K4D | Knowledge, evidence and learning for development

Gender-sensitive security and justice interventions in Sub-Saharan Africa, MENA and South Asia

Jenny Birchall
Independent researcher
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Question

What lessons or best practices are available regarding gender-sensitive security and justice interventions in Sub-Saharan Africa, MENA and South Asia?

Contents

1. Summary

The breadth of areas potentially covered under "security and justice" means that there is a wide range of relevant literature, covering topics from gender equality considerations in constitutional reform, to inclusion of women's perspectives in peacebuilding, to gender awareness training for security forces. A range of actors at different levels provide safety, security and justice, including:

- Formal (state) actors such as policy makers, the police, military, judiciary and other court officials, administrative departments, prison systems, probation services and border agencies.
- Informal (non-state) actors such as traditional and religious leaders, community safety groups, victim support groups, legal aid clinics, paralegals, women's rights organisations, and other community networks.
- Oversight and accountability mechanisms such as: internal and external monitoring systems for security and justice providers; international mechanisms through the UN, the International Criminal Court and Truth Commissions; and scrutiny from civil society organisations.

This rapid review presents a selection of the available literature on gender, security and justice, focusing on learning from interventions in Sub-Saharan Africa, the Middle East and north Africa (MENA) and South Asia. A range of case studies are featured, grouped into the following areas:

- Constitutions and laws
- Access to justice
- Informal, traditional and community justice and security
- Security sector reform and support
- Peacebuilding and conflict resolution

The report discusses some common themes emerging from the evidence around best practices in creating gender sensitive interventions. These are grouped in the following way:

- Creating an enabling environment for access to justice and legal empowerment
- Mainstreaming gender into peacebuilding and conflict resolution
- Taking a gender perspective in security and justice interventions
- Participatory approaches to security and justice interventions
- Challenging gender norms and structural barriers as well as increasing women's representation

The evidence included in the report is not exhaustive; it represents a selection identified in the time allocated. While the report includes some peer reviewed literature, the majority of studies included are grey literature, including case studies produced by non-governmental organisations (NGOs), best practice guidance or theories of change produced by donors and UN organisations, and evidence summaries produced by think tanks. Few formal evaluations of interventions were identified. Many of the case study examples included in these studies span the last twenty years, but in this report the more recent examples were prioritised for inclusion where possible.

2. Background and definitions

Safety, security and justice, while distinct issues in themselves, are linked as part of the overall rule of law, which can be seen as an overarching principle to guide security and justice programming (Herbert, 2014, p. 1). A range of actors at different levels provide safety, security and justice; key actors and mechanisms within the security and justice sectors could include:

- Formal (state) actors such as policy makers, the police, military, judiciary and other court officials, administrative departments, prison systems, probation services and border agencies.

- Informal (non-state) actors such as traditional and religious leaders, community safety groups, victim support groups, legal aid clinics, paralegals, women's rights organisations, and other community networks.

- Oversight and accountability mechanisms, including: internal monitoring or cross-monitoring systems for security and justice providers; and external mechanisms such as parliamentary oversight bodies, national human rights institutions, inspectors-general, international mechanisms through the UN, the International Criminal Court and Truth Commissions, and civil society organisations which provide scrutiny of security and justice institutions (DFID, 2013, p. 12).

The Foreign, Commonwealth and Development Office (FCDO) views security and justice interventions as assistance given to institutions such as: armed forces, police, gendarmeries, paramilitary forces, presidential guards, intelligence and security services (military and civilian), coast guards, border guards, customs authorities, reserve or local security units (civil defence forces, national guards, militias), judiciary, defence, interior and justice ministries, and criminal investigation and prosecution services (HM Government, 2017, p. 6).[1]

The breadth of areas potentially covered under "security and justice" means that there is a wide range of relevant literature, covering topics from gender considerations in constitutional reform, to inclusion of women's perspectives in peacebuilding, to gender awareness training for security forces. Therefore, the learning and examples discussed in the sections below represent only a selection of those available in this broad area.

Gender-sensitive interventions are those that recognise the specific needs and realities of men and women based on the social construction of gender roles (Smee, 2015, p. 5). At a minimum, they should avoid entrenching or exacerbating existing gender inequalities. As far as possible, they should aim to challenge existing inequalities between and among women, men, and sexual and gender minorities, taking steps to promote gender justice and equality (Wright, 2016, p. 3). Gender-transformative interventions seek to transform gender relations and institutional practices and broader social norms that create and reinforce gender inequalities (Smee, 2015, p. 5). Examples of both gender-sensitive and gender-transformative interventions have been included in the sections below.

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[1] Correspondence with the commissioner of this report at the FCDO

3. Best practices and lessons learned: Cross-cutting themes

While the literature on gender, security and justice encompasses a broad range of areas, there are some common themes in terms of best practice in creating gender-sensitive and transformative interventions. These are discussed below.

Creating an enabling environment for access to justice and legal empowerment

Some studies consider the factors necessary to promote access to justice and legal empowerment for women, and the enabling environment that is necessary if interventions are to succeed. UN Women et al.'s (2018) comprehensive guide to programming on women's access to justice discusses the importance of three essential factors:

- **An enabling environment for justice actors to effectively respond to women's justice needs.** This environment is shaped by the prevailing political, social, economic and cultural climate within a country, and it is supported by international and regional standards and norms, domestic constitutions and laws, policies and budgets (UN Women et al., 2018, p. 22).
- **Effective, accountable and gender-responsive justice institutions**, that provide remedies and justiciability and include women as professionals within all bodies and levels of judicial systems and providers of justice-related services (UN Women et al., 2018, p. 58).
- **Legal empowerment of women**, including women participating in legal reform processes; supporting and partnering with civil society organisations; and education on women's rights (UN Women et al., 2018, pp. 61-67).

