1. Rallying Political Support

National Level:
a) Advocacy with heads of governments and security institutions.
b) Cabinet briefs with parliamentarians, technical heads and directors of government institutions.
c) Sensitization with citizens, security institutions, women's organizations and Decentralized/local/district level governments institution.

Regional Level:
a) Governments and CSOs should actively work with the AU and NEPAD to add weight to the issue of Gender and SSR.
b) ECOWAS should influence states to ensure gender mainstreaming in the security sector.

Global Level:
a) Development partners must be targeted to exert more pressure or conditionalities as a way of getting governments to pursue gender responsive programmes.
b) Take advantage of UN open days to highlight gender and SSR issues.

2. Improving Female Participation

Recommended Recruitment Strategies:
- Target higher institutions of learning by organizing talks and seminars that will advance women's interest in the security sector.
- Attribute value to the work done by women in the security institutions so that they can be role models for younger girls.
- Encourage the formation of peace and security clubs to arouse interest of the youth in security issues.
- Include peace and security studies in our educational curriculum.
- Continuously build the capacity of women in the security sector to make them outstanding.
- Make the conditions of service in the security institutions more attractive to women.
- Change the perception of local women about the security institutions to break the stereotypes of division of labour.
- Recruit capable women from the public or private sector for mid-level positions in security institutions.

Recommended Retention Strategies:
- Adequately address reproductive responsibilities in the institutional policies.
- Establish mentoring programmes to accelerate women's rise into senior positions.
- Encourage information sharing in security institutions so that women who are already in can share their experiences with the newly recruited.
- Regularly collect data on women's participation and use as advocacy tool.
- Review of institutional policies, including promotion and human resource policies, to make them more gender-sensitive.

- Provide medical risk allowances for women.
- Institute a capacity building/career advancement programme to empower women with special skills to enhance their promotion through the ranks.
- Engage the media to promote the works of women who have excelled in the sector.
- Share best practices on retention of female personnel at lessons learned platforms.

6. Conclusions

Mainstreaming gender in African security institutions has been a challenging task. Effective gender mainstreaming requires the political will and necessary human and financial resources required to take on board the proposed recommendations in order to address these existing challenges, as a critical next step for leveraging gender mainstreaming in the African security sector. It is hoped that all stakeholders would be challenged by the recommendations herein and recommit themselves to transforming the security sector into a more gender-responsive one.

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WPSI
Women, Peace & Security Institute

Policy Brief on the Impact and Persisting Challenges to Effective Gender Mainstreaming in African Security Institutions

SUMMARY:

Key Challenges:
- Lack of political will and national/institutional ownership
- Under representation of women in security institutions, especially at senior levels
- Growing violence against women and weak institutional responses

Key Policy Recommendations:
- Development and subsequent implementation of gender-responsive national security policies through a participatory process that includes women
- Conduct a gender review of existing national and institutional-level policies and procedures on recruitment, advancement and human resources, especially policies that place restrictions on marriage and childbirth. Compare with global, continental and regional standards.
- Build structures to deal with GBV by establishing specialized units within the police service that deal with SGBV

Results from the stakeholder dialogue convened by the African Security Sector Network (ASSN) and the Women, Peace and Security Institute (WPSI) of the Kofi Annan International Peacekeeping Training Centre (KAIPTC) held from 2-3 October 2012 in Accra, Ghana

Stakeholders dialogue on the impact and persisting challenges to effective Gender main streaming in Africa Security Institutions Convened by the African Security Sector Network (ASSN) and the Women, Peace and Security Institute (WPSI) of the Kofi Annan International Peacekeeping Training Centre (KAIPTC), 2nd - 3rd October 2012.

1. Introduction

In the last five years since 2008, there have been increased and concerted efforts by a number of organisations across the globe to mainstream gender and women's rights perspectives into the discourse and work on Security Sector Reform (SSR).

To this end, normative frameworks that have emerged (i.e. the 2008 UN Secretary-General's Report "Securing peace and development: the role of the United Nations in supporting SSR)

and the AU SSR Strategy, which was adopted in January 2013 to provide policy guidance on SSR, highlight the importance of integrating a gender and women's rights perspective into SSR policy and operations at all levels. This has concurrently occurred alongside a number of initiatives undertaken by a variety of actors to translate these policy provisions into concrete action and by so doing demonstrate 'how' gender can or may be mainstreamed into SSR.

