



BRIEFING

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Addressing Violence Against Women in Security and Justice Programmes

1. Background and context

Introduction

Violence against women and girls (VAW) occurs in all countries and in many countries is endemic. Women and children are disproportionately affected in situations of conflict and post-conflict where they face high risks of sexual violence and other forms of abuse. Entrenched social attitudes and gender biased criminal justice systems mean that most victims suffer in silence with little or no recourse to justice, care or support. Moreover, the institutions which are supposed to protect citizens, such as police and armed forces, are often key perpetrators of abuse.

UN Security Council Resolutions 1325 and 1820 on Women, Peace and Security have laid the foundation for the UN community's efforts to improve the protection of women and girls within a framework of rule of law and respect for human rights. However, there is increasing recognition across the international community that VAW has been massively under-addressed in development programmes, with insufficient focus on prevention and tackling root causes (for example, gender inequality, alcohol abuse, etc...). There are few rigorous evaluations of interventions and approaches to prevent or respond to VAW and even less that engage in a comparative analysis.

The **2009 International Development White Paper** states that in treating security and justice (S&J) as a basic service, the UK will triple its direct bilateral spend on S&J and give priority to measures to tackle violence against women (VAW).¹ All new S&J programmes must include measures to support women and girls affected by violence, particularly in conflict and post-conflict and fragile situations.

This is therefore a good time to re-evaluate DFID's current approaches to addressing VAW in S&J programmes, building on international best practice and recent lessons learnt. They have already identified a need to increase the focus on **prevention** to complement support to victims of violence (e.g. gender-awareness raising within police and military structures; working with men and boys to change social attitudes; and tackling perpetrator immunity); and better support for **multi-sector approaches** (e.g. collaboration between police, prosecution and probation officers in the security and justice sectors; alongside partnerships with other sectors such as health and social services).

This paper has been drafted to inform discussions at the forthcoming DFID roundtable on 'Addressing Violence Against Women in Security and Justice

Programmes' to be held on 16 March 2010. The specific purpose of this roundtable is to **explore how DFID can improve its support and lesson learning in addressing VAW in security and justice programming**. This paper therefore aims to set out the background context for that discussion, looking at the various ways in which S&J programmes have addressed VAW and DFID's own contribution to this area of work, before concluding with an analysis of factors affecting success in this work and some suggestions for how DFID could improve the way it approaches this area of programming.

What does Security and Justice as a basic service mean?

DFID's commitment to treat security and access to justice (S&J) as a basic service, puts S&J on a par with health and education, and recognises it as a fundamental human right. DFID's vision is that everyone – without discrimination – should have access to appropriate, affordable and accountable services that protect their rights, keep their families safe, and resolve disputes fairly and promptly. This commitment is applicable across DFID's country programmes, not just countries affected by conflict and fragility.

Putting the interests of people and communities at the centre of S&J programming requires understanding the local context and recognising the linkages and complementary relationship between security and justice. It also requires a balanced approach between supporting state (e.g. army, intelligence services, police, judiciary, prosecutions, prisons, oversight bodies) and non-state service providers (e.g. community safety groups, victim support groups, traditional justice systems and paralegals). In many developing countries, over 80% of the population seek justice through informal means at the community level and there is a growing prevalence of non-state security providers.

Why S&J as a basic service is particularly important for addressing VAW.

Women and girls are not a homogenous group and experience violence differently. Multiple forms of discrimination and exclusion (due to social or economic status, sexuality, ethnicity or age, for example) render some women more vulnerable than others. For example, female internally displaced persons (IDPs) and refugees experience particularly high levels of violence given the conditions of the camps, the lack of formal security, and the breakdown of society and social mechanisms for preventing abuse. The majority of perpetrators are male but many direct and indirect perpetrators of VAW are female.