A study by the International Development Law Organisation (IDLO, 2013, p. 9), looking at a range of examples of legal empowerment interventions, contains a number of lessons learned and recommendations, including:

- **Consider legal empowerment approaches as part of the solution to advance women's access to justice.** Invest more resources to identify and design effective, context-specific strategies to promote gender equality.
- **Explore the interface of informal and formal justice settings.** Empowerment strategies should be complemented with efforts to address discriminatory laws and obstacles to the use of the formal legal sector.
- **Engage with civil society and support local ownership** to ensure the legitimacy and sustainability of measures targeting women's access to justice.
- **Adopt a multi-disciplinary approach to women's access to justice.** Investigate the potential of partnerships with non-legal service providers, in particular those working in the areas of women's economic empowerment and income generation, protection from violence and food security.

Another toolkit looking at how to integrate principles of gender equality into legal systems (Arostegui and Bichetero, 2014, p.3) stresses, in addition to the points above, the importance of

working with communities at the grassroots level to provide education on rights and to change the cultural and institutional perceptions that support and continue discriminatory practices (Arostegui and Bichetero, 2014, p. 3).

Mainstreaming gender into peacebuilding and conflict resolution

There is a strong body of evidence on the role of women in peacebuilding and the strategies that women's rights advocates have taken to influence interventions in this area (Smyth et al., 2020; Coomaraswamy, 2015; GIZ, 2014). Studies looking at the extent to which women's rights and gender equality advocates are able to drive gender-responsive content in peace negotiations and constitutional reform point out that while women participants and gender equality issues are increasingly present in peace processes and constitutional reform processes, more needs to be done to ensure that gender equality doesn't remain on the margins. Areas identified where international actors may best be able to support and strengthen women's voices and leadership in such processes include (Domingo et al., 2015, pp. 4-5; Myrttinen et al., 2014, p. 5):

- Ensuring that the design of interventions and external support is **context-specific;**
- **Thinking and working politically**, recognising that increasing women's voices and leadership involves redistribution of power and resources;
- Supporting women's **collective action;**
- Working with multiple stakeholders and investing in **long-term relationships** with partners;
- Working both **within and from outside states** to achieve change;
- Better understanding and support for **women's political apprenticeships**;
- Developing and supporting **multidimensional approaches** that address both the practical and structural constraints to women's voice, decision-making and leadership.

In addition, some studies have collected learning on implementing gender-sensitive provisions into peace agreements themselves. This includes (GIZ, 2014, p. 54; Domingo and Holmes, 2013, pp. vi-vii):

- The importance of understanding the implementation of a peace agreement not only as the end of violent conflict but also as **a strategic window of opportunity to initiate structural, socio-cultural changes**.
- Understanding **how gender inequalities relate to the broader political settlement and distribution of power and resources** and therefore how any shifts could impact gender relations (including creating a backlash by those whose interests are threatened).
- Paying attention to **existing incentives, structures and sources of resistance**, and opportunities to encourage (predominantly male) elites to accept change.
- Recognising that achieving gender justice is a **long-term process** of social and political transformation, which requires political will, stamina, patience and strong commitment.
- Recognising that **access to information** is key to women's participation in the post-peace agreement phase.

- Seeing gender-sensitive **disarmament, demobilisation and reintegration (DDR) processes** and programmes as key opportunities for transforming gender relations.
- Recognising that **transforming aggressive, militarised masculinity** is vital for ensuring successful socio-cultural change processes.
- Developing concrete proposals and steps on **ensuring gender-sensitive follow-up mechanisms** during the negotiation process.
- Recognising that the gender-sensitive provisions of agreements should be **implemented by a broad range of actors**, rather than left for national machineries for gender equality to implement.
- **Introducing quotas** as a powerful and important political signal to political decision-makers, women and the wider community.
- Paying attention to the **links between state building at the national and sub-national levels**, policy making and decisions on resource allocation, and service delivery for users/citizens, and what this means for gender equality. When doing this, **moving beyond stereotypes of women's needs** as being solely around access to justice and sexual and reproductive health, to women's roles and inclusion in all aspects of society.

Taking a gender perspective in security and justice interventions

Several studies were identified that focus on strategies for integrating gender perspectives into security and justice interventions. Herbert's (2014, p. 2) review identified the following commonly cited strategies:

- **Gender mainstreaming**, in which the impact of all policies and programmes on women, men, girls and boys are considered at every stage of the programming cycle.
- **Gender balancing**, or ensuring equal representation of men and women in institutions and oversight bodies.
- **Gender-specific interventions** such as training and capacity building, creating gender units within the police; and awareness raising and sensitisation of women's rights with security and justice institutions.

The OECD DAC (2011, p. 4) handbook on security system reform (SSR) states that effectively integrating gender into this type of reform means:

- Acknowledging and responding to the different security and justice needs of women, men, boys and girls, and recognising that **people have different security and justice needs** due to their gender, ethnicity, age, sexual orientation, caste, religion and other factors.
- Ensuring the **full and equal participation of men and women** within security decision making and within security and justice institutions.