In spite of these tremendous efforts to promote the integration of gender perspectives in SSR, some persistent challenges continue to hinder the progress of this agenda. This policy brief critically examines these challenges and proposes recommendations to be undertaken by different actors in order to advance gender in security sector institutions in Africa. The recommendations are the result of a two-day stakeholders' dialogue on Gender and SSR co-convened by the African Security Sector Network (ASSN) and the Women, Peace and Security Institute (WPSI) based at the Kofi Annan International Peacekeeping Training Centre (KAIPTC) on 2nd -3rd October, 2012 in Accra, Ghana.

The two-day stakeholders' dialogue provided a forum for exchange of information and data on findings from baseline studies undertaken by the ASSN, WPSI/KAIPTC, and DCAF. Discussions of the findings were benchmarked against the policy provisions of the UN, AU and SADC frameworks on Gender and SSR. The discussions critically assessed the persisting challenges and provided insights on concrete next steps and guidelines for leveraging gender mainstreaming in the African security sector. It brought together 30 participants from West and South Africa as well as Europe including ndependent consultants, representatives of security institutions, research institutions, local UN offices (UN Women and UNDP), governmental institutions on gender as well as CSOs with active involvement in women, peace and security issues.

- Recruitment of competent resource mobilizers to raise funds for gender mainstreaming.
- Strengthen collaboration between gender mechanisms and those responsible for implementation of gender policies.
- Include ministries of women/gender affairs in the budgetary planning process to ensure that it is gender-sensitive.
- Governments and their respective ministries should claim ownership of the gender mainstreaming process to ensure sustainable resource mobilization.
- Educate those in the policy and budgetary chain to ensure gender-sensitivity.
- Establish gender-sensitive accountability mechanisms for budgets.

I.   LACK OF DOCUMENTATION OF WOMEN'S EXPERIENCES/GENDER AND SECURITY
Recommendation:
- Engage the media to promote the experiences of women in the security sector.
- Draw upon the research done by students in these areas and support their publication.
- Generate more sex-disaggregated data from security sector institutions and CSOs, including on the experiences of women.

J.   SOCIO-CULTURAL INFLUENCES
Recommendations:
- Advocacy with traditional leaders/authorities, CSOs and researchers to integrate gender issues in their work.
- Adopt laws/policies against discriminatory socio-cultural practices.
- Undertake community sensitization to change discriminatory cultural practices.

K.   LACK OF MONITORING MECHANISMS
Recommendations:
- Encourage CSO monitoring and participation.
- Establishing better structured gender focal point systems (as a cell not a person) with decision making powers.
- Undertake baseline studies and audits as monitoring mechanisms.
- Create clearly identifiable monitoring mechanisms, even at the AU level.

- UN SCR 1325 national action plans on 1325 should also include monitoring mechanisms.
- Build the gender capacity of line ministries responsible for monitoring and evaluating policy implementation.

L.   LACK OF OWNERSHIP AND COORDINATION
Recommendations:
- Institutionalize referral mechanisms/ networks.
- Establish multi-sectoral frameworks with a focus on coordination between government and civil society actors and in certain cases, humanitarian actors.
- Engage the youth to motivate their interest in gender and SSR issues.
- Engage with decentralized authorities and communities.

M.   LACK OF LITERACY/CAPACITY
Recommendations:
- Need for capacity building, education and dissemination strategies.
- Informal adult education, including for female security personnel.

N.   LACK OF INTEGRATED GENDER TRAINING IN SECURITY SECTOR INSTITUTIONS
Recommendations:
- Harmonization of gender mainstreaming approaches.
- Review of the curriculum of security sector institutions to integrate gender into mandatory training with police, defence and other security academies.
- Engage with security sector training centres such as KAIPTC to include gender modules in their training programmes.
- Male engagement in gender trainings.

- More training is required in communities where women are engaged in informal SSR processes.

5. Rallying Political Support for Gender and Improving Female Participation in Security Institutions

The last plenary session to round up the stakeholders' dialogue focused on two main issues: (i) practical steps to rallying political support for gender related work in SSR at national, regional and global levels and (ii) improving female enrolment in security institutions. The major outcome of these discussions are as follows:

D. LACK OF UNDERSTANDING OF GENDER ISSUES/ SECURITY PROCESSES AND STRUCTURES
Recommendations:
- Increase "security fluency" of women CSOs.
- Increase the "gender fluency" of security sector institutions, including customary/traditional security and justice providers.
- Incorporating gender into mandatory training curriculum of security institutions.