Whilst sexual violence connected to conflict may become a matter of public knowledge and discussion, sexual violence in the home and community tends to be treated as a private matter (and therefore the onus is placed on the individual victim to seek redress). Other forms of violence against women (such as domestic violence, or the assault of students or workers) may be ignored completely. Women themselves may not realise that the violence they suffer is a violation of their human rights, or social and cultural norms may discourage bringing allegations against perpetrators within the home, family or community. A survey conducted in Nepal in 2008 found that over one-third of respondents (34 percent) said that they would not report family violence.²

Key challenges in addressing VAW in security & justice programmes

In many countries, security and justice service providers not only fail in their duty to prevent VAW but themselves violate and perpetuate impunity. This may be exacerbated by discriminatory laws which do not criminalise VAW as offences; prejudiced investigators who do not treat VAW seriously, or lack the appropriate skills or procedures to do so; or low reporting rates as women do not trust the police, or fear public shame or humiliation. In conflict, post-conflict and fragile states, state provision of security and justice is often particularly weak, and women's access to them particularly difficult.

Even where cases are investigated, the costs may be too high for poorer women, rules of evidence may discriminate directly or indirectly against women, there may be bias against women plaintiffs, defendants, witnesses, lawyers and judges. The trial may re-victimise survivors, through aggressive treatment of victims/witnesses, negative stereotyping, and inadequate protection for victims and witnesses. When convictions are secured, sentencing may be disproportionately lenient, court-ordered damages may remain unpaid, or the perpetrator may abscond or be released early.

Multi-layered level of discrimination makes access to justice even more difficult for many women victims of violence. Problems of access may be exacerbated by language barriers, low education/literacy, urban/rural divides, distance from the courts and lack of childcare. Dysfunctional and corrupt justice systems in fragile states compound the problem.

2. Ways in which VAW is currently addressed in S&J programmes

Gender sensitive S&J programming

Many S&J projects are informed by an elite and male-dominated discourse, in which security needs are predominantly defined by (elite) male state-centric perspectives of security. This generally focuses on the formal security and justice institutions, rather than the complex justice and security needs of women and men.

S&J concept notes and guidelines often include a reference to catch-all "gender issues" and "human rights" but usually with little further information on how this might be implemented beyond training.³ In recent years, there has been an increased emphasis on the need for gender-sensitive S&J. This means taking specific measures to promote gender equality and women's rights in all security institutions; actors consider the impact of their programmes and policies on women, men, girls and boys at every stage of the policy and programme cycle including assessment, planning, implementation, monitoring and evaluation - and steps to ensure that their intervention has a positive impact on gender relations and does not fuel gender-related conflict and violence. Other issues to consider include recruitment, retention, the advancement of women and equality in decision-making, practice and procedures. However, implementation has been weak.⁴

If consistently adopted, gender-sensitive S&J programming should lead to a reduction in discrimination against women - a crucial contribution to addressing VAW in the longer term. For example, increasing numbers of female police officers seems to encourage women to report crime.⁵ But recruitment of women alone is not going to address discrimination and abuse; this requires specifically trained women and men.⁶

VAW and Police Reform

There are an increasing number of initiatives in police reform programmes to address VAW. In some countries (e.g. South Africa), the police has developed specific, specialised operating procedures for combating sexual violence, which protect the rights of victims. Other services have established specialised units to address sexual and gender-based violence against women and children. The specialised Women and Children's Protection Unit in Liberia was built on a successful model developed in Sierra Leone to handle sexual and other forms of GBV. In Afghanistan, Family Response Units within the Afghan National Police are staffed by women and address a broad range of crimes against women and children.⁷

Other examples include Women's Police Stations (WPS), which have been established in India, Kosovo, East Timor, Bolivia, Nicaragua, and Uganda, amongst other places. Their target populations vary, as does the type of crimes they deal with. For example in Sierra Leone and Ecuador the WPS deal exclusively with domestic violence.⁸ WPS may also include health and social workers, legal teams and outreach officers to raise awareness of women's rights in the community.⁹

Other S&J projects may increase VAW. In Afghanistan the use of tribal militias as a possible "community policing" tool was considered extremely problematic, particularly its impact on women's status and rights of minority ethnicities.¹⁰

Community Based Policing

The police are particularly important for protecting women's rights in public and private, and community-based policing (CBP) may be particularly pertinent to addressing VAW systematically. CBP is both a philosophy and an organisational strategy that allows the police and the community to work together in new ways to solve problems of crime, disorder and safety issues and to improve the quality of life for everyone in that community. Communities play a key role in defining their own security and safety needs; involving the community in planning and implementing locally-defined solutions to their problems considerably improves delivery. Community members also play an important role in monitoring progress and providing feedback.¹¹

VAW and Access to Justice

Ensuring women's access to justice is highly complex and difficult. Even where offences are criminalised in law, the law is not necessarily applied. In Democratic Republic of Congo (DRC), judges regularly encourage out-of-court settlement for sexual violence, a practice forbidden in law, and cases are not brought to court. Even the tiny percentage of cases which are tried and a conviction secured, there is rarely follow-up to ensure that court-ordered damages are paid, or that the perpetrator serves his sentence.¹² A specialised unit to provide judicial assistance has been established as part of justice reform efforts in Eastern Congo,¹³ and should increase the conviction rate of these crimes. Mobile courts in DRC have literally brought the justice system to rural areas, sometimes for the first time.