Villellas et al.'s (2016, p. 14) study of gender in conflict and peacebuilding policy and practice notes that taking a gender perspective in SSR means "taking into account the (in)security experiences and needs of men, women, boys and girls, assuming that their different experiences and priorities are linked to the social processes and structures within which they live." This approach will give more visibility to, for example, sexual and gender based violence (SGBV) as a

security problem. Villellas et al. (2016, pp. 14-15) argue that taking a gender perspective in this way will also increase the effectiveness of security and justice delivery; for example, by creating more representative security and justice institutions, strengthening responses to SGBV, or benefitting from increased participation of women in policing. It will also strengthen oversight and accountability.

Violence against women and girls (VAWG) and SGBV are frequently referred to in the context of the gender dimensions of security and justice. DFID's (2013, p. 8) guidance on tackling VAWG in the security and justice sector sets out the following key principles:

- Tailor programmes to the specific context;
- Ensure national ownership and high-level leadership;
- Adopt a survivor-centred and 'do no harm' approach;
- Work to change the knowledge, attitudes and practices of security and justice providers;
- Engage with the whole of the security and justice sector;
- Ensure a coordinated, multi-sectoral and sequenced approach.

Some studies present learning on gender sensitive strategies used to reform security provision. For example, a study focusing on Yemen, Libya and Egypt, where politically active women face targeted violence, harassment, sexual assault, threats of violence and slander, but are unwilling to engage with police due to fears about mistreatment, corruption and ineffective responses, made the following recommendations for better practice (Rogers, et al., 2013, i-iii):

- Create a more responsive security sector through **reform processes that include women's perspectives** and include women's specific concerns in setting national and local priorities.
- Involve women in security provision, by **building on women's potential contributions in disarmament and linking police and communities**, increasing the number of women police officers, and ensuring internal police procedures promote equality.
- Increase opportunities for women to influence decision-making, by **making public space safer for women**, being **aware of barriers** they face, and providing **gender-sensitive access** to formal and informal institutions.
- Back women's networks and international and regional solidarity, by **strengthening regional women's alliances** and encouraging them to reach out to grassroots constituencies.
- **Change messages spread about women**, by limiting the ability of all actors to threaten or incite violence against women or any other group and by helping the media fact-check stories, exercise due diligence, and refrain from libel and defamation.

Participatory approaches to security and justice interventions

Several of the studies identified stressed the importance of participatory approaches when designing and implementing interventions on security and justice. These included engaging refugee women in processes to tackle SGBV and increasing security in refugee camps (Thompson et al., 2014; Farrington, 2019).

Wright (2016, p. 4) describes a people-centred approach to tackling the issues causing insecurity, and sets out **six principles for gender-sensitive community projects**:

- Facilitate the equal participation of people of all genders from a range of ages and backgrounds at all stages of the process, including addressing specific gendered barriers to participation, while also mitigating risks of backlash.
- Ensure that women's, men's and gender minorities' security issues are identified and given equal consideration.
- Aim to create a safe environment in which people of all genders feel able to raise sensitive issues that may relate to cultural taboos around gender.
- Help communities to develop an analysis of how beliefs, attitudes and behaviours relating to gender may interact with security concerns, and to address that.
- Facilitate the development of respectful and productive relationships between local authorities, security providers and community members of all genders.
- Facilitate and promote an understanding that people of all genders have an important role to play in security provision and decision making on security issues.

Gender-sensitive conflict analysis (GSCA) has been used successfully to engage communities in processes looking at the ways harmful gender norms fuel not just gender inequality but also conflict, broader discrimination, exclusion and violence. This approach highlights how different types of violence, including economic violence, GBV and political violence, are used to maintain power in public and private spaces, and how these spaces are connected (Trimino and Poch, 2020). Studies from NGO Saferworld illustrate the ways that GSCA can make peacebuilding programmes more inclusive and effective, as well as being the starting point for gender-transformative changes (Trimino and Poch, 2020).

Challenging gender norms and structural barriers as well as increasing women's representation

There is a strong body of evidence demonstrating the need for a **multi-pronged approach to tackling gender inequality**; as well as increasing women's representation in the areas from which they have historically been excluded, it is also vital to tackle structural barriers and inequalities, and to transform harmful gender norms (DFID, 2015).

Many of the case studies featured in section 4 below illustrate the fact that if justice and security interventions are to be gender transformative, they must focus not just on one, but multiple dimensions of the problems faced. Examples include police reform in Liberia, which focused on increasing women's representation without tackling institutional gender culture and hegemonic masculinity (Huber and Hudson, 2019; Bacon, 2015). In Bangladesh, while interventions to create an alternative community dispute resolution process with women mediators have been successful in terms of increasing the number of women involved in dispute resolution, without a focus on shifting social norms, women mediators still work on "women's issues", rather than land and property disputes (Valters and Jahan, 2016).

Evaluation of a project to enhance women's access to justice in the MENA region found that it had been particularly successful in promoting individual change, but a more specific approach would be needed to tackle structural deterrents to women's access to justice (Oxfam, 2014). In

Uganda, interventions to form groups of "reformed warriors" who have renounced cattle raiding and mobilise other youth to join peace campaigns, have struggled without the provision of viable alternatives. These initiatives need to bring both changes to harmful gender norms and alternative economic and educational opportunities for communities in order to be successful (Wright, 2014, p. 33).

