines, Colonel Seck identified a need to undertake renovation or construction projects to adapt infrastructure to the presence of women in the security sector. For example, Colonel Seck stated that it is important to ensure that men and women have separate washing facilities and sleeping quarters. In recalling that the construction of women's sleeping facilities was not completed in time to accommodate new female recruits in the Senegalese Armed Forces, he stated that in order to properly implement such changes, a specific budget must be allocated to activities related to gender and the adaptation of military facilities to the needs of women. Colonel Sanda added that gender sensitization and awareness-raising can help to get leadership within the security sector to prioritize projects and budgeting to facilitate these necessary changes.

NIGER:

In his Lessons Learned Brief, Colonel Lawel Koré highlighted that in an effort to retain female gendarmerie once they begin having children by helping them balance their professional and family responsibilities, day-care and nursery facilities have been made available to new mothers. He stated that although this programme is currently only available in the capital city of Niamey, the positive outcome of the initiative - the majority of the 30 women in the gendarmerie use the service – has resulted in plans to expand the service to all regions of the country. The service is also available to men if they wish to take advantage of it. Colonel Koré added that discussion has begun about offering mothers flexible working hours, with the possibility to work part-time.

SENEGAL:

According to Colonel Seck's presentation, the Senegalese Armed Forces have taken steps to implement the 2008 policy of gender integration, in five phases:
1. Revising regulations in order to adapt them to the needs of women.
2. Defining roles and pathways for promotion to allow a progressive integration of women in all areas of the armed forces.
3. Gradually adapting infrastructure and housing facilities to meet the needs of female recruits.
4. Establishing a legal/regulatory framework that harmonizes laws, decrees and rules of procedure.
5. Taking steps to account for the medical aspects of recruitment, and for the guidance and support required for newly recruited women.
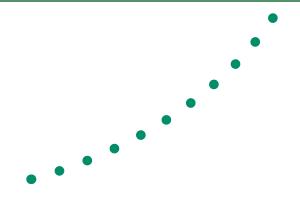
Additionally, in order to further promote gender integration, a budget line in the armed forces will be allocated to gender-related activities, as of 2011.

BURKINA FASO:

Lieutenant Christine Sougué explained that in 2007, the Burkina Faso Armed Forces undertook a study on the integration of gender into military institutions with a view to developing an action plan. This involved research missions to other countries in the sub-region, such as Benin and Mali, which had practical experience in this area. The result, she explained, was a list of action points and steps forward:
- Undertake awareness raising activities within all ranks of the military about gender issues.
- Construct women's hygiene and sleeping quarters in military schools and training centres.
- Limit the number of women recruited to fill sedentary and administrative positions in order to promote their recruitment in other more active areas of the military.
- Adapt military norms and regulations to consider the needs and situation of women.
- Open the military school in Kadiogo to young women.

According to Lieutenant Sougué, these steps have led to the construction of female dormitories now underway at the Kadiogo military academy and at other training centres around the country.

Women in Security Sector – Sierra Leone [Courtesy of Lieutenant Feima Vandi]

TOPIC 7: FEMALE SECURITY SECTOR STAFF ASSOCIATIONS

Across West Africa, formal and informal associations of women exist within security sector institutions – from associations of female police officers or wives of prison staff to women lawyers associations. These associations undertake a number of different activities to support its members, but are often chiefly focused on social welfare issues such as providing financial and moral support in times of need such as weddings and funerals. Though social welfare issues are important, these associations can also be key actors to bring about institutional transformation from within the security sector. They can advocate for the rights of female security sector personnel, provide a bridge between women's organisations and security sector institutions, and support the provision of security and justice to marginalised groups such as women or children.

CHAIR: KOSSI MAWULI AGOKLA, PROJECT COORDINATOR, UNITED NATIONS REGIONAL CENTRE FOR PEACE AND DISARMAMENT IN WEST AFRICA (UNREC)

SPEAKER: MS. ASATU BAH-KENNETH, PRESIDENT, LIBERIA FEMALE LAW ENFORCEMENT ASSOCIATION (LIFLEA)

Ms. Bah-Kenneth presented LIFLEA, established in 2000 as the female chapter of the Liberia National Law Enforcement Association (LINLEA). LIFLEA advocates women's rights in the security sector, and has members from across the law enforcement sector, including the Liberia National Police, the Bureau of Immigration and Naturalisation, the Liberia National Fire Service, the Ministry of National Security, Monrovia City Police, the National Bureau of Investigation, the National Drug Services, and the private sector.

SPEAKER: LIEUTENANT FEIMA VANDI, PRESIDENT, WOMEN IN SECURITY SECTOR – SIERRA LEONE (WISS-SL)

Lieutenant Vandi introduced WISS-SL, established in 2008 during Sierra Leone's SSR process. WISS-SL is a local voluntary association of female security sector personnel collaborating and mutually supporting each other in ensuring that women's issues, concerns, aspirations and priorities are effectively channelled into the security sector. She presented some of the activities, successes and challenges of WISS-SL, and discussed the way forward for this female staff association.

SPEAKER: MARIE-ELISE GBEDO, PRESIDENT, WOMEN LAWYERS ASSOCIATION OF BENIN

Ms. Gbedo presented the recent accomplishments of the Female Lawyers Association of Benin, and explored the opportunities and challenges faced by female security sector staff associations in promoting gender equality within SSIs.

LESSON IDENTIFIED 1: COMMON PLATFORM FOR PROMOTING GENDER EQUALITY WITHIN SSIs

In her presentation, Ms. Bah-Kenneth stated that women in the security sector must be seen by their male counterparts as partners and equals. She argued that female security sector staff associations can help to achieve this by advocating women's rights. Presenting the example of LIFLEA, she highlighted that female staff associations can undertake activities to promote gender mainstreaming, female recruitment and promotion, and the training of women. Elaborating on this point, Ms. Janet Sallah-Njie noted that female security staff associations can also network among one another, and share experiences and skills to strengthen their work.

Lieutenant Vandi's presentation elaborated on these points, explaining that female security sector staff associations create a platform for women to collaborate and mutually support each other in ensuring that women's issues, concerns, aspirations and priorities are effectively mainstreamed into the security sector agenda. She explained that collective action can result in stronger messages, more fruitful networking and more effective capacity building, thereby making a stronger contribution towards the common good of women and the SSIs in which they work. Ms. Caroline Bowah added in the discussion groups that forming associations is valuable for presenting the interests of security sector women as a whole, and that the message becomes stronger and more legitimate when it comes from many voices.

Presenting the example of WISS-SL, Lieutenant Vandi stated that female security sector staff associations can undertake a variety of activities that contribute towards the promotion of gender equality in SSIs, such as fostering dialogue, networking and unity among various SSIs; enhancing the capacity of female security personnel through education and advocacy; facilitating the incorporation of gender mainstreaming into national security policies; advocating improved female representation in various SSIs; and establishing joint agendas and action plans outlining existing gaps and needs within the various SSIs. Ms. Gbedo added in her presentation that female security staff associations can collaborate with SSIs – such as the police or gendarmerie – to strengthen their capacity to address discrimination and SGBV through training, technical advice and provision of support services to victims of SGBV.

THE GAMBIA:

Ms. Janet R. Sallah-Njie explained in her Lessons Learned Brief that the Female Lawyers Association – Gambia (FLAG) was part of The Gambia's delegation to the sub-regional meeting held in Côte d'Ivoire in August 2009 that led to the establishment of a Network of Women's Organizations on Peace and Security in the ECOWAS Region (NOPWESCO). According to Ms. Sallah-Njie, the network brings together women's organisations in West Africa working in the area of peace and security to have a platform to share experiences and skills, and to develop a common approach to the maintenance of peace in the sub-region.

BENIN:

Marie-Elise Gbedo noted in her presentation that the Female Lawyers Association of Benin has collaborated with the police and gendarmerie to strengthen their ability to respond to and prosecute SGBV. According to Ms. Gbedo, over the past 3 years, the Association has trained law enforcement officers on gender and SGBV, and has collaborated with the police to prosecute SGBV. Additionally, 12 legal-aid clinics have been established throughout Benin to address these issues. She added that success stories to date include the prosecution of a police officer for violently beating a woman (sentenced to 3 months in prison), and of a husband who beat his wife and threw her out of their home (sentenced to 6 months in prison).

LIBERIA:

In her presentation, Ms. Bah-Kenneth reported that to achieve its goal of promoting gender mainstreaming and empowerment of female police officers, LIFLEA has hosted capacity building training for female officers, advocated women's rights to maternity leave, and successfully intervened in cases of wrongful dismissal and suspension of female officers.

SIERRA LEONE:

Lieutenant Vandi reported in her presentation that since its formation in 2008, WISS-SL's active membership of 86 women has undertaken advocacy and awareness raising activities within the security sector and the wider public to promote increased female representation and participation in SSIs. This included the submission of a report to the Parliamentary Committees on Defense, Security and Gender with findings on existing needs and gaps, and recommendations to overcome them. According to Lieutenant Vandi, WISS-SL advocacy work has achieved a realisation and acceptance within many SSIs of the need for gender mainstreaming. She stated that this is evidenced in the 2009/10 increase in female recruitment across SSIs (see table), the adoption of a Gender (Equal Opportunities) Policy by the Republic of Sierra Leone Armed Forces (RSLAF), the production of gender training manuals in various SSIs, and an increase in the inclusion of women in all aspect of operations, for example in top leadership and management posts.

SIERRA LEONE: FEMALE RECRUITMENT 2009/10

Sierra Leone SSIs	Recruitment 2009/10[4]
Armed Forces	3 female officer cadets, 25 female soldiers – compared to 1/44 cadet officer recruits and 14/289 recruits in 2006
Prisons	100 female corrections officers – compared to 10/110 in 2008/09
Fire Force	12 female fire officers – compared to 11/78 in 2005
Private Security Companies	30 female security officers

[4.] 2009/10 figures represent total number of women only. Overall recruitment numbers not provided by presenter.

Kristin Valasek, Boubacar N'Diaye,
Aïssatou Fall, Norman Mlambo
© DCAF, 2010

LESSONS IDENTIFIED 2: SUPPORTING FEMALE SSI PERSONNEL AND STRENGTHENING FEMALE SECURITY SECTOR ASSOCIATIONS

Ms. Bah-Kenneth identified a number of challenges that female security sector staff associations face, including a lack of funding. She suggested that in addition to undertaking fundraising activities, female security sector staff associations could form collaborative partnerships with other security sector staff associations, CSOs, or organisations in the national gender machinery. Such collaboration, she explained, would allow for a pooling of resources and expertise that would potentially result in more advocacy and capacity building activities, and a capacity to reach a broader audience.

Furthermore, Lieutenant Vandi identified the education profile of women in SSIs, and the consequent lack of confidence and self-esteem, as challenges to female staff associations' ability to promote gender equality. Participants in discussion groups agreed that mentoring and coaching for new female recruits can help to gradually overcome this hurdle. Lieutenant Vandi further noted that lack of support from male counterparts in the security sector, particularly those in positions of authority, can make it difficult for female staff to get permission to leave their offices for participation in activities promoting gender equality. Similarly, Ms. Bah-Kenneth identified that an "old boys' network" exists among men in many SSIs, and that it is difficult to get these men to participate in or support LIFLEA's activities since the latter seek to transform structures of power and influence which currently benefit them. She suggested that this challenge could be gradually overcome through networking and building direct professional relationships with individual men in SSIs or through other security sector staff associations. Participants in discussion groups identified that in some countries staff associations are not permitted, which makes it difficult for women in the security sector to get together and relay a common message or purpose. Ms. Janet Sallah-Njie elaborated that a lack of political or sectoral support combined with a culture of silence about women's issues makes it difficult to establish female staff associations, as has been the case in The Gambia. She suggested discussing with successful female staff associations, such as those in Sierra Leone, to get ideas and support. Additionally, participants suggested that when female security sector staff associations are non-existent, or face difficulties in setting themselves up, agreements can be reached with existing staff associations to form a women's committee, or to send a female and male representative to meetings with members of the hierarchy.