Some countries have introduced specialist units to address domestic violence. In the United States (US), Family Justice Centers bring together a whole range of services in one place to assist the victim's search for justice and help. In Ecuador and Peru, courts receive technical assistance from specialist NGOs and in Spain Courts on Violence against Women have been established with jurisdiction over both civil and criminal aspects of violence.¹⁴

Civil law (both customary and formal) is particularly important in enabling – or preventing – women to (re)establish their own livelihoods. Economic independence for women will contribute not only to changing the structural inequalities in society which cause VAW but will also provide crucial support to individuals, including victims. Laws and practices may be highly discriminatory. In Rwanda, the number of landless female heads of household led the government to change the law to allow women to inherit land. However, implementing the law has met strong resistance from traditionalists.¹⁵ In some contexts, the change in gender roles brought about by conflict may see women make considerable “gender gains” becoming economically more independent, but then risk losing these advances as the old order reasserts itself.

VAW and Informal Security & Justice Mechanisms

In many developing countries, over 80% of the population seek justice through informal means at the community level and there is a growing prevalence of non-state security providers.

Non-state security and justice systems are often set up by communities themselves to respond to particular issues of concern - they may be preferred even in situations where the formal justice system functions relatively well. However, poor people's preference for using informal systems may reflect the weaknesses of the formal justice system, and does not necessarily indicate satisfaction with the systems themselves. Common problems associated with non-state systems include: corruption and abuse of power; non-compliance with international human rights standards, such as discrimination or inhuman and degrading punishments; and a lack of accountability – which may perpetuate impunity for VAW

Non-state security and justice systems also have a particular significance in many post-conflict situations. It is likely that non-state systems will have operated in some form throughout the conflict period, and may play a critical role in the immediate aftermath of conflict where restoring security and rule of law is a high priority. In Somalia, the Danish Refugee Council worked with elders to modify the traditional *xeer* in relation to revenge killings and forced marriage.¹⁶

Tackling impunity of security service providers

Where security actors have committed systemic abuse in the past, S&J programming can help strengthen the prospects for successful reform by addressing the legacy of abusive institutions and so contributing to greater integrity, legitimacy, accountability and public trust in them.¹⁷ This will include measures to remove abusive officers, strengthen disciplinary mechanisms and external oversight, improve professionalism and practice and empower the citizen in her relationship with the institution. For example, given that 97% of rape cases reported to the UN in the DRC in 2007 were attributed to the army and police it is difficult to imagine how impunity for these crimes can be addressed without removing abusive officers from the institutions (and preferably prosecuting them), installing effective discipline and oversight and making serious efforts to gain the trust of the population.¹⁸

In situations of conflict or crisis, the use of rape, slavery, sexual abuse and exploitation are the most systematic and widespread manifestations of violence against women. The International Criminal Tribunals for Rwanda (ICTR) and the former Yugoslavia (ICTY) made significant contributions to jurisprudence by securing convictions for sexual violence. The Rome Statute of the International Criminal Court explicitly includes rape, sexual slavery, and other grave forms of sexual violence as

crimes against humanity and war crimes.¹⁹ Rape and other forms of sexual violence can also be constitutive acts to genocide.