E. AD-HOC/PIECEMEAL APPROACHES TO GENDER MAINSTREAMING IN THE SECURITY SECTOR
Recommendations:

- Formalize/institutionalize gender mainstreaming at national and institutional levels.
- Undertake a gender-sensitive national security strategic review as part of the process of developing a national security policy in order to have a comprehensive, in-depth approach to security.
- Develop a memorandum of understanding between security sector institutions and ministries of women/gender.
- Inclusive process of developing national action plans on women, peace and security, including security sector institutions.
- Establish a gender management system in security sector institutions.
- Institute local/national coordination and ownership of the gender mainstreaming process.

F. GROWING VIOLENCE AGAINST WOMEN AND WEAK INSTITUTIONAL RESPONSE
Recommendations:
- Train the police and justice sector to effectively/sensitively address Gender-Based Violence (GBV).
- Establish specialized structures within security institutions that prevent and respond to GBV, such as domestic violence units in the police and specialized courts. Train security personnel on early warning signals of GBV and how to address them.
- Strengthen and enforce national legislation on GBV.
- Establish community-level referral systems involving the security, health, education and civil society sectors.

- Raise awareness of women on their rights and police/justice procedures, especially at community-level. This should include the translation of policies and procedures into local languages.
- Raise awareness of men on GBV, including legislation and policies, to influence behaviour change in their relationships with women.
- Develop national and inter-sectoral strategies on GBV.
- Institute gender-sensitive codes of conduct for security sector institutions.
- Offices responsible for conduct and discipline violations in security institutions to work together with gender units/focal points.
- Establishment of sexual violence platforms/ committees at community level that include police, doctors, judges and religious leaders.
- End impunity for GBV through more effective investigation and prosecution.
- Support gender-sensitive community policing initiatives.

G. LACK OF GENDER POLICIES AND POLICY IMPLEMENTATION
Recommendations
- Ministries of women/gender affairs should be responsible for supporting and working with ministries and security institutions to implement national gender policies.
- Develop gender policies or action plans within individual security sector institutions.
- Governments and development partners to allocate resources and support the development of capacity to implement gender mainstreaming processes.
- Establishment of structures, such as gender units, to drive the gender mainstreaming process.
- Increase awareness of security personnel of existing gender policies, for instance through the distribution of pocket-sized policies.

H. UNDER RESOURCED GENDER STRUCTURES
Recommendations:
- Practice gender-responsive budgeting (GRB).
- Generate statistical information on lack of funding to justify the need for GRB.
- Gender review of the budgets of ministries of finance.
- Work with parliaments to ensure effective gender-sensitive oversight of budgets.

1. The dialogue was aimed at three specific objectives:

- Provide a platform for information and data sharing on the status of gender mainstreaming in some African Security Institutions;

- Stimulate discussion on the impact of and persisting challenges to gender mainstreaming in the African Security Sector: and

- Identify useful and timely strategic policy actions for advancing best practices and overcoming the challenges identified.

2. Policy Frameworks

Global
A number of global, continental and regional policies related to gender and SSR exist and serve as points of reference for ongoing initiatives to promote gender mainstreaming in the security sector. The relevant sections of a few selected global policy frameworks are highlighted below:

a) *Universal Declaration of Human Rights – 1948*
Article 3: "everyone has the right to life, liberty and security of person"

Article 7: "all are equal before the law and are entitled without any discrimination to equal protection of the law"

b) *Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) - 1979*
End all forms of discrimination against women through States:

- Adopting appropriate legislation.
- Repealing discriminatory national penal provisions.
- Equality before the law.
- Taking measures to eliminate prejudices and stereotyped roles for women and men.
- Ensure the right of women to participate in formulation and implementation of government policy.
- Ensure the right to the same employment opportunities, promotion, job security, and equal remuneration.

a) *Beijing Declaration and Platform for Action - 1995*
- Access to free and low-cost legal services.
- Gender balance in government bodies and the judiciary.