SIERRA LEONE:

According to Lieutenant Vandi, to overcome low levels of education, confidence and self-esteem among female security sector staff, WISS-SL launched a pilot project in September 2009, funded by DCAF, on "Capacity Building, Awareness Raising and Advocacy for the Empowerment of Women in Security". The project provided induction sessions for new female recruits on basic leadership and managerial skills, gender issues, and overcoming the challenges of being female in the security sector. Additionally, the project involved mentoring and coaching of female recruits so that they could improve their skills while being motivated by positive female role models. She reported that this project was very popular and attracted the attention of the heads of SSIs, potential recruits and the media.

LIBERIA:

Ms. Asatu Bah-Kenneth explained that to overcome funding constraints and lack of support from within SSIs, LIFLEA collaborated with partners from the national gender machinery and CSOs, such as the Ministry of Gender and Development, the Women NGO Secretariat, and the Women in Peace Building Network (WIPNET), combining their strengths and resources to reach common goals.

UNIOGBIS gender training for police reform staff
[Courtesy of Denise Dantas de Aquino]
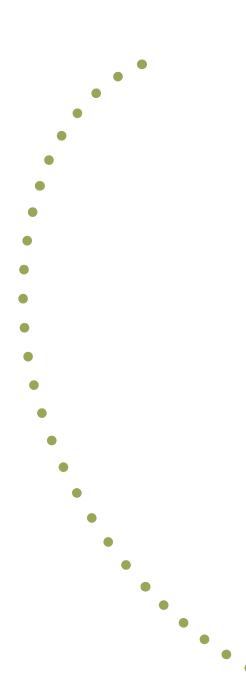
TOPIC 8: GENDER TRAINING

Training is an essential component of security sector transformation – and gender training is vital in order for both male and female security sector personnel to comply with policies and procedures. Gender training can focus on a wide range of topics, from sexual harassment prevention or procedures for interviewing victims of domestic violence to national legislation on gender equality. In addition to receiving specific training on gender issues, it is important to mainstream gender issues through relevant training in order to have a solid understanding of how to address gender issues within daily work. In West Africa, examples of gender training for security sector personnel exist across the region, however, training is often ad hoc and provided by external actors rather than institutionalised in relevant training academies and university courses.

CHAIR AND SPEAKER: AÏSSATOU FALL, RESEARCH ASSOCIATE, KOFI ANNAN INTERNATIONAL PEACEKEEPING TRAINING CENTRE (KAIPTC), GHANA

Ms. Fall introduced the KAIPTC, which officially opened in January 2004, and focuses on training and research. KAIPTC trains military and police personnel, as well as civilian staff. Her presentation focused on the lessons and key strategies that the KAIPTC employs for integrating gender into its training sessions.

SPEAKER: DR. UJU AGOMOH, EXECUTIVE DIRECTOR, PRISONS REHABILITATION AND WELFARE ACTION (PRAWA) NIGERIA

Dr. Agomoh presented PRAWA, a Nigerian civil society organisation established in 1994 to promote development, safety and security by creating a just, humane and effective criminal justice system. PRAWA promotes human rights of people in prisons and detention centres, as well as working to reduce crime and offending behaviour in the community. Her presentation focused on the impacts, challenges and next steps of PRAWA's training and capacity-building activities with prison officers and the judiciary.

SPEAKER: DR. COLONEL COULIBALY KANI DIABATÉ, MALI MINISTRY OF DEFENCE

Colonel Diabaté presented the challenges and lessons learned from training initiatives undertaken as part of a 5-year Canada-Mali joint project on awareness-raising of armed and security forces in Mali. She argued that the integration of gender perspectives into the security sector through training is one of the best strategies for achieving sustainable development and peace in post-conflict countries.

SPEAKER: COMMISSIONER MAMOUR JOBE, THE GAMBIA POLICE

Commissioner Jobe outlined the approach to training and gender issues in The Gambia, and how training relates to opportunities for women within the security sector, including their selection for positions within peacekeeping missions.

LESSON IDENTIFIED 1: DIVERSITY AND REPRESENTATION AMONG TRAINING PARTICIPANTS AND TRAINERS

Commissioner Jobe stated in his presentation that gender training in the security sector should not be limited to women, but should also include men. Agreeing with this point, Ms. Fall asserted in her presentation that while it is important to ensure men are included in gender training, it is likewise important to ensure women are included in other training activities along with men. However, she argued that the criteria should not simply be to have equal numbers of men and women – both male and female participants need to be qualified. Likewise, she added that having only women as instructors should be avoided. Since gender involves both men and women, it is useful for both to be represented as gender trainers.

Mr. Boubacar N'Diaye added during the discussion groups that gender training should also be a part of the curriculum in military academies and basic training programmes so that new recruits entering the armed forces are already familiar with and sensitive to gender issues. Ms. Marie-Elise Gbedo emphasized during the discussion groups, however, that gender training units should be developed to target commanding officers and other high-ranking members of the security sector, rather than limiting gender training to new recruits. Colonel Diabaté explained during her presentation that this is important for integrating gender into policy. She also underlined the importance of ToT to ensure sustainability of gender training programmes and promote the continued sharing of knowledge and ideas about gender issues. Dr. Agomoh added that ToT can be supported by developing manuals for trainers. Ms. Ndioro Ndiaye elaborated on this idea during the question and answer period, suggesting the development of a standardized gender training manual for the West African peace and security sector.

> **CÔTE D'IVOIRE:**
> A participant noted during a discussion group that, with the support of ONUCI, gender modules have been integrated into the police academy in Côte d'Ivoire, as well as into training for commanding officers. The participant argued that this engagement with high-ranking police officers can be credited as the catalyst for establishing gender focal points within the police.

> **THE GAMBIA:**
> According to Commissioner Mamour Jobe, men and women undergo the same police and military training in The Gambia, a policy that has enabled some women to occupy high positions in the military and police. He stated that as a testament to the quality of Gambian female police officers, 44 female police officers were recently selected as gender focal points in the United Nations-African Union Hybrid Mission in Darfur and underwent additional training in gender and child protection issues, as well as in other areas such as United Nations driving and shooting skills. A lesson learned from the experience, he added, is that gender training and focal point positions need not be limited to women – men should also be included in these activities.

MALI:

Colonel Diabaté explained that as part of a 5-year Canada-Mali project focusing on gender awareness-raising in the Malian armed and security forces, 3 ToTs were held in partnership with the Pearson Peacekeeping Centre for members of the police, gendarmerie, national guard and the armed forces. Each ToT trained 40 male and female officers on how to deliver gender training in the security sector, with a total of 120 trainers trained over 2 years. According to Colonel Diabaté, this has contributed to improving the sustainability of the gender project and promoted local ownership so that training may continue into the future.

SENEGAL:

Colonel Abdoulaye Seck identified in his presentation that a ToT is currently being planned by the Senegalese Armed Forces in October 2010. The occasion of this training will also be used to harmonise and validate policy and regulation documents dealing with gender issues.

LESSON IDENTIFIED 2: ADAPTING GENDER TRAINING TO THE SPECIFIC AUDIENCE/CONTEXT

Since gender training can be directed towards different audiences – e.g. male and female gender focal points, security sector staff, commanding officers or gender trainers – , Colonel Diabaté highlighted the importance of adapting the training to the different levels and needs of participants. For example, different levels of education and literacy among security sector staff mean that not all participants will be able to read and/or understand national and international documents dealing with gender, such as national gender policies, military regulations or UN SC Resolutions. This should not mean that these documents are not taught, but, as Ms. Fall stated, concepts should be presented through simple language or as condensed texts so that literacy or education are not a barrier to understanding the meaning and importance of such documents.

In addition to adapting gender training to the participants, Dr. Agomoh and Colonel Diabaté both argued that gender training can be a medium for addressing cross-cutting social issues, such as HIV/AIDS in countries where infection rates can be up to 20-30%.
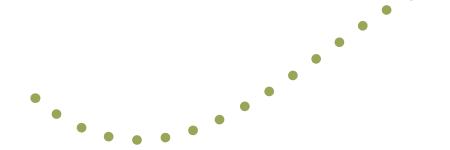
GUINEA-BISSAU:

Major Denise Dantas de Aquino of UNIOGBIS explained in her presentation that UNIOGBIS offers specialised gender training for different types of personnel. For example, a basic gender training course is offered to UNIOGBIS staff in the Police Reform Unit, while a more advanced course is offered to UNIOGBIS Gender & SSR/Rule of Law (RoL) experts. Furthermore, a training module on SGBV was specifically designed as part of the training course for the 34 selected police officers who will be part of the Model Police Station (MPS) project. This training begins in July 2010, and the module will cover types of SGBV, human rights, and prevention strategies.

GHANA:

In her presentation, Ms. Aïssatou Fall reported that from 2004 up till now, the KAIPTC has trained over 2,000 security sector and civilian personnel involved in peacekeeping missions or other related activities. Following a question regarding the selection of participants to attend KAIPTC courses, Ms. Fall responded that, first of all, the course is advertised on the KAIPTC website. Application forms can be downloaded from the internet, filled in and returned to KAIPTC. Then a selection committee go through the different applications.

LESSON IDENTIFIED 3: EFFECTIVE TRAINING METHODOLOGY AND MONITORING AND EVALUATION

Colonel Diabaté emphasized that good methodology is needed in order to effect positive changes in behaviour through gender training. A good practice, the Colonel argued, is to base training on regional and international texts, such as UNSCR 1325 or the African Union Solemn Declaration of Gender Equality, because they can be powerful tools in highlighting the importance of gender equality in the security sector. Elaborating on this point, Ms. Fall explained that there is a need to break down large international agreements into concepts and examples that are applicable to the daily experiences of participants. It is also important to consider how the participants will implement the training in their day-to-day lives. She argued that this is why training should focus less on memorization of theory and statistics, and more on how to undertake gender-sensitive activities. She emphasized that gender should therefore not be presented as a history of women or as a concept that exists in isolation, but rather as a cross-cutting issue that runs through society and daily social interactions, involving both men and women. Additionally, Dr. Agomoh suggested that an interactive and participatory approach to training helps participants to feel more involved, retain their attention and help them relate to the messages of the training.

Colonel Diabaté and Dr. Agomoh both indicated that gender training aims to produce changes in perspective and behaviour. As such, they argued that codes of conduct and operational guidelines should be developed to reinforce on a daily basis the positive behaviours that were taught during the training programmes. In addition, internal and external oversight mechanisms can be put in place to track progress at the practice level. However, Ms. Fall argued that it is difficult to measure behavioural changes and other impacts of gender training. There is a need, she stated, for follow-up assessments that involve both quantitative and qualitative indicators to evaluate what changes were achieved through the training. In the question and answer session, Mr. Fernando Partida of UN-INSTRAW suggested that there is a need for increased inter-agency coordination. For example, he suggested that it would be helpful for regional training centres to coordinate with national SSIs or peacekeeping missions for whom the training was conducted, to monitor and promote implementation of the gender perspectives from training.