VAW and Transitional Justice

Even if police services investigate violations, these efforts will be undermined if the justice system is unable to prosecute cases effectively. Societies emerging from war or authoritarian regimes may draw on transitional justice measures (prosecutions, truth-seeking, reparations) to help deal with the legacy of massive and systematic human rights abuse. Ideally, transitional justice processes should reinforce S&J projects.²⁰ Some truth commissions have had a particularly important role in bringing to light women's experience, and have "exposed the limits of official histories, the hierarchies embedded within the human rights field, the complexities of "victim" identity, the challenge of reparations and reform, and the continuities and discontinuities between ordinary and extraordinary violence that belie linear models of transition and underscore the long struggle for justice."²¹

3) DFID's work on addressing Violence Against Women in Security and Justice Programmes

DFID supports a wide number of interventions in relation to VAW, largely implemented by partners including International Non Governmental Organisations (INGOs) and UN agencies. DFID has committed to tackling VAW as part of its larger goal of improving gender equality as set out in its Gender Equality Action Plan (2007-2010) which is currently being updated. The following examples focus on how measures in Security & Justice programmes play an important contribution to this aim.

In Sierra Leone DFID are supporting civil society, justice sector development and the security sector to help tackle violence against women. Through funding of the International Rescue Committee, DFID has supported the development of new legislation on gender based violence, the provision of medical and psychosocial services for victims, and played a lead role on the National Committee of Gender Based Violence. Key achievements to date include the establishment of 40 Family Support Units to provide confidential and effective advice to women and child victims of sexual offences. In response to the new White Paper commitments, DFID SL are in the process of designing two new programmes - Deepening Democracy and Improved Access to Security and Justice – both of which will specifically target women, girls and youth for support.

In Nigeria, DFID's new Justice for All Programme (£30m 2010-2014) includes a major focus on improving the treatment of women and children by the Nigeria Police Force (NPF). DFID will support the NPF Juvenile and Women Units and State Social Welfare Departments to establish 'Family Crises Units' in targeted states. These units will have specially trained officers and social workers and will be located in places of safety with access to medical examinations and treatment. DFID also plans to support affirmative action to increase women's enlistment in the NPF and measures to improve the leadership capabilities of female police officers. Improving knowledge of and access to laws that promote women's and children's human rights will also be a priority.

In Democratic Republic of Congo DFID supports work to deliver justice for victims of gender violence and end to impunity for perpetrators. This entails support for a

Rule of Law programme which aims to remove administrative barriers preventing women from reporting rape and support for efforts to include violence against women component within the DRC 'Restoration of Justice Programme'. DFID's new Accountability and Police Reform Programme aims to improve the ability of the police to deal with sexual and gender based violence.

In Uganda DFID are providing £15 million to support the UN agencies, government and civil society to tackle gender inequality including prevention of violence against women and improving justice and medical services for survivors, and addressing the low economic and political status of women that encourages and permits violence and abuse.

In Pakistan, DFID has contributed £2 million to help establish a Gender Justice and Protection Fund which to date has helped around 23,000 women - and a similar number of men - participate in training and awareness raising and capacity building work on issues including honour killings, legislation on Violence Against Women, women's rights in marriage and under-age marriage. In addition, just under 6000 women victims of violence have been provided with counselling, referral, and/or legal aid. DFID Pakistan is providing further funding to this programme to strengthen both the development and the rollout of legislation to protect women from violence inside and outside of the home.

In the conflict-affected areas of North West Frontier Province and the Federally Administered Tribal Areas in Pakistan DFID have funded special measures to prevent and address abuse and exploitation of women in camps for internally-displaced persons. They are continuing to monitor this and are working closely with the UN agencies on measures to strengthen outreach to women and their participation in democratic structures.

In Bangladesh, after strong and consistent advocacy by Manusher Jonno Foundation and its partners (with £30 million support from DFID between 2008-12), a draft Domestic Violence (Prevention and Protection) Act 2010 will shortly be tabled in the Bangladesh parliament. The Acid Survivors Foundation (to which DFID has provided £850,000 of support between 2004-11, has provided medical treatment, counselling and support to rebuild the lives of hundreds of acid attack survivors. The Foundation's work has seen a 65% drop in acid attacks per year as well as securing new legislation creating serious penalties for perpetrators of acid attacks.

In Malawi a reduction in domestic violence is already being reported in some districts due in part to £7.5m Safety, Security and Access to Justice programme's awareness raising and community education initiative. This programme aims to provide added security to over 50,000 women and children victims of violence and abuse through improved community policing, including through the establishment of Victim Support Units in all 28 districts of Malawi.