▪Provision of gender-sensitive human rights education and training for police, military, corrections officers, members of the judiciary and parliamentarians.

d) *UN SCRs on Women, Peace and Security*

UNSCR 1325 (2000):acknowledges the importance of the equal participation and full involvement of women in peace and security and the inclusion of gender perspectives in peace negotiations, humanitarian planning, peacekeeping operations, disarmament, demobilisation and reintegration (DDR), post-conflict peace-building and governance. It also specifically calls for ensuring the human rights of women and girls by the police and judiciary as well as the protection of women and girls from gender-based violence and support to local women's peace initiatives.

UNSCR 1820 (2008): demands to complete cessation of sexual violence against civilians in armed conflict and calls on all parties to ensure that victims of sexual violence, particularly women and girls, have protection and access to justice. It also calls on UN DDR and SSR actors to consult with women and women-led organizations in order to develop effective mechanisms to provide protection from violence.

UNSCR 1888 (2009):this resolution endeavours to strengthen UNSCR 1820 (2008) by establishing leadership, including a new UN Special Representative on sexual violence in armed conflict; deploying expertise and improving coordination among stakeholders involved in addressing conflict-related sexual violence.It also emphasises the importance of addressing sexual violence issues from the outset in the areas of DDR and SSR.

UNSCR 1889 (2009): aims to strengthen the implementation and monitoring of UNSCR 1325. It calls for the establishment of global indicators on UNSCR 1325, reiterates its mandate for increasing women's participation in UN peacekeeping missions and reinforces calls for mainstreaming gender perspectives in all peace and security decision-making processes, especially in the early stages of post-conflict peace-building.

UNSCR 1960 (2010): this calls for the complete cessation with immediate effect by all parties to armed conflict of all acts of sexual violence as well as the establishment of a UN monitoring, analysis and reporting arrangement on conflict-related sexual violence.

Other UN Frameworks
▪ UN Secretary General's Report on Securing peace and development: the role of the United Nations in supporting security sector reform – 2008
▪ UN Integrated Technical Guidance Note (ITGN) on Gender-Responsive SSR – March 2013.

These global policy frameworks provide a useful tool for advocacy and action on gender mainstreaming in the security sector – including the development of national and institutional policies. Currently, nine African countries have developed national action plans on women,

peace and security – many of which include measures directed toward security and justice institutions.

Regional

In support of global efforts, regional organisations like the African Union are also championing the cause of SSR with a lot more emphasis on the gender dimensions. The African Union adopted the Policy Framework on SSR on 2012 . The policy document reflects the AU's commitment to the principle of gender equality as expressed in the UN Convention on the Elimination of all forms of Discrimination against Women (CEDAW) as well as the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa and the Solemn Declaration on Gender Equality in Africa (SDGEA) in addition to all relevant instruments adopted by Member States and RECs.

These African gender instruments are in line with United Nations Security Council Resolutions 1325 of 2000, 1820 of 2008, and 1888 and 1889 of 2009 which legitimize the role of women in all peace and security activities and specifically SSR. Therefore, security sector reform on the African continent should be able to address the security needs and ensure the participation of men, women, boys and girls. It follows that any SSR process should be a result of consultation between men and women from diverse social groups including women's organizations.

3. Progress made in Advancing a Gender and SSR Agenda in Africa

Actions to advance the gender and SSR agenda have mainly included, but are not limited to, advocacy geared towards mobilizing both popular and political support; design and provision of gender training to security personnel; establishment of gender structures including gender focal points and gender advisers; development of institutional gender or equal opportunities policies and protocols as well as guidance documents; support to female security staff associations; activities to increase the recruitment, retention and advancement of women; gender and SSR capacity building for oversight actors such as parliamentarians, government ministries and civil society organizations; as well as data collection on the status of gender mainstreaming in the security sector through studies and surveys.