GHANA:

In her presentation, Ms. Fall reported that in order to promote gender mainstreaming, the KAIPTC treats gender as a cross-cutting issue in all of its training courses. Rather than having only one course that focuses on gender, she explained, gender perspectives and issues are integrated into each course.

NIGERIA:

Ms. Uju Agomoh stated that in addition to lectures about gender and justice issues, PRAWA uses discussion groups, case studies and role playing in their training of prison officers to help reinforce key messages, open dialogue on relevant issues, and help participants envisage how they can integrate gender awareness into their daily jobs.

SIERRA LEONE:

Ms. Eva Dalak highlighted that Programme 17 of the United Nations Joint Vision for Sierra Leone is "Promoting Gender Equality and Women's Rights". As such, she explained, the United Nations Integrated Peacekeeping Office in Sierra Leone (UNIPSIL) is undertaking human rights and gender training activities with the Sierra Leone Police – including the Family Support Units (FSUs) – and the Republic of Sierra Leone Armed Forces (RSLAF).

Fernando Partida,
Nicolas Guinard, Lt.
Colonel Sankoun Faty
© DCAF, 2010

LOOKING FORWARD: WRAP-UP AND NEXT STEPS

CHAIR: PATRICE VAHARD, SENIOR HUMAN RIGHTS ADVISOR, UNITED NATIONS OFFICE FOR WEST AFRICA (UNOWA)
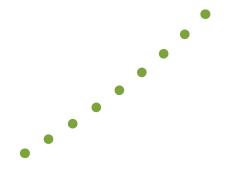
SPEAKER: DR. NANA C.E. PRATT, MARWOPNET, SIERRA LEONE

Ms. Pratt noted the importance of linking peace and security at the community level with national SSIs. It is necessary for security sector actors to communicate and share information about their activities, mandates and responsibilities with the public, especially in local languages. However, the lack of resources often prevents such activities, and highlights the strong need for the security sector to allocate technology, material and human resources to public outreach.

There is also a need for coalitions or partnerships between SSIs and CSOs, to jointly build frameworks on gender and the security sector, and to guide implementation efforts. Furthermore, Ms. Pratt emphasized that the main tactic for retaining women in the security sector should be through continual education to ensure upward mobility.

Female police officers during Guinea-Bissau's International Women's Day [Courtesy of Denise Dantas de Aquino]

SPEAKER: MS. NDIORO NDIAYE, PRESIDENT, ALLIANCE FOR MIGRATION LEADERSHIP AND DEVELOPMENT (AMLD), SENEGAL

Ms. Ndiaye noted that partnerships and capacity-building activities must be integrated into all aspects of the security sector, ministries, and civil society. She added that gender issues remain absent within national security strategies. Consequently, she emphasized the need for reform.

The Senegalese Armed Forces will celebrate their 50th anniversary in November 2010, and gender will be a key topic of discussion. Before the celebration, Ms. Ndiaye stated that she would like to hold a gender mainstreaming workshop focusing on gender sensitivity within the security sector. She emphasized that the notion of gender does not rest in numbers, statistics, and figures but in bridging the gap between men and women.

She noted the lack of political will in the military and other SSIs to integrate gender perspectives. In the case of Senegal, it is difficult to find information about gender and SSR, and the information that is available cannot be easily accessed. She highlighted the need to address issues of migration, and how migration flows are linked to gender and security.

In closing, Ms. Ndiaye proposed as an outcome of this regional conference the organisation of a mini-summit of ECOWAS heads of State on gender and SSR, led by the regional conference partners.

SPEAKER: HELGE FLÄRD, REGIONAL RULE OF LAW SPECIALIST, UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)

Helge Flärd recognised that gender and SSR is a broad topic, and therefore there is a need to follow up on a conference such as this with sub-meetings on specific topics and themes. Specifically, the female representation in the security sector is an overarching issue that needs to be addressed. He stated that the obstacles to women gaining influence in the security sector, and the further challenge of retaining women in security sector positions, also need to be explored.

Mr. Flärd emphasized the potential of national policy and action plans to provide strategic frameworks, implementation guidelines, and accountability structures within SSIs. He further stated that safety and security predicaments at the local level need to be assessed. UNDP is interested in all these areas, in particular supporting national agendas.

SPEAKER: MAJOR DENISE DANTAS DE AQUINO, UNITED NATIONS INTEGRATED PEACE-BUILDING OFFICE IN GUINEA-BISSAU (UNIOGBIS)

In order to maintain security in Guinea-Bissau, UNIOGBIS has been taking steps to help strengthen national institutions. It has been supporting the establishment of effective police and justice systems, and efforts for mainstreaming gender into peace building. Gender perspectives were included in the Master Plan for the Model Police Station. UNIOGBIS also established a Vulnerable People Unit. The selection of staff for the Model Police Station emphasized the need for improving the gender ratio by allocating 20% of the vacancies to women. In addition, UNIOGBIS has been promoting empowerment through campaigns and policewomen's parades, training on gender issues for new recruits, and seeking civil society input.
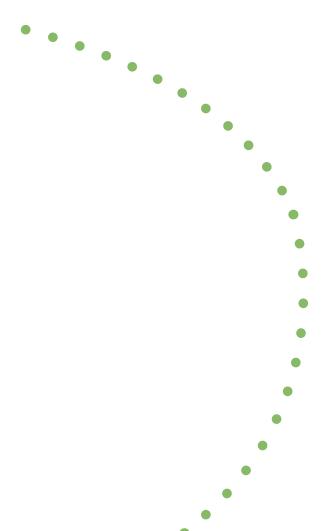
CLOSING SESSION: CONFERENCE FINDINGS

Speakers:
Ambassador Léandre Bassole, Director, UNOWA
Ms. Aminatta Dibba, Director, EGDC
Ms. Anja Ebnöther, Assistant Director and Head of Special Programmes, DCAF

Ambassador Léandre Bassole, Director of UNOWA, praised the quality of the discussions that took place during the three-day conference. He noted that the information shared revealed that some countries in West Africa persistently lack consideration for gender in the security sector. This issue merits more attention because peace and security in the region depend a great deal on SSR and democratisation, and gender equality is an integral part of consolidating democratic culture. He highlighted UNOWA's commitment to assisting countries in West Africa in promoting a cooperative approach to peace and stability, and establishing gender networks in the security sector.

The next speaker, Ms. Aminatta Dibba of the ECOWAS Gender Development Centre, emphasized that UNSCRs 1325 and 1820 are key instruments for promoting participation and gender equality. However, as seen during the conference, 10 years following the adoption of UNSCR 1325 there are still barriers to its full implementation. As such, she argued that more women must participate in security sector decision-making processes, which could be achieved through national action plans for the implementation of 1325. Additionally, the culture of silence and taboo that shrouds the issue of sexual violence also contributes to the perpetuation of gender discrimination and gender-based violence in West Africa. As expressed in the conference, civil society can play a role in breaking this silence and inducing open dialogue on the issue within society. Training was also highlighted as a key tool for achieving gender awareness and equity. Engaging men as trainers can contribute to a better gender balance and eliminate stereotypes and confusion about the concept of gender.

Ms. Anja Ebnöther of DCAF agreed that training is important, but stressed that it is not sufficient in itself and should be accompanied by changes within security sector human resources structures. . In this respect, she said, it is not surprising that many participants focused on the retention and promotion of female staff – an issue that fits within the larger scope of gender mainstreaming. She emphasised the need for an overview of the current state of gender mainstreaming in the West African security sector, and that DCAF is currently finalizing a regional survey on this topic, conducted by expert researchers, which will document and collect best practices. However, the secrecy of the security sector and the difficulty in accessing information and data is problematic and should be addressed. DCAF plans to continue its work in the region and support national and regional initiatives to strengthen the integration of gender issues into the security sector.

Aïssatou Fall,
Ndioro Ndiaye, Zeïni
Moulaye, Ashira
Irène Assih-Aissah
© DCAF, 2010

SUMMARY OF LESSONS IDENTIFIED

GENDER ASSESSMENTS OF THE SECURITY SECTOR

1. **Access to information and data**
   There is a need for more transparency and better access to data on gender and security sector reform. There is very little information published, and gathering information is difficult owing to cultures of secrecy and the reluctance of SSIs to provide information to civilians.

2. **Role of gender assessments**
   Gender assessments are a useful tool to identify gaps, needs and existing good practices within the security sector. This information is crucial for planning and implementing gender initiatives in SSIs.

3. **Assessment findings**
   Overall, gender assessments undertaken in Côte d'Ivoire, Liberia, Mali and Senegal all indicate a need for institutional policies on gender and increased recruitment of women.

PROVISION OF SECURITY AND JUSTICE SERVICES TO MEN AND WOMEN

4. **Adequate legal frameworks and implementation strategies**
   Legal steps should be taken to progressively eliminate discrimination and violence against women in society, such as revising constitutions to prohibit gender discrimination or updating penal codes to enable prosecution of gender-based violence. It is important to have clear strategies for implementing these legal frameworks, such as training, recruitment strategies, community outreach, and modification of institutional security sector policies.

5. **Community participation and outreach**
   Public consultation during SSR and the formulation of security laws and policies can help to better identify security needs and issues from the direct beneficiaries of security sector services. Such consultations should involve both men and women.

6. **Specific initiatives to increase access to security and justice**

   Reforms and targeted programmes within SSIs, such as establishing a special court to try cases of sexual violence or setting up a specific unit within the police to handle crimes of domestic violence, are essential to improve women's and men's access to security and justice. Additionally, outreach initiatives and community-based programmes, such as legal aid centres or support programmes for victims of gender-based violence, can help more citizens realise their rights or have access to recourse if their rights have been violated.

CIVIL SOCIETY OVERSIGHT

7. **Capacity building and awareness-raising for civil society organisations**

   There is a need for capacity building and awareness-raising activities targeted at women's organisations, to develop their understanding and confidence to engage with SSIs.

8. **Networking and coalition-building amongst civil society organisations**

   CSOs, in particular women's organisations, need to work together in order to increase the reach and impact of their advocacy through a strengthened, unified message. CSOs may be more successful when engaging with the government if they form coalitions or working groups. There is also a need for national and regional networking and experience-sharing so that CSOs can learn from and support one another.

9. **Strengthening linkages between civil society organisations, national women's machineries and security sector institutions**

   Stronger collaboration mechanisms between these actors not only provide a greater opportunity for civil society monitoring and advocacy, but open channels of communication and support through the exchange of ideas, recommendations and training. Multi-stakeholder partnerships can sustain momentum to formulate and implement gender-sensitive reform processes within the security sector.

GENDER AND SECURITY POLICIES

10. **Developing national and institutional gender policies**

    Developing gender policies in line with international legal frameworks such as UNSCR 1325 can support a more gender-sensitive SSR process. For instance, national action plans on UNSCR 1325 can help to set an agenda for the further development of national and institutional gender policies. Gender issues should also be integrated into existing policies, such as national security policies, to ensure that they are gender-responsive.

11. **Political will and leadership**

    Sustained political will and strong female leadership can promote a shift in thinking about gender, which is necessary for gender issues to be seriously addressed in national and institutional policy. Furthermore, the commitment and drive of security sector leadership is important to ensure that gender policies and laws are implemented and enforced.

12. **Consultation and participation**

    Security policy-making processes must be both consultative and participatory, with committees and focus groups comprising SSIs, relevant ministries, including ministries of women/gender, and CSOs. In addition, community-level engagement, for instance through regional consultation meetings or local police boards, is essential.