4. Case studies

This section contains a selection of case studies highlighting examples of best practices or lessons learned around security and justice interventions in Sub-Saharan Africa, MENA and South Asia. They are organised into five areas: constitutions and laws; access to justice; informal, traditional and community justice and security; security sector reform and support; and peacebuilding and conflict resolution.

Constitutions and laws

Gender equality provisions in Zimbabwe's constitution

A group known as the Group of 20 (G-20) successfully lobbied for gender equality related provisions in Zimbabwe during the country's three-year constitution making process (2009-2013). The G-20 included women activists, senior politicians from all parties, women parliamentarians and academics. This group became a key information source on gender equality, women's rights and the constitution, which was signed into law in May 2013. Strategies employed by the G-20 included (UN Women et al., 2018, p. 85):

- Providing experts to conduct training sessions on international standards and comparative constitutions.
- Developing a set of common principles for advocating for women's rights— including reproductive rights, protection from domestic violence, marriage equality and equality in political representation.
- Production of advocacy materials—pamphlets and other education materials and conducting public awareness campaigns.

Gender equality provisions within legislation on land rights: Kenya and Nepal

The 2010 constitution in Kenya directly addressed women's land rights and established that "gender discrimination in law, customs and practices related to land and property in land" must be eliminated. The Land Registration Act 2012 endorses joint titling to protect matrimonial property during and in termination of marriage (Daley et al., 2013, p. 4).

In Nepal, the government aimed to increase women's access to the ownership of land by granting a 10% tax exemption to drive the implementation of laws on property and inheritance. The exemption created incentives for families to share property with women in the family and was later increased by 25% and 30% in cities and rural areas respectively. The result was significant: in the 2001 census, 11% of households reported land owned by women, whereas by 2009, the figure had increased to 35% (UN Women et al., 2018, pp. 91-92).

Access to justice

Empowering women through legal aid in Liberia

Action Aid Liberia supports the *Access to Justice for Women* project, which is being implemented with local partners in three districts in the southeast of the country. The programme takes a holistic approach to women's access to justice and gender equality outcomes, recognising that change will not be achieved by the provision of legal aid alone. Achievements of the project include (UN Women et al., 2018, p. 99):

- An increase in the number of women willing to access justice through the formal justice system.
- An increase in women's understandings of inheritance and rape laws, referral mechanisms for accessing justice, and UN resolutions 1325 and 1820.
- Setting up mediation groups, which train women in conflict mediation skills and provide informal level legal aid through the settling of domestic violence and domestic dispute cases in the community.

Gender focal points helping women access justice in Afghanistan

In Balkh and Badakhshan Provinces in Afghanistan, GIZ has supported the creation of gender focal points in local communities. Local women who have a respected social standing in their community are given basic legal training to provide support and advice to other women who are seeking justice. Gender focal points provide an important resource to women in a context where many other resources are male dominated and therefore more difficult for women to independently access. They enable quicker access to justice by helping women navigate the multiple justice providers avoiding unnecessary delays. Officials from the Ministry of Women's Affairs (MoWA) in Afghanistan have welcomed the focal points as a way of addressing the absence of MoWA representation at district level (Denney and Laws, 2019, p. 22).

Increasing women's access to justice in Jordan, Iraq and Lebanon

Oxfam's three-year project to enhance women's access to justice in the MENA region ran from 2011-2014 in Jordan, Iraq and Lebanon. The aim was to improve the quality of legal services for poor and vulnerable women. Key activities included: awareness raising sessions for women and community leaders; training and engaging women and men for raising awareness; providing free legal consultations to women; and raising awareness around women's rights amongst lawyers and judges. The final evaluation found that the project was particularly successful in promoting individual change. Change related to external factors was less visible, and therefore a more specific approach is needed to tackle structural deterrents to women's access to justice (Oxfam, 2014, pp. 35-131).

The work of the International Federation of Women Lawyers of Ghana

FIDA-Ghana was established in 1974 to provide pro bono services to indigent women and children. Through its legal aid services, FIDA-Ghana integrates justice and development in ways that benefit marginalised and excluded women and children. The organisation undertakes rural

outreach and training of community members as paralegals. Between 2010 and 2014, the FIDA legal aid centre in Accra handled 5,276 cases in areas such as maintenance, marital issues, property or inheritance (UN Women et al., 2018, p. 98).

Informal, traditional and community justice and security[2]

Religious leaders as justice decision makers in Afghanistan

In conflict and post-conflict settings in particular, religious and traditional leaders can play an important role in protecting and promoting women's rights. In Afghanistan, religious leaders are among the traditional "gatekeepers" for making local decisions, especially with respect to women's rights. While at the national level women rights have encountered resistance, at the local level religious leaders have shown interest in protecting women's rights within an Islamic framework. Civil society organisations have been working with these leaders to develop a curriculum on women's rights. Participating Imams have included women's religious and legal rights to familial inheritance, employment, education, participation in political life, and decision making over their own bodies in their sermons (UN Women et al., 2018, pp. 89-90).