In Nepal, DFID plans to integrate critical VAW training for police into their public security project. DFID are also considering supporting UNICEF to expand their paralegals programme nation wide. Paralegal committees have been highly successful in helping women and children to access justice and community protection. DFID are also supporting a regional partnership with the **UN's Partners for Prevention Programme**, which works particularly on engaging men and boys. Nepal is likely to be a focus country for this partnership.

DFID is also supporting a new £1m **Action Aid programme** (2009-2011) to enhance security and safety for marginalized women in conflict-affected communities in Liberia, Nigeria, Sierra Leone and Somaliland. The programme has two strategic objectives; i) to build demand for justice by enhancing the capacity of women to advocate for access to justice; and ii) to increase the supply of justice for women by promoting pro-women government policies, judicial system reform and changes in cultural practices at local, community and national level.

Between 2007 and 2009 DFID committed over £3 million to **UNIFEM's** work on community based approaches to prevent sexual and gender based violence in conflict and post conflict situations in six countries including Afghanistan, Liberia, Uganda, Timor Leste, Haiti and Rwanda. The achievements of this programme include: i) women in Uganda have gained official observer status in the Juba Peace Process; ii) in Timor-Leste a community monitoring mechanism has been established to monitor police response to violence, including a new more transparent process for managing complaints of sexual harassment allegations; iii) in Liberia, the placement of a Gender Advisor to the Truth and Reconciliation Commission brought a high visibility to women's concerns in the peace building process.

4) Suggested factors affecting success of addressing VAW in S&J programmes

- The extent to which S&J programmes reflect the needs of those who they are designed to benefit has consistently been recognised as a key factor in their ultimate success. UK policy now recognises that “people-centred” approaches to security and access to justice produce more effective and sustainable results which are seen as more relevant and legitimate by those they seek to benefit.
- All forms of S&J programmes require political commitment from national elites. Forging political support for S&J projects to address VAW may be very difficult, although civil society may be able to raise awareness and advocate for change. Political will from external actors is also necessary; combating VAW tends to be a low priority, except in extreme cases such as Afghanistan and DRC or in specific projects. When external actors are involved, the commitment needs to be for the long-term.
- There may be considerable male resistance to reform efforts which enhance women's status. This may result in a backlash and increased abuse, but not necessarily. Careful analysis, monitoring and outreach may help identify male champions of the processes and reduce resistance.
- Progress in one part of the security and justice sectors can be undermined by a lack of progress in another. If police improve investigation rates for crimes against women, but the rest of the criminal justice system cannot cope, this will undermine the police and public confidence.
- A lack of awareness and understanding of the rights of women means that even some women do not articulate the abuse they experience as human rights violations. Some may consider the abuse they suffer as less important than others, particularly political, violations in their community. Cultural discourse may condone VAW and may be a major challenge. Yet cultures and

traditions are dynamic; culturally-based mechanisms may provide a useful entry point.

- Whilst projects specifically focusing on VAW have had good results, there is a risk that treating VAW separately from “mainstream” security and justice programmes might marginalise the crime and its victims further. Limited resources may also result in a few specialised units in the cities (for example) while “mainstream” S&J projects ignore VAW.
- A severe lack of data makes targeting the programmes, monitoring and evaluating their impact and cross-comparative work very difficult and thus decreases their impact significantly.
- For institutions to work, they have to be trusted. In some societies, this may require radical reform where the institutions have been abusive. In others, police and justice institutions need to engage with women’s groups and other civil society organisations to find ways in which to gain the trust of women victims of violence and meet their different needs.
- Civil society organisations play a key role in S&J programming: they are key partners for identifying security needs, they can provide technical assistance, raise public awareness, and advocate for change in the law. They can monitor court cases, to ensure standards are met, and can help in holding public institutions to account. Civil society can also raise public awareness and help change socio-cultural attitudes to women.
- DFID has already recognised that in order to meet the White Paper commitment, it needs to increase its focus on prevention to complement support to victims of violence. For example, this may include measures to support new legislation, gender-awareness raising within police and military structures; working with men and boys to change social attitudes; tackling perpetrator immunity; and making physical environments safer.