INTERNAL OVERSIGHT MECHANISMS

13. **National and institutional laws and decrees**

    A first step towards establishing effective internal oversight mechanisms is to develop national laws, decrees and labour codes prohibiting gender discrimination and sexual harassment, and developing security sector-specific laws and decrees that outline appropriate conduct and identify punishable actions.

14. **Complaint mechanisms and penalties**
There is a need for specific mechanisms that address and punish discrimination and sexual crimes committed by security sector staff against colleagues or civilians in order to reduce these abuses, increase reporting and end impunity. Possible solutions include establishing effective complaints bureaus, call centres and independent mediators and/or collaborating with women's organisations and ministries of gender/women to support victims.

15. **Gender focal points**
The establishment of gender focal points or gender units that are adequately staffed and resourced can contribute to mainstreaming gender issues throughout SSIs, including through gender training of policymakers. Gender focal points should not exclusively be women because this perpetuates the misunderstanding that gender is only about women.

RECRUITMENT, RETENTION AND ADVANCEMENT OF FEMALE SECURITY PERSONNEL

16. **Strategic targets/quotas**
Setting specific targets or quotas for the recruitment of women, in addition to modifying discriminatory recruitment policies, and developing and implementing strategies or action plans to fulfil such quotas constitute positive steps towards including more women within SSIs. However, some see quotas as discriminatory and instead promote awareness-raising with women as an alternative.

17. **Requirements and training for recruitment and promotion**
There should be different physical testing for men and women during recruitment processes. Some argue that in order to earn the respect of male colleagues and prevent discrimination, women should be subject to the same education requirements, training and competency testing as men. Others argue that because women do not have the same educational opportunities as men in many West African countries, their education requirements should be lower, and supplemented through "catch up" programmes. Overall, women should have access to the same training opportunities as men in order to be competitive for promotion.

18. **Awareness-raising, human resources reform and new infrastructure**
Quotas and training are not sufficient for encouraging women to join SSIs. Media platforms can be used to make women aware of opportunities in the security sector. Additionally, discriminatory policies with regards to marriage, pregnancy and children should be amended, and SSIs should take active steps to offer services to women – such as day-care and nursery facilities – to help them balance their professional and family responsibilities. Finally, infrastructure should be adapted to women's needs (e.g., separate washing facilities and sleeping quarters).

FEMALE SECURITY SECTOR STAFF ASSOCIATIONS

19. **Common platform for promoting gender equality within security sector institutions**
Female security sector staff associations can advocate for gender mainstreaming and the equality and rights of women in SSIs through a unified message and collective action. Associations can also collaborate with SSIs to enhance the capacity to address discrimination and gender-based violence.

20. **Supporting female security sector personnel and strengthening female security sector associations**
A lack of confidence and self-esteem amongst female security sector personnel were identified as a key gap to be addressed by mentoring and coaching. In addition, associations need financial and political support which can be gained through increased fundraising, collaborative partnerships and networking/idea-sharing amongst associations.

GENDER TRAINING

21. **Diversity and representation among training participants and trainers**
Male and female security sector staff at all levels, from new recruits to commanding officers, should participate in gender training. Training of trainers is important for ensuring sustainability of training programmes as part of standard curriculum in military/police academies, and an effort should be made to have both male and female gender trainers.

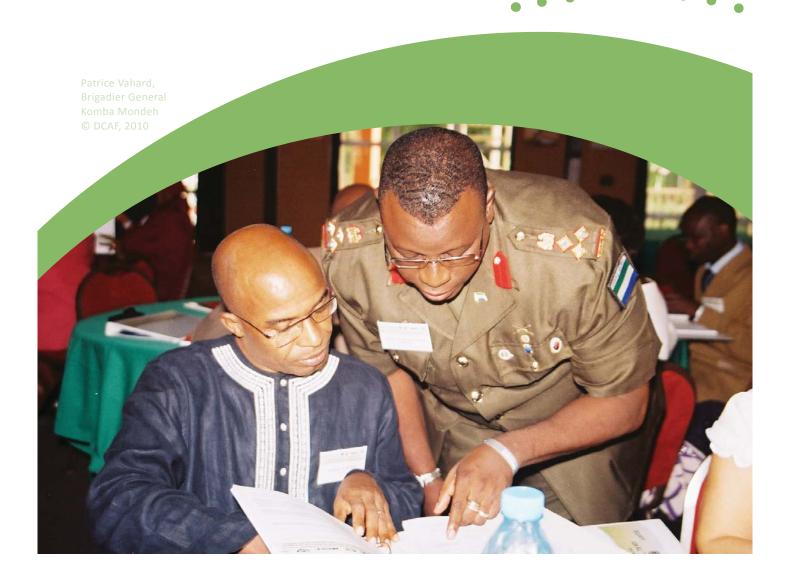22. **Adapting gender training to the specific audience/ context**

Gender training should be adapted to different audiences – different types of personnel, different levels of education, and different local contexts. Gender training can also be a medium for addressing cross-cutting regional issues, such as HIV/AIDS.

23. **Effective training methodology and monitoring and evaluation**

Regional and international texts, such as UNSCR 1325 or the African Union Solemn Declaration on Gender Equality, can be powerful tools in gender training, although they should be broken down into concepts and examples that are applicable to the daily experiences of participants. An interactive and participatory approach to training helps participants relate to the messages. Additionally, codes of conduct and operational guidelines can reinforce on a daily basis the positive behaviours that were taught during the training programmes. Internal and external oversight mechanisms can be put in place to track progress at the practice level.

CONFERENCE FOLLOW UP

The outputs of the conference will include a comprehensive conference report in English and French, and the establishment of an informal network of West African gender and security sector experts in connection with the existing ECOWAS/UN regional forum of SSR experts and practitioners. In addition, information from the conference – including the Lessons Learned briefs – will be summarised and adapted to different audiences, such as policymakers, and distributed online and in hard copy throughout the region. Finally, information gathered during the conference will feed into the final version of the DCAF Gender Survey of Security Sector Institutions in ECOWAS Countries as well as provide input into ongoing and future gender and SSR initiatives in West Africa.

Patrice Vahard,
Brigadier General
Komba Mondeh
© DCAF, 2010

ANNEX 1: CONFERENCE AGENDA

MONDAY, 21 JUNE

15.00/17.00   Bus departure from Dakar to Saly

19.30 – 20.30   Welcome reception

20.30 – 22.00   Dinner

TUESDAY, 22 JUNE

08.15 – 08.45   Registration

08.45 – 09.30   Welcome and introduction

Speakers: Anatole Ayissi, UNOWA; Anja Ebnöther, DCAF; Aminatta Dibba, ECOWAS Gender Development Center; Nana Pratt, MARWOPNET, Ndioro Ndiaye, AMLD

09.30 – 10.00   Coffee/tea break and official photograph

10.00 – 11.00   Setting the stage: gender and the security sector in West Africa

Chair: Eboe Hutchful, African Security Sector Network
Speaker: Jean Jacques Purusi, International Committee for Conflict Management
This session will provide an overview of the current level of integration of gender issues in security sector institutions in ECOWAS countries through the presentation of draft findings from the DCAF Regional Gender and Security Sector Survey.

11.00 – 12.30   **Topic 1:** Gender assessments of the security sector

Chair: General Lamine Cissé, Special Envoy of ECOWAS for security sector reform in Guinea
Speakers: Ndioro Ndiaye, AMLD (Senegal Assessment); Fatimata Dicko-Zouboye (Mali Assessment); Caroline Bowah (Liberia Police Assessment); Michèle Olga Pépé (Côte d'Ivoire Assessment)
This session will present findings from in-depth country assessments of gender and security sector issues, including opportunities and challenges of data collection.

12.30 – 13.30   Lunch

13.30 – 15.00   **Topic 2:** Provision of security and justice services to men and women

Chair: Josephine Odera, UNIFEM West Africa Sub-Regional Office
Speakers: Commissioner Anna Semou Faye, Senegalese Police (TBC); Maria das Dores Lima Gomes, Juge du Suprême Tribunal Cape Verde; Kemi Asiwaju, CLEEN Foundation Nigeria
This session will focus on sharing good practices that security sector institutions have adopted in order to better respond to the different security needs of women, men, boys and girls – including gender-based violence – and to improve access to justice by women and men.

Topic 3: Civil society oversight: collaboration between women's organisations, gender machineries and security sector institutions

Chair: Eboe Hutchful, African Security Sector Network
Speakers: Nana Pratt, MARWOPNET; Cecil Griffiths, LINLEA; Salimata Porquet, NOPSWECO; Comfort Funke Oladipo, Nigerian Federal Ministry of Women Affairs and Social Development
This session will provide an overview of how women's organisations and national gender machineries can engage with security sector institutions as well as how civil society oversight of the security sector can incorporate issues of gender equality.

15.00 – 15.30   Coffee/tea break

15.30 – 16.15   Small group discussion

16.15 – 17.30   Plenary report back and summary

20.00 – 21.30   Official dinner

WEDNESDAY, 23 JUNE

08.30 – 10.30   **Topic 4:** Gender and security policies

Chair: Aminatta Dibba, ECOWAS Gender Development Center
Speakers: Frederick Gbemie, Liberian Office of National Security; Francis Alieu Munu, AIG Sierra Leone Police; Brigadier General Komba Mondeh, Republic of Sierra Leone Armed Forces
This session will cover two fundamental areas, the integration of gender into national and institutional-level security and defence policies as well as specific institutional gender policies such as a gender action plan or policy on sexual harassment.

Topic 5: Internal oversight mechanisms

Chair: Norman Mlambo, SSR Focal Point African Union
Speakers: Chinenye Dave-Odigie, Nigerian Institute for Peace and Conflict Resolution; Henriette Ramde, Prison Security Inspector Burkina Faso; Affoué Sangaré-Kouassi, Ministry of Defence Côte d'Ivoire
Beyond policies, this session will focus on the institutional mechanisms necessary for prevention of and response to discrimination, sexual harassment and sexual abuse and exploitation such as ombudsinsitutions, gender focal points and harassment hotlines.

10.30 – 11.00   Coffee/tea break

11.00 – 11.45   Small group discussion

11.45 – 13.00   Plenary report back and summary

13.00 – 14.00   Lunch

14.00 – 15.30   **Topic 6:** Recruitment, retention and advancement of female security personnel

Chair: Zeïni Moulaye, National Coordinator PGPSP, Mali
Speakers: Colonel Abdoulaye Seck, Senegalese Armed Forces (TBC); Christine Sougué, Burkina Faso Armed Forces; Abla Wiliams, Liberia Bureau of Immigration and Naturalisation
This session will focus on exchanging good practices on increasing the recruitment, retention and advancement of women within security sector institutions.

Topic 7: Female security sector staff associations

Chair: Kossi Mawuli Agokla, UNREC
Speakers: Asatu Bah-Kenneth, President of LIFLEA; Feima Vandi, Coordinator of WISS-SL; Marie-Elise Gbedo, President of the Women Lawyers Association of Benin
This session will explore the opportunities and challenges for female staff associations to promote gender equality within security sector institutions.

15.30 – 16.00   Coffee/tea break

16.00 – 16.45   Small group discussion

16.45 – 18.00   Plenary report back and summary

20.00 – 21.30   Dinner

THURSDAY, 24 JUNE

08.30 – 10.30   **Topic 8:** Gender training

Chair: Aissatu Fall, KAIPTC
Speakers: Colonel Coulibaly Kani Diabaté, Mali Ministry of Defence; Commissioner Mamour Jobe, Gambia Police; Uju Agomah, PRAWA Nigeria
The session will provide an introduction to good practices on gender training for security sector personnel, including integrating gender issues into standard training as well as the provision of separate training sessions on topics such as sexual exploitation and abuse, women's human rights or gender awareness.