Peace huts in Liberia

In Liberia, UN Women, supported by DFID, worked in partnership with the West African Women's Peace Network (WIPNET) to tackle VAWG at the community level, building on the traditional Palava Hut mechanism. Community members come to the peace huts with grievances; the majority of which involve domestic violence. In some cases, members of the peace huts work with the local police to identify those suspected of crimes against women, ensuring that they are arrested and interrogated. In other cases, grievances are resolved within the community by a promise not to repeat the offence, enforced through intense community scrutiny. The peace huts also operate as a safe convening space for women, where they can escape abuse and harassment and organise themselves to make their voices heard. Outreach has also been carried out with men to create male peer educators who speak to other men in their communities about ending VAWG. Evaluations show that the peace hut justice system is mostly very successful and popular with communities (DFID, 2013, p. 5).

Traditional justice in rural Bangladesh

The *Activating Village Courts in Bangladesh* Project aimed to set up, support and strengthen village courts in 350 small government units, in order to improve access to justice for disadvantaged and marginalised groups, especially the rural poor and women. Village courts

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[2] Several studies note the importance of remembering that negotiation, conciliation, mediation, and restorative justice mechanisms can be detrimental in cases of violence against women because of power imbalances and safety risks for women interacting with perpetrators during face-to-face meetings. While women will often choose alternative dispute resolution systems for other matters (e.g. custody), they will often seek assistance from the formal legal system in instances of SGBV (Thomas et al., 2011, p. 8; Stewart, 2018, p. 5).

provided an alternative avenue for women to access justice; almost 7,000 women accessed village court justice in 2014 and women were involved in 14% of village court decision making processes (an increase from 11% in 2013) (UN Women et al., 2018, p. 95). In addition, the Village Court Act has been amended to ensure that women are present in cases involving women or minors (Valters and Jahan, 2016).

Also in Bangladesh, there have been NGO interventions to build women's leadership and create an alternative *shalish* (community dispute resolution process) with women mediators (Valters and Jahan, 2016). While these initiatives have been successful in terms of increasing the number of women involved in dispute resolution, women's influence on the kind of justice delivered remains limited. For example, the participation of women in community dispute resolution tends to be restricted to "women's issues", which excludes land and property disputes. More work is needed to ensure sustained progress. This should include working with both women and men to shift the social norms around "women's issues" within dispute resolution (Valters and Jahan, 2016).

The bashingantahe in Burundi

In Burundi there have been efforts supported by UN Women to integrate women into the *bashingantahe* (traditional elders who are responsible for conflict resolution at the community level), which has been a strictly male domain. The bashingantahe is important at the community level in terms of sub-national level governance and conflict resolution. Through sensitisation of leaders on women's rights and the amendment of the bashingantahe charter, women now take part in decision-making and account for 40% of bashingantahe committee members. Resulting from this change process, there is a greater awareness of SGBV and of other rights of women (Domingo and Holmes, 2013, p. 10).

Peace Committees in Afghanistan

ActionAid and its partners have worked with local *jirgas* in four provinces of Afghanistan to support the creation of 180 peace committees. Nearly 40% of committee members are women. The men's committee includes members from the jirga, and a separate women's peace committee has been created to work closely with the men's committee. ActionAid and its partners have provided training and support to the committees, including around conflict mediation, legislation, rights awareness, gender equality and the formal justice system. The committees are now the forum for the community to take their grievances to; they have the authority to mediate conflict without taking it to the jirga, which often discriminate against women and in some cases, condone and promote violence against women (Smee, 2015, p. 22).

Village tribunals in Malawi

In 2007, DFID Malawi initiated a programme on safety, security and access to justice. A key part of the programme involved strengthening the capacity of informal justice institutions, through:

- Training chiefs at village level on case management, record-keeping, transparency, human rights and gender to improve their handling of cases. Chiefs were also encouraged to include women as members of the advisory panels in traditional courts.

- Training volunteer community-based educators to raise awareness of human rights at village level, assist with and record keeping in village tribunals, and provide mediation and referral to community members.

The programme resulted in (DFID, 2013, p. 19):

- An increase in women accessing village tribunals to resolve complaints.
- Improvements in the functioning of village tribunals and increased transparency and accessibility of tribunals to women.
- Positive (although limited) shifts in attitudes and responsiveness of chiefs to women's rights.
- An overwhelmingly positive response by chiefs and women to the inclusion of women in tribunals.

Community security in Yemen

As part of the setup phase of a pilot community security project in Yemen, Saferworld and its partner, NODS, held a joint capacity building workshop to agree how to integrate gender sensitivity throughout the project. In the workshop, both organisations shared their experiences working on gender in the past, and worked together to (Wright, 2016, p. 12):

- Agree on how gender is defined, and why it is relevant to community security.
- Analyse how gender norms relate to the security problems that had been identified in the project locations.
- Agree on a set of key principles for gender sensitivity to be implemented throughout the project.
- Discuss how these principles would be applied at each stage of the community security cycle.
- Raise any concerns the teams had over specific issues, such as how they would identify women who were willing to join the project.
- Discuss how they would monitor the gender sensitivity of their approach throughout the project.

Challenging extremism in Pakistan

PAIMAN Alumni Trust is a Pakistani NGO that aims to reach out to women and young people in conflict affected FATA and parts of Khyber Pakhtunkhwa province by raising awareness of the impacts of radicalisation and extremism, and the role they can play in combating it. One of the trust's projects targets mothers, who are seen as shaping the morals and values of their children, and having the influence to create positive relationships within the family and community. However, in order to get sons, brothers and others to listen to women in what are traditionally highly conservative and patriarchal societies, the project first seeks to raise the status of women. This is done through economic empowerment activities such as training to give women marketable livelihood skills, in turn contributing to family income and giving women confidence. Women are also supported to recognise indicators of radicalisation and violent extremism in individuals and in their communities, and find ways to address these through dialogue and

community peacebuilding (Idris and Abdelaziz, 2017, p. 16).