Whilst critical gaps continue to exist with regards effective gender mainstreaming in the security sector, efforts to advance the gender and SSR have yielded some positive impacts nonetheless:

Within the Security Sector in Sierra Leone, the Armed Forces has developed the Gender and Equal Opportunities Policy as part of its reform strategy to inform and drive the aspiration for accelerating and attaining gender equality and mainstreaming within the force. The Police on the other hand also have the Recruitment and Promotions Policy, the Gender Mainstreaming and Sexual Exploitation, Abuse and Harassment Policies to protect both personnel and accused persons in custody from sexual and gender based violence related abuses. The Accelerated Promotion Scheme implemented by the Police has seen an increase in female enrolment as well as faster progression of women through the ranks. The very first female Brigadier has also been recorded by the Republic of Sierra Leone Armed Forces;

Cote d'Ivoire's Army has also made efforts to adopt gender-sensitive infrastructure, particularly when it comes to washrooms. Also, renovations have been made to the dormitories of the Armed Forces Training School (AFTS) to respond to the needs of women.In the police force on the other hand, a reporting and sanctions procedure for sexual harassment and other gender based violence has been institutionalized. Witnesses of these facts are required to make verbal or written report to their immediate superiors who are required to sanction in accordance with the regulation of general discipline and the penal code. Moreover, heads of departments are much more aware of the conditions of women, so pregnant women in particular are not sent on field duties;

Liberia also has remarkable women's engagement with the security sector. Women engage more in activism and advocacy, mediation and negotiation at community level. Liberian women are also engaged in regional and sub-regional peace negotiations and conflict mediation processes through networks like the Mano River Women's Peace Network and the Liberia Women Peace Initiative.

4. Challenges and Recommendations for Advancing Effective Gender Mainstreaming in the African Security Sector

Despite these advances and good practices, there remain persistent challenges to effective gender mainstreaming in African security institutions. This section outlines the challenges identified in the Stakeholder's Dialogue and their corresponding recommendations for a transformation of the African security sector into a more gender sensitive one.

A. LACK OF POLITICAL WILL AND OWNERSHIP AT NATIONAL/INSTITUTIONAL LEVEL

Recommendations:

CSOs and development partners should jointly lobby government to support effective gender mainstreaming initiatives. Security sector personnel

- should also advocate from within their organizations.
- Development and subsequent implementation of gender-responsive national security policies. Women, including ministries of women's affairs, should actively participate in this process as well as people at the grassroots level.
- Review and update national defence and security related policies, including white papers, to adequately address gender.
- Review and update national gender policies to include specific mandates for security institutions.
- Establish strategic linkages between parliamentarians, including women's caucuses, and CSOs to hold security institutions to account for gender mainstreaming in the security sector.

B. UNDERREPRESENTATION OF WOMEN IN SECURITY SECTOR INSTITUTIONS, PARTICULARLY IN SENIOR POSITIONS

Recommendations:

- Conduct a gender review of existing national and institutional-level policies and procedures on recruitment, advancement and human resources, especially policies that place restrictions on marriage and childbirth. Compare with global, continental and regional standards.

- Develop gender-sensitive recruitment policies for security sector institutions, including quotas for female and male recruitment. A retention strategy should also be developed to ensure that women stay and advance in their careers. Provisions from CEDAW, Beijing
- and other policy frameworks along with advocacy and outreach from civil society can support this process.
- Stipulate different criteria for female and male recruits for example regarding height and physical fitness requirements.

Regulation of General Discipline and Penal Code.

- Ensure that national action plans on UNSCR 1325 adequately address female recruitment, retention and advancement including the need for family friendly human resource policies as well as including an accountability framework .
- Ministries of women/ gender should ensure regular information gathering on female representation in security institutions as well as monitoring policy implementation.
- Develop strategies to attract more women into the security sector.
- Mentoring and career management programmes for female staff lead by senior ranking women.
- Employ gender sensitive performance management systems.
- Use CEDAW, Beijing or UN SCR 1325 reporting to conduct gender-responsive audits of security institutions in all countries.

C. LACK OF COLLABORATION BETWEEN WOMEN'S CSOS AND SECURITY SECTOR INSTITUTIONS

Recommendations:

- Develop internal structures for coordination such as civil-military units and ensure that they collaborate with women's CSO.
- Security institutions should involve women's CSOs in security policy making.
- Development of a database on which CSOs work on gender and SSR.
- Raise awareness and capacity within women CSOs on security and SSR to develop their 'security fluency'.
- Ministries of women/gender issues can support collaboration between women CSOs and security institutions.
- Create platforms for formal collaboration at national and regional levels between security institutions, CSOs, and parliament.
- Establish formal mechanisms for collaboration at community level such as community security committees and police liaison boards, including youth and customary/traditional authorities.
- Workshops bringing together women's CSOs and security institutions.
- Train local security sector institutions representatives in rural areas on gender.