10.30 – 11.00   Coffee/tea break

11.00 – 12.30   **Looking forward:** wrap-up and next steps

Chair: Patrice Vahard, UNOWA
Speakers: Nana Pratt, MARWOPNET; Ndioro Ndiaye, AMLD; Helge Flärd, UNDP; Major Denise Dantas de Aquino, UNIOGBIS

12.30 – 14.00   Lunch

14.00 – 15.30   **Closing session:** conference findings

Speakers: Mme Ndeye Khady Diop, Senegalese Minister of Family Affairs, Food Security, Women's Entrepreneurship, Micro-Financing and Children; Aminatta Dibba, ECOWAS Gender Development Center; UNOWA; Anja Ebnöther, DCAF

16.15   Bus departure from Saly to Dakar

ANNEX 2: PARTICIPANT LIST

Last name / First name	Country	Title / Position / Organisation	Email
AGOKLA, Kossi Mawuli	Togo	Coordinateur du projet ASSEREP UNREC LOME	kagokla@unrec.org
AGOMOH, Uju	Nigeria	Executive Director, PRAWA	uagomoh@prawa.org
AHMADU, Valkamiya	Nigeria	Intern, CLEEN Foundation	val.ahmadu@cleen.org
AMADOU SANDA, Aboubakar	Niger	Colonel, Chef de corps du groupement d'instruction de Tondibiah, Forces Armées Nigeriennes	sandaboub@yahoo.fr
ASSIH-AISSAH, Ashira Irène	Togo	Ancienne Ministre des affaires sociales, de la promotion de la femme et de la protection de l'enfance ; Consultante, Université de Lomé	arcfed5@yahoo.fr
ATSIN, Viviane N'Taho	Côte d'Ivoire	Commissaire de police 1ère classe, Directrice de la formation et de l'école nationale de police	eventail@enp-ci.com
AYISSI, Anatole	Sénégal	Senior Political Affairs Officer, UNOWA	ayissi@un.org
BAH-KENNETH, Asatu	Liberia	Colonel, President, Liberia Female Law Enforcement Association	asatuken@yahoo.com
BALBIN, Beatriz	Sierra Leone	Chief of Human Rights Section, UNIPSIL	balbinb@un.org
BOWAH, Caroline	Liberia	SNR Project Officer, Foundation for Human Rights and Democracy	cbowah@gmail.com
CABRAL, Maria Teresa Oliveira	Cabo Verde	Sous Chef de la Police Nationale, Coordinatrice du Cabinet d'Appui aux Victimes de Violence Domestique, Approche Genre	mteroliva@hotmail.com
CISSÉ, Lamine	Sénégal	Général, AMLD	laminecisse0039@yahoo.fr
COLY, Pierre Lucien	Sénégal	Coordinateur national, WANEP	pierrelucien2006@yahoo.fr
COULIBALY, Kani Diabaté	Mali	Dr. Colonel, Ministère de la Défense et des Anciens Combattants du Mali, Formatrice en « Genre dans les Conflits », « Droits et Protection des Enfants, Avant Pendant et Après les Conflits » et en « Gestion de la problématique des Armes Légères »	djelica2002@yahoo.fr

Last name / First name	Country	Title / Position / Organisation	Email
COULIBALY, Mariame	Sénégal	Chargée de programme régionale EFH/CECI/Uniterra, et Présidente de WILDAF/FeDDAF Sénégal	wildafsen@hotmail.com
DALAK, Eva	Côte d'Ivoire	Responsable de l'unité genre, UNOCI	dalak@un.org
DANTAS de AQUINO, Denise	Guinea-Bissau	Gender Focal Point of the Police Reform Unit/SSR, UNIOGBIS	aquinod@un.org
DAVE-ODIGIE, Chinenye	Nigeria	Senior Research Officer, Institute for Peace and Conflict Resolution	irukadave@yahoo.com
DIBBA, Aminatta	Sénégal	Director, ECOWAS Gender Development Centre	adibba.egdc@orange.sn
DICKO-ZOUBOYE, Fatimata	Mali	Notaire	etudezouboye@orangemali.net
DUTOUR, Isabelle	Sénégal	Unité RSS/SSR Unit, UNOWA	isabelle.dutour@hotmail.fr
EBNÖTHER, Anja	Switzerland	Assistant Director and Head of Special Programmes, DCAF	a.ebnoether@dcaf.ch
FALL, Aïssatou	Ghana	Head of Programme, Gender in Peacekeeping, Peace and Security, KAIPTC	aissatou.fall@kaiptc.org
FATY, Sankoun	Sénégal	Lt. Colonel, Inspecteur technique - Président du Conseil d'administration de la coopérative d'habitat de la gendarmerie	sankoun_faty@yahoo.fr
FLÄRD, Helge	Sénégal	Regional Rule of Law Specialist, UNDP/BCPR	helge.flard@undp.org
GBEDO, A. Marie-Elise C.	Bénin	Présidente, Association de femmes juristes du Bénin	cabmeg@intnet.bj
GBEMIE, Frederick L.M.	Liberia	National SSR Coordinator, Office of National Security Advisor, Government of Liberia	frederick.gbemie@gmail.com
GOMES, Maria das Dores	Cabo Verde	Juge du Tribunal da Praia, Présidente de l'Association des femmes juristes, Vice Présidente de la Fédération internationale des femmes des carrières juridiques	dodogomes@hotmail.com
GRIFFITHS, Cecil B.	Liberia	President, Liberia National Law Enforcement Association	cbgriffiths@yahoo.com

Last name / First name	Country	Title / Position / Organisation	Email
GRIMM, Karin	Switzerland	Gender and SSR Project Coordinator, DCAF	k.grimm@dcaf.ch
GUEYE, François Daour	Sénégal	Chef de la DEPS – Direction Genre, Ministère de la famille, de la solidarité nationale, de la sécurité alimentaire, de l'entreprenariat, de la microfinance, et de la petite enfance.	francoisdaour@yahoo.fr
GUINARD, Nicolas	Sénégal	Conseiller RSS/SSR Adviser, UNOWA	guinardn@un.org
GUMAH, Awudu Ahmed	Sénégal	Head of Planning, Research, Monitoring and Evaluation, ECOWAS Gender Development Centre	agumah@yahoo.com
HUTCHFUL, Eboe	USA / Ghana	Professor, Chair of African Security Sector Network	eboehutchf@aol.com
JOBE, Mamour	The Gambia	Commissioner, The Gambian Police Force	jmamour@hotmail.com
KABA, Djakagbe	Guinée Conakry	Présidente, Association Guinéenne pour l'Allègement des Charges Féminines	femrural@yahoo.fr
KEITA, Oulie	Sénégal	Regional Programmes Coordinator, Femmes Africa Solidarité	pofficerdk@fasngo.org
LAMY, Frederick	Sénégal	Associate Expert in Political Affairs, UNOWA	lamyf@un.org
LAWEL, Chékou Koré	Niger	Colonel de Gendarmerie, Président de la Haute Autorité à la Réconciliation Nationale et à la Consolidation de la Démocratie, Présidence de la République du Niger	lawelko@yahoo.fr
MARIAS, Carrie	Sénégal	Specialist on democracy and culture of peace, International Committee for Conflict Management	carriemarias@yahoo.fr
MLAMBO, Norman	Continental	SSR Focal Point, AU Commission	mlambon@africa-union.org
MONDEH, Komba	Sierra Leone	Brigadier General, Assistant Chief of Defense Staff for Operations and Plans, Republic of Sierra Leone Armed Forces / Ministry of Defence	papimoe2001@yahoo.com
MONSTON-LILLIGREN, Mariah	Sénégal		mtereydje@gmail.com

Last name / First name	Country	Title / Position / Organisation	Email
MOULAYE, Zeïni	Mali	Coordinateur, Programme Gouvernance Partagée de la Sécurité et de la Paix / Réseau Ouest Africain pour la Sécurité et la Gouvernance Démocratique	zeinimoulaye@yahoo.fr
MUNU, Francis Alieu	Sierra Leone	Assistant Inspector-General, Crime and Intelligence, Sierra Leone Police	munufa@yahoo.co.uk
N'DIAYE, Boubacar	USA/Sénégal	Associate Professor, Africana Studies / Political Sciences, The College of Wooster, African Security Sector Network	bndiaye@wooster.edu
NDIAYE, Ndioro	Sénégal	Présidente, Alliance pour la Migration, le Leadership et le Développement	ndioro.ndiaye@hotmail.com
NIANG, Moussa	Sénégal	AMLD Sociologue	mniangsoc@gmail.com
ODERA, Josephine	Sénégal	Representative and Regional Programme Director, UNIFEM West Africa Sub-Regional Office	josephine.odera@unifem.org
OKENYODO, Kemi	Nigeria	Deputy Executive Director, CLEEN Foundation	asiwaju@cleen.org
OLADIPO, Comfort Funke	Nigeria	Assistant Chief Women Development Officer, Federal Ministry of Women Affairs and Social Development	funkedipo@yahoo.com
ONIWA, Marie	Dominican Republic	Gender, Peace and Security Programme, SCR 1325 Coordinator, UN-INSTRAW	moniwa@un-instraw.org
PARTIDA, Fernando	Dominican Republic	Gender, Peace and Security Programme Coordinator, UN-INSTRAW	fpartida@un-instraw.org
PEPE, Michèle Olga	Côte d'Ivoire	Présidente, RASALAO Côte d'Ivoire	mikpep@yahoo.fr
PIRLOT de CORBION, Alexandrine	Sénégal	Assistant Communication Officer, Femmes Africa Solidarité	acommunicationdk@fasngo.org
PORQUET, Salimata	Côte d'Ivoire	Présidente, Réseau Paix et Sécurité pour les Femme de l'espace CEDEAO	fefeedes@yahoo.com
PRATT, Nana	Sierra Leone	Co-coordinator, 1325 Project; Chair, Media and Communication Committee MARWOPNET; Secretary-General, National Organization for Women Sierra Leone	npratt3@yahoo.com

Last name / First name	Country	Title / Position / Organisation	Email
PURUSI, Jean Jacques	Belgium	Director of Operations, International Committee for Conflict Management	purusi2002@yahoo.fr
RAMDE/NIKIEMA, Henriette	Burkina-Faso	Directrice générale de la Garde de sécurité pénitentiaire, Ministère de la justice	ranihenriette@yahoo.fr
SALLAH- NJIE, Janet R.	The Gambia	President, Female Lawyers Association – Gambia	jsnjie@qanet.gm
SAMPSON, Peter	Sénégal	Mediation Support Adviser, UNOWA	sampsonp@un.org
SANGARÉ-KOUASSI, Affoué	Côte d'Ivoire	Chef de Cabinet Civil, Ministère de la Défense	sangareaffoue@hotmail.com
SECK, Abdoulaye	Sénégal	Colonel, Forces armées du Sénégal	abseck01@yahoo.fr
SOUGUÉ, Christine	Burkina-Faso	Lieutenant, Direction centrale des ressources humaines des armées	souguechristine@yahoo.fr
TAFESSE, Eleni	Ethiopia	Intern, AU Commission	elenitafesse@gmail.com
TANGA, Hortense Marie Louise	Burkina-Faso	Ministère de la Promotion de la Femme, Directrice du Centre d'Information, de Formation et de Recherche-Action sur la Femme,	hml_tanga@yahoo.fr
TAVARES SEMEDO, Manuel António	Cabo Verde	Responsables des Stagiaires, Formations Approche Genre, Direction de la Police des Etrangers et des Frontières	waldirsemedo@hotmail.com
TROUP, Jeanne	Sénégal	AMLD	jtroup01@villanova.edu
VAHARD, Patrice	Sénégal	Senior Human Rights Adviser, UNOWA	vahard@un.org
VALASEK, Kristin	Switzerland	Gender and SSR Project Coordinator, DCAF	k.valasek@dcaf.ch
VANDI, Feima Florence	Sierra Leone	Lieutenant, President, Women In Security Sector Sierra-Leone	fpavandi@yahoo.com
VANDI, Charles	Sierra Leone	Programme Officer, Ministry of Social Welfare, Gender and Children's Affairs	charlesvandi04@yahoo.com

ANNEX 3: LESSONS-LEARNED BRIEF TEMPLATE

LESSONS-LEARNED BRIEF

One of the key objectives of this conference is to share, validate and document good practices and lessons learned from West Africa on integrating gender into SSR processes and security sector institutions. Your knowledge and experiences are a vital contribution and will serve to inform and inspire. Please take a moment to share your experience on XXXXX with us – include as many details as possible.