The Civilian Joint Taskforce in Nigeria

In Nigeria, considering gender and the role of women within the fight against violent extremism brought about a fundamental change in the recruitment of volunteers into the Civilian Joint Taskforce (CJTF), which was set up to help tackle armed opposition groups (commonly known as Boko Haram). Women were recruited to join the CJTF to focus on conducting bodily searches of other women and young girls and gather information because of the access they have to areas where men are not allowed in the Muslim society. They also operate with the men at checkpoints to address issues related to young girls and women. Women's participation in the CJTF became even more critical as armed groups adapted their strategy to use women in carrying out some of their operations (Okenyodo, 2016, p. 109).

Tackling natural resource-based conflict and insecurity in Sudan

A pilot project in North Kordofan, Sudan, undertaken by UNEP, UN Women and UNDP, aimed to address the ways that gender norms, roles, responsibilities, behaviours and power structures determine how different groups of people experience and manage risks around conflict, insecurity and the impacts of climate change. The project undertook targeted interventions to support women from all groups to exercise their agency in local planning and decision making processes around natural resources and to strengthen their role in the prevention and resolution of natural resource-based conflicts. The project succeeded not only in increasing women's participation in natural resource governance, conflict prevention and resolution, but also in shifting perceptions of women's leadership, capacities and contributions in building a sustainable peace (UNEP et al, 2020, p. 31).

Community security working groups in Bangladesh

Community security working groups (CSWG) in several districts in Bangladesh conducted assessments to identify areas of priority. One assessment, in the Labsha Ward 8 of Satkhira district, found that harassment of girls in the street was restricting their movement to and from school, the market and other public places. The CSWG prioritised tackling this issue in coordination with schools, parents, the local administration and religious leaders. Three hotspots were identified and the main perpetrators were found. Posters with slogans opposing street harassment were put up in the market places and key areas, and shopkeepers in the affected locations were asked not to allow the perpetrators into their shops. Having successfully persuaded some of the perpetrators to stop harassing girls and women in the street, the CSWG then enlisted their help in persuading other young men to change their behaviour. The Labsha women felt that male youths had become more responsible after engaging with the CSWG (Wright, 2016, p. 31).

Security sector reform and support

Police reform in Liberia

After 14 years of civil war, and amid a continuing culture of violence particularly experienced by women and girls, Liberia undertook a process of police reform between 2003 and 2013. This

included a complete restructure and re-staffing of the police force. The reforms attempted to mainstream gender through: quotas for women; the creation of a gender affairs office and a women and children's protection unit; the establishment of a criminal court and crime unit to handle SGBV cases; and setting up regional security and justice hubs. There were also awareness raising activities and training of gender focal points. The first female Inspector General and Deputy Inspector General were appointed (Huber and Hudson, 2019, p. 591).

Studies of the reforms note that some positive outcomes were achieved, particularly around representation and responsiveness (Bacon, 2015, p. 373). However, success was limited; while more female police officers were recruited, the fast track programme used was not monitored enough to be effective. Specialist units increased awareness and responses to GBV, but were impeded by failings in the judicial system (Bacon, 2015, p. 374). The reforms also faced limited resources, continuing security threats, a culture of corruption, and weak infrastructure, meaning that a comprehensive strategy for implementing the reforms was lacking (Huber and Hudson, 2019, p. 592). While initial efforts focused on increasing women's representation, they did not tackle institutional gender culture and hegemonic masculinity. This meant that when a new culture was formed as a result of the reforms, it reflected traditional gendered hierarchies (Huber and Hudson, 2019, p. 592). Huber and Hudson (2019, p. 581) argue that this example highlights how prioritising the representation of women relative to men within gender balancing reforms does not automatically lead to, and can actually undermine, more transformative gender mainstreaming reforms that change gendered norms, cultures, and hierarchies within security institutions.

Establishing a Violence Against Women Unit in Egypt

In response to the violent sexual assaults of women in Tahrir Square, Cairo, in 2014, Egypt's small Violence Against Women Unit was expanded. Set up in 2013, the unit originally contained 10 officers, four of whom were female. The unit's mandate was not to combat crimes, but to follow up with women who reported violent crimes against them, and offer social and psychological support (Marroushi, 2015, p. 8). The decision to expand the unit meant that specialised police stations for combating VAW would be set up in security directorates across the country. These new police stations would be responsible for:

- Dealing with complaints of violence and taking the necessary legal actions;
- Combating VAW in the security directorate's geographic area of responsibility;
- Being present in areas that are crowded and areas where there is public transportation, as well as during celebrations and sporting events;
- Coordinating with the public morals department in each security directorate (Marroushi, 2015, p. 8).

Analysis of the unit's work during its first year of operation found that 70-80% of complaints received were about domestic violence, with few complaints of rape or sexual assault reaching the unit. Furthermore, the unit's approach did not appear to be in line with best practice at time; for example, one survivor was persuaded to report to the police when she did not want to (Marroushi, 2015, p. 9). The unit has been open to cooperation with civil society organisations, which is seen as one if its strengths. However, it faces a number of challenges, not least its small

size, officers' lack of relevant training and experience, and the absence of a broader strategy to improve the overall police response to VAWG (Marroushi, 2015, p. 10).