5) Suggestions for how DFID could improve work in this area

a) Articulating a more detailed theory of change for how S&J programming will address violence against women

DFID has made an explicit commitment that through enhanced access to security and justice, VAW will be reduced. Beyond this rhetoric, more is required to elaborate exactly how this will translate into practice. Prioritising VAW will entail allocating resources to aspects of the development of the security and justice sectors (such as for instance prosecutions of those charged with VAW offences and training for police and other in addressing VAW issues) over other potentially important areas (such as public order policing or prosecutions of corruption cases).

b) Implementing an holistic approach to S&J

As recognised above, a key factor in the success of S&J programmes and therefore an important focus of efforts to improve DFID’s own S&J programming is the extent to which an holistic, people-centred approach is supported. S&J programmes which focus exclusively on the institution to be reformed without engaging the population – including women – are less likely to be successful. Within this more ‘participatory’

methodology of S&J programming there are a number of areas which we suggest DFID needs to focus on:

- DFID is committed to public participation in the design and oversight of S&J programmes. This is to be applauded. However truly basing the design and implementation of activities on the views and priorities of local communities is likely to mean that they are substantially different from those that would result from consultations with, and decisions by, national institutions (such as the police or courts) or with civil society elites. For instance, local priorities might include addressing the perceived political affiliations of police whereas at the institutional level, the police, if consulted might identify their need for enhanced training on gender issues. Persuading local people to report instances of VAW against the police might be reliant on addressing these issues of political affiliation more than for instance, the ability of the police to be able to understand and investigate the complaint.
- S&J programmes should be informed by detailed analysis of the particular context and should respond to them. This analysis should include a specific focus on assessing the needs of all stakeholders, including women and girls, as well as looking at the conflict dynamics that exist between different groups within that context. If analysis focuses on predominantly elite discourse, it will reflect male experience and tend to overlook women's experience. Inclusive analysis should contribute to finding creative, sustainable solutions that demonstrate real effect. DFID should dedicate significant resources to ensuring there is an evidential base for addressing VAW in the design of S&J programmes.
- DFID should work closely with others within the donor community to ensure that any data collected or analysis developed is shared among relevant stakeholders. There are often existing coordination mechanisms in place in countries prioritised by DFID which could be used to facilitate this information sharing and joint analysis. It does not necessarily require the establishment of new or separate mechanisms (which in themselves could further create confusion and 'silo-ing' of VAW issues). The Justice, Law and Order Working Group in Uganda would be one example of a mechanism that has increased co-ordination between donors and other actors working in the sector.
- The impact of S&J programmes on VAW – unless specifically designed as a VAW-related project - is generally not monitored or evaluated. Without systematic monitoring, there is no way of knowing whether projects to train riot police, improve the land registry, or modernise an army are contributing directly or indirectly to a decrease in VAW. In taking forward the M&E of this area of programming DFID need to avoid as far as possible an approach that puts too much emphasis on the setting and meeting of measurable targets, thus avoiding the associated risk that only what gets measured gets done. At the same time if DFID is using targets to measure the effectiveness of programmes then one way of ensuring a greater attention on addressing VAW would clearly be to incorporate specific VAW targets within all M&E of S&J programming. Finally DFID should ensure that VAW related M&E is carried out in a manner that is sensitive to the experiences of victims of VAW and should ensure that those undertaking this work have an appropriate skill-set.
- Adopting gender-sensitive approaches to all S&J projects could make important contributions to reducing of VAW. Monitoring all S&J programmes

for effect on VAW could improve the extent to which gender is mainstreamed into S&J projects as well. Successful integration of gender would then support VAW-specific interventions without the risk of marginalisation.

- DFID, have already recognised the need for a multi-sectoral approach such that the relationships between S&J programming addressing VAW and the goals of other sectors such as health and education are made explicit. The recognition that in health for example not only do we need health responses that target victims of VAW but also the monitoring and tracking of health care needs that support VAW programming. DFID should continue to take forward work in this area to ensure they implement a truly multi-sectoral approach as well as promoting this approach within the donor community.