The information in this lessons-learned brief will be made public, including potentially citing it in the conference report and/or publishing it online. It will be clearly attributed to you.

Please complete the lessons-learned brief electronically and send it to Kristin Valasek at k.valasek@dcaf.ch by **31 May 2010**. The boxes are expandable so please do include as much information as possible.

NAME: ....
TITLE: ....
POSITION: ....
ORGANISATION: ....
EMAIL (for internal use only): ....

Please describe in detail the XXXX (projects, initiatives, processes) that you have been involved in:

What was the impact/result?

What were the key challenges?

What was done to address/overcome these key challenges?

What are three things you now feel could have been done differently?

1. ....

2. ....

3. ....

What are three things you think have worked well and would recommend to colleagues working on similar issues?

1. ....

2. ....

3. ....

Additional information?

ANNEX 4: DCAF GENDER SURVEY OF SECURITY SECTOR INSTITUTIONS IN ECOWAS COUNTRIES

PROVISIONAL SUMMARY AND FINDINGS[5]

This is a report of initial findings and recommendations from the DCAF gender survey of security sector institutions in the fifteen ECOWAS countries. The survey began in January 2010 and the final report will be available online in English and French in September 2010. This summary is specifically focused on Liberia and Sierra Leone, due to their achievements and similar challenges in their efforts to integrate gender into security sector institutions during the last decade. Data from Benin, Burkina Faso, Cape Verde, Côte D'Ivoire, Guinea-Bissau, Liberia, Mali, Niger, Senegal, Sierra Leone and Togo have also been factored into the sections on challenges and recommendations. This summary does not yet include information from The Gambia, Ghana, Guinea and Nigeria, where data collection is still ongoing.

RATIONALE AND METHODOLOGY

Information on gender in the security sector in West Africa is scarce. This lack of documentation hinders the integration of gender into security sector institutions and security sector reform (SSR) processes as information is not shared between different countries in the region or between different institutions in the same country. So while certain institutions, such as the police in Sierra Leone and Liberia, have come quite far in the integration of gender, other institutions such as prisons, fire forces and the armed forces, have only implemented limited – if any – gender-sensitive reforms. In addition, security sector personnel are often unaware of gender-related initiatives within their own institutions.

In order to fill this gap, DCAF decided to undertake a regional survey on the current level of integration of gender issues into security sector institutions in ECOWAS countries. The survey specifically focuses on the police service, armed forces and gendarmerie, justice system and penal services.

The main objective of the survey is to document and disseminate information on gender and security sector institutions in West Africa, and more specifically to:

• Identify good practices and lessons learned on the integration of gender into security sector institutions in West Africa.
• Provide baseline data to enable monitoring at an institutional, national and regional level.
• Facilitate regional information-sharing and analysis as well as transparency.

DCAF, in consultation with international and West African gender and SSR experts, developed a comprehensive data collection questionnaire to guide the research process. The questionnaire includes questions on national-level policies related to gender and security as well as institution-specific information on policies and procedures, personnel, training and internal and external oversight. Please see the attached questionnaire for a full list of the indicators included in the survey.

In order to collect the data, DCAF contracted local researchers in each of the fifteen target countries. The local researchers undertook desk research and structured interviews as the main methods of data collection. The desk research included a review of articles, laws and policies related to gender and West African security sector institutions found online, in libraries and in newspaper and academic journal databases. Most of the information was gathered through structured personal interviews with relevant security sector personnel and government officials. As information obtained through interviews may not always be accurate, attention was paid to having the right contact points and triangulating the data. The local researchers also obtained copies of key national and institutional policies and assessments for their analysis and inclusion in the survey. Based on the results from the data collection questionnaires, DCAF will draft a survey report to include:

1. Introduction: definitions, rationale, objective and methodologies
2. Overview of gender and security sector institutions in the ECOWAS Region
3. Survey findings: country profiles, comparative analysis by security sector institution and by indicator
4. Conclusions
5. Policy recommendations
6. Bibliography and Annexes: local researchers, lists of interviewees

The report will be widely distributed in hard copy and online in both French and English.

SUMMARY OF FINDINGS FROM LIBERIA AND SIERRA LEONE

The findings of the survey in Liberia and Sierra Leone revealed many similarities and a few clear differences in their experience of integrating gender into their SSR processes. These similarities exist despite distinctive differences the country's historical background, post-conflict peacebuilding achievements and challenges, educational and literacy levels. The SSR process in Liberia like that of Sierra Leone had its origin the peace accords. Thus SSR was seen as one of the most important component in the rebuilding of the state and restoration of the rule of law. In both countries, the SSR process was led by international actors (the United States, through its private contractors Dyncorp and Pacific Architect & Engineers, and UNMIL in Liberia; the United Kingdom through DFID in Sierra Leone); needless to say, the issue of gender was not given adequate attention.

The initial findings of this survey reveal that women's concerns were not taken into consideration during the onset of the national SSR processes in either country. However, certain advances have been made including national action plans on UNSCR 1325 and efforts to increase female recruitment, institute gender policies within the police services and create special units focusing on responding to violence against women and children.

NATIONAL LEVEL INDICATORS

Both Liberia and Sierra Leone have developed national strategies to guide their SSR processes as well as strong national policies on gender issues. In Liberia, the National Security Strategy of the Republic of Liberia was adopted in January 2008 after "a year of discussions and interactions with civil society, security organizations, the leadership of the Security Committees of both Houses of the Legislature and our international partners." In Sierra Leone,[6] a National Security and Intelligence Act (2000) and a Defense White Paper (2003) were adopted and a two-year review process was coordinated by the Office of National Security culminating in 2005 with a comprehensive Report of the Sierra Leone Security Sector Review. Despite claims of inclusive consultation processes on both Liberia's NSS and Sierra Leone's SSR, gender issues remain highly marginalized in the texts. For instance, in the Liberian National Security Strategy, under the section on internal threats there are numerous threats mentioned, including corruption, robbery, unemployment, illiteracy, HIV/AIDS, fires, etc. but no mention of gender-based violence, despite exceedingly high rates of sexual and domestic violence against women – so high that an International Rescue Committee and Columbia University study described it as rife within local communities: in the two communities studied 55% women suffered domestic violence, 20-25% had experienced rape or sexual assault outside of marriage and 72% of married women reported marital rape in the last 18 months.[7] Liberia and Sierra Leone have recently adopted national action plans for the implementation of UN Security Council Resolution 1325. In addition, both countries also have specific national laws on domestic violence and rape.

6. Ellen Johnson Sirleaf, "Foreword", **National Security Strategy of the Republic of Liberia**, January 2008. 1.
7. Cindy Shiner, "Liberia: New Study Spotlights Sexual Violence," 5 December 2007, AllAfrica.com http://allafrica.com/stories/200712051066.html

POLICE SERVICE INDICATORS

The police service in both Sierra Leone and Liberia have taken many strides to create equitable institutions that address the different security needs of men, women, girls and boys. Both police services have adopted gender policies (Liberia in 2005 and Sierra Leone in 2008), which are quite rare in the ECOWAS region. In addition, the Sierra Leone Police has a specific policy on Sexual Exploitation, Sexual Abuse and Sexual Harassment (April 2008) – although there is no budget directly attached to any of these policies.

In both countries, specific institutional structures exist in the police to respond to the high rates of violence against women: Family Support Units in Sierra Leone and the Women and Children Protection Section in Liberia. The Women and Children Protection Section was established in 2005 and currently has 240 staff nation-wide (164 male and 76 female). The Family Support Units have 317 staff (178 male and 139 female). In addition, the Liberian police established a Gender Affairs Section in March 2008 with the mandate of supporting, monitoring, advising and reporting on the implementation of the police gender policy. This section is highly under resourced with only seven staff (5 female and 2 male). Policies and procedures guiding the investigation of sexual and gender-based violence exist in both countries, along with mandatory and specialized training for personnel on gender issues.

Both police services have female staff associations and special programmes in place to recruit female staff: in Liberia there is a recruitment target of 20% women. As of 2010, 17.31% of Liberia's police officers are female, while Sierra Leone in 2009 had 16.26% female officers. Despite the recent development of internal and external police oversight bodies such as the Office of the Ombudsman and the Human Rights Commission in Sierra Leone, very few reports of discrimination, sexual harassment or gender-based violence perpetrated by police officers have been filed: 1 in Sierra Leone and 3 in Liberia.

ARMED FORCES AND GENDARMERY INDICATORS

The Ministry of Defence and Republic of Sierra Leone Armed Forces (RSLAF) launched an institutional gender policy in November 2009, one of the first of its kind in the region. The Armed Forces of Liberia (AFL) has an Army Sexual Harassment Policy and a policy on Rape and Sexual Assault Prevention as part of its IET Soldiers Handbook, revised in September 2007. No institutional structures exist yet in the AFL or RSLAF to support the implementation of these policies; however, there exists collaboration with the Ministry of Gender and Development in Liberia and with women's organizations, international NGOs and UNIFEM in Sierra Leone. Both the RSLAF and the AFL still have restrictive human resource policies regarding female staff. For instance, in the RSLAF female personnel must serve 5 years before they are allowed to become pregnant and in the AFL, married female personnel are only allowed to become pregnant after they have completed advanced individual training and 2 additional years of service. If an unmarried female AFL member becomes pregnant, she has 30 days to get married under penalty of discharge.

Neither country has implemented specific initiatives to increase the recruitment, retention and advancement of female personnel. However, the Poverty Reduction Strategy of Liberia mandates a 20% recruitment target for the AFL. As such, rates of female staff are quite low, at 3% in Sierra Leone and 3.86% in Liberia. Women are not allowed to serve in the infantry in Liberia, though they are allowed to serve in infantry support units such as medic and communications units. There are currently no female staff associations in the AFL or the RSLAF, though discussions are underway to create one in the Sierra Leonean Ministry of Defence. There are no internal or external oversight bodies in existence with the mandate to investigate discrimination, sexual harassment or gender-based violence.

JUSTICE SYSTEM INDICATORS

For Sierra Leone, the data on justice system indicators is still being gathered. Liberia has established special courts, Criminal Court E, to try rape cases. Legal aid to victims of rape is sometimes provided by the Association of Female Lawyers of Liberia (AFELL). A national task force on sexual and gender-based violence includes representatives from the Ministry of Justice as well as AFELL and civil society organizations. Of a total of 468 court personnel in Liberia, 25.85% are female. One third of the Supreme Court Justices of Liberia are women and 14.28% of the magistrates of the High Court of Judges are female. Courses on women's legal rights or laws on gender-based violence are not offered at law school. Both internal and external oversight mechanisms exist, including the Judicial Inquiry Commission and the Grievance and Ethics Committee of the Liberian National Bar Association. No data is available on whether grievances such as discrimination, sexual harassment or gender-based violence have been brought against justice sector personnel.