Police reform in Pakistan

Islamabad-based NGO Rozan has worked with the Rabta police reform programme in Pakistan to address masculinities as part of efforts to improve police responses to VAWG. Rozan was approached by the police leadership to help improve interpersonal skills among police personnel. A training module on attitudinal change was developed in collaboration with the National Police Academy, which "aims to explore how men themselves experience understandings of masculinity" through non-confrontational workshops while also encouraging discussion of the roles of women (Wright, 2014, p. 34). The training seeks to:

- Improve self-awareness around gender identity, personal attitudes and prejudices;
- Build key skills such as interpersonal communication skills and anger and stress management;
- Increase awareness around concepts of gender justice and human rights.

The module has received approval to be taught to police personnel as part of the regular training curriculum across all police training institutes in Pakistan. So far Rabta has trained more than 4,000 police officers and instructors directly and more than 70,000 personnel indirectly through Rozan-trained instructors. Rozan acknowledges that training alone cannot transform the police force, and in 2011 formed the Pakistan Forum on Democratic Policing, an alliance of civil society organisations and individuals to advocate wider police reform (Wright, 2014, p. 34).

Community security analyses in Tunisia

To counter violent extremism at the local level, the Tunisian Ministry of Interior, supported by the Dutch government and a group of experts from Aktis Strategy's Counter Extremism team, created a specific community-police partnership model in January 2017. The model has been implemented in two municipalities of the Jendouba governorate in northwest Tunisia. One aspect of the programme is to support local police officers to include a gender analysis in their community security analyses to make sure they consider safety concerns and experiences from the perspective of both women and men, as well as both boys and girls. Results from regular programme monitoring and evaluation have indicated that men, women, boys and girls are benefitting equally from the programme's individual case support (OSCE, 2019, pp. 105-108).

Peacebuilding and conflict resolution

Women's peacebuilding in Zimbabwe

The Women's Coalition of Zimbabwe (WCoZ), as part of a wider integrated three-year peacebuilding project, trained six member organisations and three provincial chapters on human rights, peacebuilding techniques, national and international frameworks, mobilisation and advocacy. In turn, those trained went onto train and provided on-going support to 4,200 women across 21 districts with the aim of developing a movement of women's rights activists. WCoZ also conducted training and on-going engagement with 126 traditional community leaders on

their own and women's role in peacebuilding. The women and community leaders were subsequently supported to develop local peacebuilding plans. Women interviewed as part of the final evaluation noted that local and traditional leaders now consult them on development issues in the communities, which did not happen previously, and they are now also included in the Chief's Courts. In Masvingo rural district, women have been asked to act as mediators in the traditional leaders' courts when a conflict arises, and in Bindura, women are now working together with the police and traditional leaders in promoting peace (Smee, 2015, p. 20).

Women's task forces in Uganda

In Uganda, NGO ISIS WICCEE has supported the establishment of women's task forces which are made up of women elected as representatives by their communities. Members are trained by ISIS WICCE in planning and budgeting processes, to advocate for the inclusion of women's rights in the National Peace Recovery and Development Plan (PRDP) and to monitor its implementation. The task forces have been involved in high level dialogues and meetings with decision makers and has influenced the political agenda. Members have subsequently been asked to participate in district planning meetings and are now members of relevant committees where they are in a position to ensure that the needs of women are taken into consideration (Smee, 2015, p. 25).

Dalit women's groups in Nepal

The Feminist Dalit Organisation of Nepal (FEDO) implemented a four-year project which aimed to increase the skills of Dalit women in the districts of Nepal to participate in decision making and peacebuilding processes. Central to this was the formation of Dalit women's groups who were supported to access information on local budgetary allocations and policies for Dalit women, advocate for services for Dalit women and justice for individual cases of discrimination. Evaluation showed that following training and the formation of the women's groups, women had an increased understanding and consciousness of their rights. Dialogue was also fostered between group members as to different actions they could take with this new knowledge, such as how they could ensure that a quota for 50% representation of women in all levels of government would be included in the new constitution (Smee, 2015, p. 20).

Burundi's women mediators' network

In Burundi, where, political and electoral conflicts have led to confrontations between security forces and protesters and growing tension and conflicts throughout the country, women have played an important role as agents of peace, initiating mediation and reconciliation processes. In 2015, a new nationwide network of women mediators, established by the UN in close partnership with the Ministry of Interior and civil society organisations, dealt with more than 3,000 local conflicts. Operating in groups of four mediators in 129 municipalities across the country, the network initiated dialogue between the authorities, security forces, political parties, protesters, civil society organisations and citizens. They sensitised demonstrators on respect for personal property and the importance of nonviolent behaviour, advocated for the release of demonstrators and opposition party members, sought to promote tolerance by advising on the constructive handling of political and electoral conflict, and countered rumours and fears with verifiable information (Coomaraswamy, 2015, p. 55).

Community engagement with peacebuilding in Yemen

Saferworld and its Yemeni partners are working to promote a more inclusive and sustainable peace process in Yemen by empowering women and raising awareness of their rights, enhancing their political agency and highlighting the value of community activism. The work involves building autonomous community groups in order to help ensure that people can better respond to women's security concerns and advocate for peace locally. It also involves examining gender norms, social roles and traditions and how they enable or limit women's engagement in peacebuilding. The project takes an inclusive approach; women and men of all ages, backgrounds and social groups can participate. Initial findings from the project show that women in Yemen are making a positive impact in sustaining community cohesion and promoting peace in their communities, and project activities are empowering women to play a positive role in building peace at the local level (Saferworld, 2018b).