We would also suggest that in order to take forward this more holistic approach DFID prioritise both 'supply side' state-led support including support for the community-based policing model as well as the more 'demand side' support for community engagement which will ensure that change is driven by those closest to the violence who are best placed to define their security needs.

c) Understanding VAW

Whilst urgent action is necessary to address sexual violence related to conflict, it is important not to conflate sexual violence with VAW. Sexual violence is one form of VAW, and while sexual violence related to conflict may become public, many other forms of VAW remain hidden, "private" or otherwise unaddressed by S&J programmes. Focussing only on sexual violence can stereotype women as one-dimensional sexual beings, and as victims. Women are not a homogenous group. We have seen that some truth commissions have provided an important public space for understanding women's different experiences of conflict or repression and the abuse they suffered. Understanding the violence committed against women and its causes will be crucial for effective S&J programmes. It is also important to understand where efforts to tackle VAW within S&J programming sit within broader work to address sexual and gender-based violence.

d) Incorporating Civil Society

Civil society will have an important and valuable role to play, both in helping women articulate their experience and in advocating for institutional and social change. Engaging communities in identifying their security needs and how they can be met generate creative solutions and will improve service delivery. The interaction between communities, security services and international human rights norms will make an important contribution to empowering the citizen – not only in holding security institutions to account, but also in changing the social norms which cause VAW. DFID should prioritise support for creating the demand for change at the same time as working to ensure effective reform of the institutions charged with supplying security and justice.

f) Addressing difficult challenges inherent in this programming

There are a number of difficult and complex challenges that DFID must recognise and think through the implications of, if it is going to increase success in this area of programming. These include:

- o addressing the tension between working closely in partnership with States in the development of their S&J sectors whilst at the same time challenging the impunity of serving officials (e.g. police or armed forces who may have

- committed rape or other VAW) whose presence within S&J institutions is so corrosive to the development of the trust of communities
- supporting the role of communities in shaping the ‘societal consensus’ and in so doing challenging the cultural basis that underpins much VAW without enforcing inappropriate and culturally-insensitive models of development
 - balancing short-term immediate responses to VAW with the more difficult longer-term preventative responses including promoting a culture of change over a long period that is widely recognised as being fundamental to addressing the root causes of VAW.

¹ Chapter 4 *Building Peaceful States and Societies* pp74

² Interdisciplinary Analysts and Saferworld *On track for improved security? A survey tracking changing perceptions of public safety, security and justice provision in Nepal* (2009) p. iii

³ See for example: EU Concept for ESDP Support to Security Sector Reform (SSR) Council of the European Union (2005)

⁴ Saferworld *Gender and Security sector reform – a policy briefing paper* (2009)

⁵ Megan Bastick, Karin Grimm and Rahel Kunz *Sexual Violence in Armed Conflict: Global Overview and Implications for the security sector* Geneva Centre for the Control of Armed Forces (DCAF) (2007) p.148

⁶ Section 9: Integrating gender awareness and equality in Organisation for Economic Cooperation and Development (OECD). *OECD DAC Handbook on Security System Reform: Supporting security and justice*. (2009) p.7.

⁷ Bastick et al (2007) op cit p.149

⁸ Bastick et al (2007) op cit p.150

⁹ Tara Denham *Tool 2 Police Reform and Gender* in Megan Bastick and Kristin Valasek eds. *The Gender and SSR Toolkit* DCAF, OSCE/ODIHR, UN-INSTRRAW (2008) p.9

¹⁰ Fatima Ayub, Sari Kouvo and Rachel Wareham *Security Sector Reform in Afghanistan* Initiative for Peacebuilding (2009) p.13

¹¹ Saferworld *Implementing Community-based policing in Kenya* (2008) p.4

¹² Laura Davis *Justice-sensitive SSR in the DRC* Initiative for Peacebuilding (2009) p.21-22

¹³ The sexual violence unit in the project to restore justice in Eastern DRC (REJUSCO)

¹⁴ Shelby Quast *Tool 4: Justice Reform and Gender* in Megan Bastick and Kristin Valasek eds. (2008) op cit. p.11

¹⁵ Quast (2008) op cit p.7

¹⁶ Quast (2008) op cit p.14

¹⁷ Alexander Mayer-Rieckh and Roger Duthie “Enhancing justice and development through justice-sensitive security sector reform” in Pablo de Grieff and Roger Duthie, eds. *Transitional Justice and Development: Making Connections* Social Science Research Council (2009)

¹⁸ Davis (2009) op cit

¹⁹ The Rome Statute of the International Criminal Court, 1 July 2002 Articles 7,8

²⁰ Laura Davis *Transitional Justice and SSR* Initiative for Peacebuilding (2009)

²¹ Vasuki Nesiiah et al *Truth Commissions and Gender: Principles, policies and procedures* International Center for Transitional Justice (2006) p. 42

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