PENAL SERVICES INDICATORS

There are no specific institutional policies on gender issues in the penal service of Sierra Leone or Liberia. However, in Sierra Leone there is an initiative to establish a committee to develop a gender policy. In Liberia, the standard operating procedures for Liberia Prisons (6 November 2009) state that "All female corrections officers shall have the same benefits, entitlements, allowances and privileges as their male counterparts...They shall not be deprived of their rights and privileges in the areas of merited appointment, promotion, courses, etc., on the basis of their gender." There are no policies or procedures in either country on gender-based violence such as harassment or rape. Separate prisons, blocks or cells exist for female and male prisoners and for female and male juvenile prisoners. In Liberia, prisons in rural areas do not have access to reproductive and mental health care. In Sierra Leone, few prisoners have access to medical facilities. INGOs and NGOs do provide various forms of assistance to prisons in both countries.

Both countries have adopted measures to recruit more female staff, such as awareness-raising campaigns in the media, meetings with women's organizations and an accelerated educational programme for women to earn their high school diplomas in Liberia. In this country, women constitute 2% of prisoners and 16.97% of penal service staff, including 20% of senior-level prison staff. In Liberia, female wardens can manage prisons for men, though neither Liberia nor Sierra Leone allow women to serve in male prison blocks and vice versa. In Sierra Leone there is an association for female personnel and wives of male personnel called the Prison Women Association (PRIWA), with a membership of 300 women. It acts as an advocacy group with the government and provides empowerment programmes to female inmates such as education and micro-credit. Penal service staff have received training on gender issues in both countries. Sierra Leone has established an internal Disciplinary Committee to work on issues of gender discrimination and harassment and various NGOs, the Ombudsoffice and the Human Rights Commission provide external oversight. As in all the ECOWAS countries, there is no data available on the rates of discrimination, sexual harassment or other gender-based violence perpetrated by prison staff or prisoners.

CHALLENGES

- National security policies lack reference to gender issues.
- Absence of institutional gender policies and sexual harassment policies in most security sector institutions.
- Low rates of women at the top decision-making level.
- Weak recruitment, retention and advancement strategies for women, especially within the armed forces.
- Lack of education and training for female security sector personnel.
- None or inadequate gender training provided.
- Partially functional or non-existent female staff associations.
- Few institutional structures to support and monitor gender issues, such as gender focal points or equal opportunity offices.
- Absence of strong and committed internal and external oversight bodies.
- No specific budgets for gender issues.
- Lack of sex-disaggregated data.

PROVISIONAL RECOMMENDATIONS

- Review national security policies to adequately incorporate gender issues.
- Develop, implement and monitor institutional gender policies and sexual harassment policies and strengthen existing policies and strategies.
- Enhance and support women's representation at all levels of decision-making through specific programmes to support female recruitment, retention and advancement including strategic recruitment targets.
- Establish training and capacity building programmes for women working in the security sector and provide scholarships for women.
- Support the institutionalisation of mandatory gender training as well as specialised gender training for security sector personnel.
- Support the development and professionalization of female staff associations.
- Encourage the establishment of gender units or desks and appointments of gender focal persons.
- Develop internal and external oversight bodies and strengthen their capacity to perform their roles and mandate.
- Encourage governments and security sector institutions to designate specific budgets to gender mainstreaming activities.
- Standardise and make transparent the collection of sex-disaggregated data within the security sector.

DATA COLLECTION TEMPLATE

INDICATORS

I. NATIONAL-LEVEL INDICATORS

1. Existence of national security policies or white papers on defence or security issues. *Please list title(s) and date(s) of policies and attach copies.*

2. Existence of national policies or laws on gender issues that includes mandates regarding the police, armed forces and gendarmerie, justice system or penal services. For example, policies or laws or national action plans on domestic or sexual violence, women's rights or UN Security Council Resolution 1325 – such as a national action plan on violence against women, a law on domestic violence or a national policy on the prevention of human trafficking. *Please list title(s) and date(s) of policies and attach copies.*

3. Existence of parliamentary committees focused on security issues. *Please list the names of the committees that oversee the armed forces and gendermerie, police service, justice system and penal services. How many male and female parliamentarians are on these committees and is the chair and deputy-chair male or female?*

4. Does the ministry responsible for gender/women's affairs participate in any security sector oversight mechanisms/ bodies? For instance in a national security committee? *Please describe the security sector oversight mechanism/ body including its powers/mandate.*

II. POLICE SERVICE INDICATORS

Policies and procedures

1. Existence of an institutional gender policy and/or policies that specifically address the different needs of male and female police staff and the different security needs of women, men, boys and girls (service recipients). Does it have a budget attached? *Please list title(s) and date(s) of policies and attach copies. If a copy can not be attached, please describe in detail.*

2. Human resource policies on marriage, pregnancy, maternity and paternity leave, breastfeeding, health care, working hours, retirement and other benefits for male and female staff and their families. *Please describe each one in detail making note of any differences for male and female staff and attach copies if possible.*

3. Existence of a sexual discrimination, sexual harassment and/or sexual exploitation and abuse policy for police staff. *Please list title(s) and date(s) of policies and attach copies. If a copy can not be attached, please describe in detail.*

4. Existence of a gender-sensitive code of conduct. *Please list title and date of the code of conduct and attach a copy. If a copy can not be attached, please describe in detail.*

5. Existence of standard operating procedures for responding to cases of human trafficking, domestic violence or sexual assault/violence. *Please describe in detail and attach copies if possible.*

6. Existence of procedures for reporting, investigating and penalising discrimination, sexual harassment or other gender-based violence perpetrated by police staff against co-workers and members of the public. *Please describe.*

Institutional structure

7. Existence of internal institutional gender structures such as gender focal points, equal opportunity offices, etc. *Please describe the mandate and human and material resources (budget) allocated to existing structures.*

8. Existence of specialised services/structures for male and female service recipients such as special units to respond to cases of domestic violence or violence against women, women's police stations, private areas for interviewing victims of violence, etc. *Please describe the mandate and human and material resources (budget) allocated to existing services/structures.*

9. Existence of formal or informal collaboration mechanisms with women's non-governmental organisations or ministry responsible for gender/women's affairs, for instance through an established referral system or a joint taskforce on gender-based violence. *Please describe in detail.*

Personnel

10. Number (or percentage) of male and female police staff. *Please include what year this data is from and try to get the most recent data possible.*

11. Number and percentage of male and female senior-level vs. entry-level staff, including rank and unit if possible.

12. Rates of attrition (drop out) for male vs. female personnel.

13. Existence of numerical or percentage recruitment targets for women. *Please describe in detail including date of adoption.*

14. Existence of vetting procedure that includes vetting for past perpetration of human rights violations against women, such as domestic violence or sexual assault. *Please describe.*

15. Any positions/units that women or men are not allowed to serve in, or where it is institutional practice that women or men do not serve in that position/unit.

16. Existence of specific measures in place to increase the recruitment, retention and advancement of women. For instance, developing recruitment materials that show pictures of women, accelerated high school diploma training for women, female recruitment staff, public information campaigns, different recruitment criteria, lateral entry schemes, mentoring programmes, reviewing recruitment and promotion criteria, on-the-job career training for women, etc. *Please describe.*

17. Existence of a female staff association or a women's section of a staff association. *Please include information on size of membership, year established, mandate and current activities.*

18. Existence of different infrastructure and facilities for female and male staff such as separate bathrooms, different uniforms or separate lodgings.

Training

19. Existence of gender training, such as specific training sessions on gender-awareness, sexual harassment, sexual exploitation and abuse, domestic violence, sexual assault or human trafficking. *Please describe length and content of the training sessions, whether or not it is mandatory and who provides the training. Number and type of personnel that has undergone this training?*

20. Do other training sessions, such as on human rights or rule of law or codes of conduct include information on gender issues? *Please describe.*

Internal and external oversight

21. Existence of internal oversight mechanisms/bodies such as boards of inquiry or a conduct and discipline unit with a mandate to investigate gender issues within the police service such as discrimination, harassment and gender-based violence. *Please describe the mandate and give an overview of activities. Number of male and female staff within the internal oversight body?*

22. Existence of external oversight mechanisms/bodies (such as ombudsoffices or human rights commissions) with a mandate to investigate gender issues within the police service such as discrimination, harassment and gender-based violence. *Please describe the mandate and give an overview of the activities. Number of male and female staff within the external oversight body?*

23. Existence of formal mechanisms for involvement of civil society organisations in oversight such as a local police board or community security committees. *Do external oversight mechanisms/bodies include civil society organisations and more specifically women's organisations?*

24. Number of reports to internal and/or external oversight mechanisms of discrimination, sexual harassment or other gender-based violence in the last year or most recent data available. *Please specify who they were reported to. How many of these reports were investigated? Who investigated? Number of staff penalised for sexual harassment or other gender-based violence in the last year. How were they penalised?*

III. ARMED FORCES AND GENDARMERIE INDICATORS

Policies and procedures

1. Existence of an institutional gender policy. Does it have a budget attached? *Please list title(s) and date(s) of policies and attach copies. If a copy can not be attached, please describe in detail.*

2. Human resource policies on marriage, pregnancy, maternity and paternity leave, breastfeeding, health care, working hours, retirement and other benefits for male and female staff and their families. *Please describe each one in detail making note of any differences for male and female staff and attach copies if possible.*

3. Existence of a sexual discrimination, sexual harassment and/or sexual exploitation and abuse policy for armed forces personnel. *Please list title(s) and date(s) of policies and attach copies. If a copy can not be attached, please describe in detail.*

4. Existence of a gender-sensitive code of conduct. *Please list title and date of the code of conduct and attach a copy. If a copy can not be attached, please describe in detail.*

5. Existence of procedures for reporting, investigating and penalising discrimination, sexual harassment or other gender-based violence perpetrated by armed forces or gendarmerie personnel against co-workers and civilians. *Please describe.*

Institutional structure

6. Existence of internal institutional gender structures such as gender focal points, equal opportunity offices, etc. *Please describe the mandate and human and material resources(budget) allocated to existing structures.*

7. Existence of formal or informal collaboration/communication mechanisms with women's non-governmental organisations or ministry responsible for gender/women's affairs, for instance through consultation processes on defence policy or public liaison offices. *Please describe in detail.*

Personnel

8. Number (or percentage) of male and female armed forces personnel. *Please include what year this data is from and try to get the most recent data possible.*

9. Number and percentage of male and female senior-level vs. entry-level staff, including rank and unit if possible.

10. Number of male and female staff participating in peacekeeping missions including rank and type of position (for instance civilian vs military vs police).

11. Rates of attrition (drop out) for male vs. female personnel.

12. Existence of numerical or percentage recruitment targets for women. *Please describe in detail including date of adoption.*

13. Existence of vetting procedure that includes vetting for past perpetration of human rights violations against women, such as domestic violence or sexual assault. *Please describe.*

14. Any positions/units that women or men are not allowed to serve in, or where it is institutional practice that women or men do not serve in that position/unit.