The National Dialogue Conference (NDC) in Yemen

This 2013 conference, the aim of which was to negotiate an agreement for peaceful change, demonstrated that women's voices can be heard in peacebuilding processes, despite stark gender inequalities and opposition to women's empowerment (Coomaraswamy, 2015, pp. 52-53; Villellas et al., 2016). In response to Yemeni women's demands, the UN Special Advisor on Yemen at the time, with the support of UN entities and international NGOs, was able to create conditions for women's voices in conflict resolution, with the following results:

- Representation of women in the National Dialogue's Preparatory Committee increased from 19% to 30% women.

- In addition, women had their own delegation of 40 seats.

- Each thematic working group was led by a chairperson, two vice-chairpersons, and a rapporteur. In each working group, at least one of these leadership positions was filled by a woman. Three out of nine working groups were chaired by women. The consensus committee, which helped resolve issues that working groups could not agree on, consisted of 25% women.

- Resolutions at the working group and conference level required 90% approval to be adopted (and 75% in second round voting), making it impossible to pass resolutions over the objections of the majority of women in the conference.

- A focal point for women and one for youth were recruited within the Special Advisor's team and a consultant was hired to support women's civil society and political groups on engaging in Yemen's transition. These groups provided technical inputs on issues that would affect women's equity in the final constitution, including electoral systems and quotas, transitional justice, and constitutional provisions on gender equity.

- The Special Advisor's team set up a space where women representatives could meet amongst themselves and with local NGOs. Members of this forum reviewed the outputs from each working group with the support of gender specialists, shared proposed amendments with all participants, consulted with NGOs, and compiled recommendations for each of the working groups.

- Many issues related to gender equality arose during the NDC, including the age of marriage, a 30% quota in parliament, the right to education, paid maternity leave,

criminalisation of violence against women and sex trafficking, and the right to work. Women who participated in the NDC reported empowerment through networking, developing new political skills, and learning to lobby, including the ability to speak out in the company of men (Coomaraswamy, 2015, pp. 52-53).

Gender-sensitive conflict analysis in Yemen, Libya and Sudan

In Yemen, Saferworld interventions have used GSCA as the foundation of community work in Sana'a, Aden and Ibb since 2017. This analysis highlighted the ways that male elites at local, national and international levels were manipulating the Yemeni population to create division, maintain power and control over resources. To address these issues, partner organisations and community volunteer groups developed action plans to ensure that women actively made decisions about and participated in peacebuilding initiatives where they live. Saferworld has seen major outcomes from this work; one example is when women spearheaded months of advocacy and negotiations to get government authorities to issue ID cards for 199 women. The women succeeded in getting the local authorities to lower the prices for the IDs and open nearby ID centres for women. In addition, 60% of the women who got their ID cards went on to enrol in educational courses and 15% were able to exercise legal rights previously denied (Trimino and Poch, 2020).

In Sudan, GSCA identified recurring drivers of conflict, including manipulation of tribal differences by male elites, gender norms fuelling GBV and conflict including early and forced marriage and cattle raiding, and weak patriarchal justice systems which exclude women and minorities. As a result of this analysis, Saferworld and partners set up separate women's groups within their community action groups, allowing women to safely discuss issues affecting them and develop strategies to address them, while also joining the larger mixed-gender community groups. This approach, which also supports youth-only groups, has seen a significant increase in community groups adopting women-specific and youth-specific action plans in their larger work. Due to the increased confidence of women and youth in communicating their needs, male elders and authorities were better able to understand needs other than their own, contributing to sustainable change and planting seeds for gender transformation (Trimino and Poch, 2020).

In Libya, gender and conflict analysis methodologies and tools are being used to better work with youth groups, civil society organisations and communities to understand how gender roles and inequality are linked to conflict. They are also being used when mediating and bringing opposing groups together. Gender analysis of conflict has allowed the identification of key gendered drivers of conflict, including violent masculinities fuelling competition for militarised political power, and weak rule of law and social control based on gender norms (Saferworld, 2018a, pp. 9-11).

Addressing the role of masculinities in conflict

The Women Peacemakers Programme's (WPP) project *Overcoming Violence: Exploring Masculinities, Violence, and Peace* explicitly aimed to address the role of masculinities in driving militarism and conflict. For its 2009-2010 pilot, WPP selected 19 men from 17 different countries affected by conflict or widespread violence. Participants, who were trainers with some knowledge of either gender or peacebuilding, were given training in the theory and practice of gender-sensitive nonviolence, masculinities, and gender-sensitive and participatory facilitation, and

encouraged to share experiences from their own country contexts. Participants were then paired with female activists, who supported them to develop and conduct community projects and trainings based on what they had learnt. These partnerships promoted accountability to the women's movement and ensured that women were involved in every stage of the project. Participants in the training went on to implement a range of initiatives in their own countries. In the Democratic Republic of the Congo, a participant set up the Congo Men's Network, which promotes positive masculinities, conducts research on masculinities and violence, and trains others in gender equality and nonviolence (Wright, 2014, p. 31).

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