15. Existence of specific measures in place to increase the recruitment, retention and advancement of women including pre-recruitment sensitisation. For instance, developing recruitment materials that show pictures of women, accelerated high school diploma training for women, female recruitment staff, public information campaigns, different recruitment criteria for women, lateral entry schemes, mentoring programmes, reviewing recruitment and promotion criteria, on-the-job career training for women, etc. *Please describe.*

16. Existence of a female staff association or a women's section of a staff association. *Please include information on size of membership, year established, mandate and current activities.*

17. Existence of different infrastructure and facilities for female and male staff such as separate bathrooms, different uniforms or separate lodgings.

Training

18. Existence of gender training, such as specific training sessions on gender-awareness, sexual harassment or sexual exploitation and abuse. *Please describe length and content of the training sessions, whether or not it is mandatory and who provides the training. Number and type of personnel that has undergone this training?*

19. Do other training sessions, such as on human rights or rule of law or codes of conduct include information on gender issues? *Please describe.*

Internal and external oversight

20. Existence of internal oversight mechanisms/bodies such as boards of inquiry with a mandate to investigate gender issues within the armed forces and gendarmerie such as discrimination, harassment and gender-based violence. *Please describe the mandate and give an overview of activities. Number of male and female staff within the internal oversight body?*

21. Existence of external oversight mechanisms/bodies (such as ombudsoffices or human rights commissions) with a mandate to investigate gender issues within the armed forces and the gendarmerie such as discrimination, harassment and gender-based violence. *Please describe the mandate and give an overview of the activities. Number of male and female staff within the external oversight body?*

22. Existence of formal mechanisms for involvement of civil society organisations in oversight. *Do external oversight mechanisms/bodies include civil society organisations and more specifically women's organisations such as human rights commissions?*

23. Number of reports to internal and/or external oversight mechanisms of discrimination, sexual harassment or other gender-based violence in the last year or most recent data available. *Please specify who they were reported to. How many of these reports were investigated? Who investigated? Number of staff penalised for sexual harassment or other gender-based violence in the last year. How were they penalised?*

IV. JUSTICE SYSTEM INDICATORS

Policies and procedures

1. Existence of an institutional gender policy and/or policies in the Ministry of Justice that specifically address the different needs of male and female staff and justice service recipients. Does it have a budget attached? *Please list title(s) and date(s) of policies and attach copies. If a copy can not be attached, please describe in detail.*

2. Human resource policies on marriage, pregnancy, maternity and paternity leave, breastfeeding, health care, working hours, retirement and other benefits for male and female justice sector staff and their families (including judges, court personnel, office of the prosecutor, public legal aid services, etc). *Please describe each policy in detail making note of any differences for male and female staff and attach copies if possible.*

3. Existence of a sexual discrimination, sexual harassment and/or sexual exploitation and abuse policy for justice sector staff (including judges, court personnel, office of the prosecutor, public legal aid services, etc). *Please list title(s) and date(s) of policies and attach copies. If a copy can not be attached, please describe in detail.*

4. Existence of a gender-sensitive code of conduct or ethical guidelines for judges, prosecutors and/or lawyers. *Please list title and date of the code of conduct and attach a copy. If a copy can not be attached, please describe in detail.*

5. Existence of specific procedures for trying cases on human trafficking, domestic violence, sexual assault/ violence, or sexual exploitation and abuse. For instance procedures for victim and witness protection or rules of evidence and procedures concerning testimony or admissibility of evidence. *Please describe in detail and attach copies if possible.*

Institutional structure

6. Existence of internal institutional gender structures such as gender focal points or equal opportunity offices that justice sector staff could turn to. *Please describe the mandate and human and material resources(budget) allocated to existing structures.*

7. Existence of specialised services/structures for male and female service recipients such as 'access to justice' programmes for women, courts on domestic violence and/or sexual assault, legal aid services for women, screens or private rooms to interview victims of violence, etc. *Please describe the mandate and human and material resources (budget) allocated to existing services/structures.*

8. Existence of formal or informal collaboration mechanisms with women's non-governmental organisations, human rights organisations or the ministry responsible for gender/women's affairs, for instance through an established referral system or joint victim services centers. *Please describe in detail.*

Personnel

9. Number (or percentage) of male and female justice sector staff including judges, court personnel, office of the prosecutor, lawyers and public legal aid services. *Please include what year this data is from and try to get the most recent data possible.*

10. Number and percentage of male and female judges in the most senior courts (e.g. High Court, Constitutional Court) broken down by level of seniority and types of courts that they preside in.

11. Existence of numerical or percentage recruitment targets for women in law schools, as lawyers, prosecutors or as judges. *Please describe in detail including date of adoption.*

12. Existence of vetting procedure for judges and prosecutors that includes vetting for past perpetration of human rights violations against women, such as domestic violence or sexual assault. *Please describe.*

13. Existence of specific measures in place to increase the appointment, retention and advancement of female judges and prosecutors. *Please describe.*

14. Existence of associations for female judges or female lawyers. *Please include information on size of membership, mandate, year established and current activities.*

Training

15. Existence of gender education or training in law schools, lawyers' professional training or training for judges. For example training sessions or courses on gender-awareness, laws on women's rights or domestic violence, or evidentiary requirements in rape cases. *Please describe the length and content of the training sessions/ courses and who provides the training. How many lawyers/judges have undergone this training?*

16. Do other education or training courses, such as on international human rights law or victim protection - include information on gender issues? *Please describe.*

Internal and external oversight

17. Existence of internal oversight mechanisms/bodies such as boards of inquiry with a mandate to investigate gender issues within the justice service such as discrimination, harassment and gender-based violence perpetrated by judges, prosecutors or lawyers. *Please describe the mandate and give an overview of activities. Number of male and female staff within the internal oversight body?*

18. Existence of external oversight mechanisms/bodies (such as an ombudsoffices or human rights commissions) with a mandate to investigate gender issues within the justice system such as discrimination, harassment and gender-based violence in the justice sector. *Please describe the mandate and give an overview of the activities. Number of male and female staff within the external oversight body?*

19. Existence of formal mechanisms for involvement of civil society organisations, including women's organisations, in the oversight of the justice sector.

20. Number of reports to internal and/or external oversight mechanisms of discrimination, sexual harassment or other gender-based violence in the justice sector in the last year or most recent data available. *Please specify who they were reported to. How many of these reports were investigated? Who investigated? Number of justice sector personnel penalised for sexual harassment or other gender-based violence in the last year. How were they penalised?*

V. PENAL SERVICES INDICATORS

Policies and procedures

1. Existence of an institutional gender policy and/or policies that specifically address the different needs of male and female staff within the penal service and men and women within the penal population (including prisoners, people released on bail or on probation, serving community service, etc.). *Does it have a budget attached? Please list title(s) and date(s) of policies and attach copies. If a copy can not be attached, please describe in detail.*

2. Human resource policies on marriage, pregnancy, maternity and paternity leave, breastfeeding, health care, working hours, retirement and other benefits for male and female staff and their families. *Please describe each one in detail making note of any differences for male and female staff and attach copies if possible.*

3. Existence of a sexual discrimination, sexual harassment and/or sexual exploitation and abuse policy for penal service staff including standard operating procedures for responding to cases of sexual assault/violence or harassment. *Please list title(s) and date(s) of policies and attach copies. If a copy can not be attached, please describe in detail.*

4. Existence of a gender-sensitive code of conduct. *Please list title and date of the code of conduct and attach a copy. If a copy can not be attached, please describe in detail.*

5. Existence of clear procedures for interaction between male and female prison staff and prisoners (for instance male prison staff should never search women prisoners or be permitted in areas where female prisoners dress and/or take showers). *Please describe in detail and attach copies if possible.*

6. Existence of clear policies and procedures for male and female prisoners regarding family and conjugal visits. *Please describe in detail making note of any differences for male and female prisoners and attach copies if possible.*

7. Existence of clear policies and procedures regarding pregnant prisoners, nursing mothers and children of prisoners. *Please describe in detail making note of any differences for male and female prisoners and attach copies if possible.*

8. Existence of procedures for reporting, investigating and penalising discrimination, sexual harassment or other gender-based violence perpetrated by prison staff against co-workers and prisoners or by prisoners against prisoners. *Please describe.*

Institutional structure

9. Existence of internal institutional gender structures such as gender focal points, equal opportunity offices, etc. *Please describe the mandate and human and material resources(budget) allocated to existing structures.*

10. Existence of separate prisons for male and female prisoners and for male and female juveniles and adults.

11. Existence of specialised education, training and rehabilitation services/structures for male and female prisoners juvenile and adult prisoners. *Please describe the services and its availability.*

12. Existence of specialised health and drug treatment services/structures for male and female juvenile and adult prisoners (including access to reproductive and mental health care). *Please describe the services and its availability.*

13. Existence of formal or informal collaboration mechanisms with women's non-governmental organisations or ministry responsible for gender/women's affairs, for instance through joint prisoner rehabilitation programmes or NGO activities within prisons. *Please describe in detail.*

Personnel

14. Number (or percentage) of male and female juvenile and adult prisoner (pre-trial and post-trial) and people under non-custodial measures (i.e. released on bail or on probation or serving community service). *Please include what year this data is from and try to get the most recent data possible.*

15. Number (or percentage) of male and female penal service staff. *Please include what year this data is from and try to get the most recent data possible.*

16. Number and percentage of male and female senior-level vs. entry-level staff.

17. Rates of attrition (drop out) for male vs. female staff.

18. Existence of numerical or percentage recruitment targets for female prison staff. *Please describe in detail including date of adoption.*

19. Existence of vetting procedure that includes vetting for past perpetration of human rights violations against women, such as domestic violence or sexual assault. *Please describe.*

20. Any positions/wards that women or men are not allowed to serve in, or where it is institutional practice that women or men do not serve in that position/unit. For instance if men are not allowed to work in the women's prisons and vice versa.

21. Existence of specific measures in place to increase the recruitment, retention and advancement of female prison staff. For instance, developing recruitment materials that show pictures of women, sensitisation campaigns, mentoring programmes, reviewing recruitment and promotion criteria, on-the-job career training for women, etc. *Please describe.*

22. Existence of a female staff association or a women's section of a staff association. *Please include information on size of membership, year established, mandate and current activities.*

23. Existence of different infrastructure and facilities for female and male staff such as separate bathrooms, different uniforms or separate lodgings.

Training

24. Existence of gender training, such as specific training sessions on gender-awareness, sexual harassment, rape prevention or sexual exploitation and abuse. *Please describe length and content of the training sessions, whether or not it is mandatory and who provides the training. Number and type of personnel that has undergone this training?*

25. Do other training sessions, such as on international human rights or codes of conduct include information on gender issues? *Please describe.*

Internal and external oversight

26. Existence of internal oversight mechanisms/bodies (such as internal inspections) with a mandate to investigate gender issues within the penal services such as discrimination, harassment and gender-based violence. *Please describe the mandate and give an overview of activities. Number of male and female staff within the internal oversight body?*

27. Existence of external oversight mechanisms/bodies (such as an independent inspection mechanism) with a mandate to investigate gender issues within the penal service such as discrimination, harassment and gender-based violence. *Please describe the mandate and give an overview of the activities. Number of male and female staff within the external oversight body?*

28. Existence of formal mechanisms for involvement of civil society organisations in oversight. *Do external oversight mechanisms/bodies include representatives of civil society organisations and more specifically women's organisations? Are civil society organisations able to monitor prison conditions?*

29. Number of reports to internal and/or external oversight mechanisms of discrimination, sexual harassment or other gender-based violence in the last year or most recent data available. *Please specify who they were reported to. How many of these reports were investigated? Who investigated? Number of staff or prisoners penalised for sexual harassment or other gender-based violence in the last year. How were they penalised?*