

INTER-AMERICAN PROGRAM FOR STRENGTHENING **GENDER** EQUALITY
IN COUNTERDRUG **LAW ENFORCEMENT AGENCIES** (GENLEA)

GENLEA HANDBOOK:

Strategies and Good Practices for Strengthening Gender Equality in
Counterdrug Law Enforcement Agencies



Organization of American States (OAS)
Inter-American Drug Abuse Control Commission (CICAD)

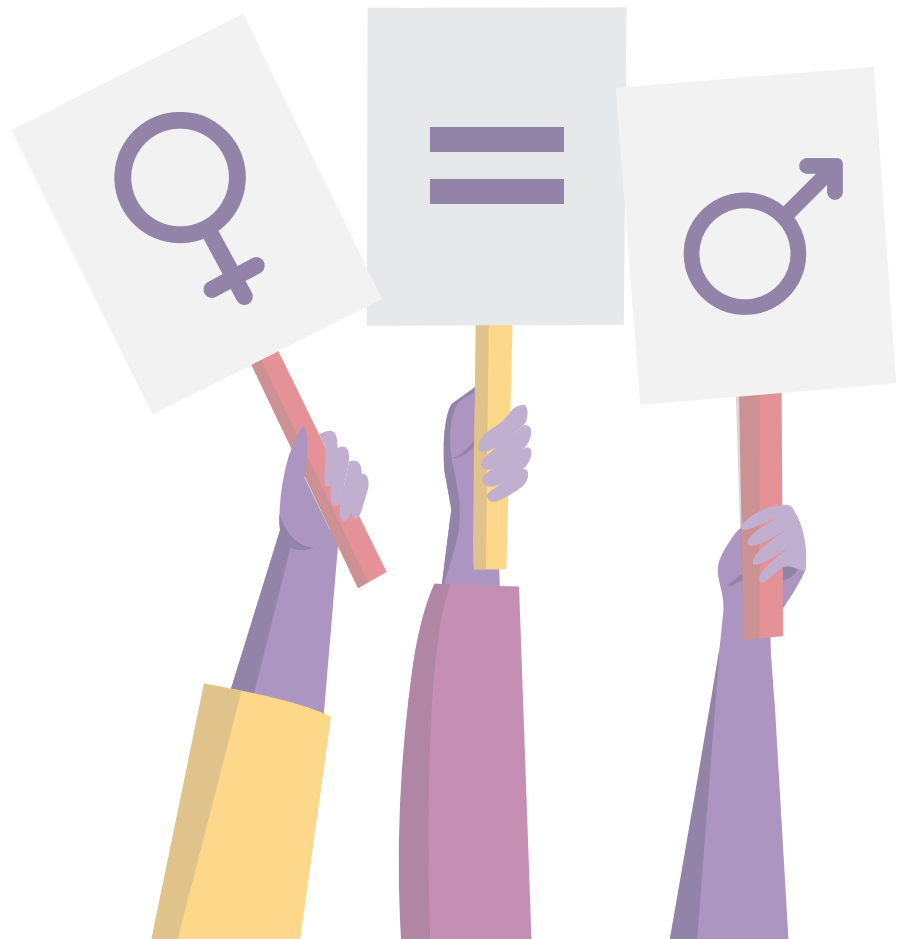


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Equality in Counterdrug Law Enforcement Agencies

2020



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The input provided by both counterdrug intelligence schools that were established and operate with ES-CICAD support has been of great importance, namely the Regional Counterdrug Intelligence School of the Americas (ERCAIAD, by its Spanish language acronym), which is currently headquartered in Bogota, Colombia; and the Caribbean Counterdrug Intelligence Training School (CCITS), located in Port-of-Spain, Trinidad and Tobago.

This pioneering project has been successful thanks to the valuable input of strategic partners such as the OAS' Inter-American Commission of Women (CIM); the United Nations Office on Drugs and Crime (UNODC); the Cooperation Program between Latin America and the European Union on Drug Policies (COPOLAD); the European Union's Law Enforcement Agency (EUROPOL); the Eastern Caribbean Regional Security System (RSS); the Association of Caribbean Commissioners of Police (ACCP); the Council of Europe's Pompidou Group; the University of Michigan; and the William J. Perry Center for Hemispheric Defense Studies of the U.S. Department of Defense, among others.

We recognize Dr. Farah Urrutia, Secretary of SMS/OAS, for her leadership in championing GENLEA. Likewise, we recognize Ambassador Adam Namm, Executive Secretary of CICAD, and Angela Crowdy, Assistant Executive Secretary of CICAD, for their commitment and constant support to advance this program in OAS member states.

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FOREWORD

I am pleased to present the *GENLEA Handbook: Strategies and Good Practices for Strengthening Gender Equality in Counterdrug Law Enforcement Agencies*, developed by the Executive Secretariat (ES) of the Inter-American Drug Abuse Control Commission (CICAD, by its Spanish language acronym) as part of its Inter-American Program for Strengthening **GEN**der Equality in Counterdrug **LAW** Enforcement **AG**encies (GENLEA).

CICAD is the consultative and advisory body of the Organization of American States (OAS) on the drug problem, and it serves as a regional forum for open discussion and the promotion of coordinated efforts to address the drug issue. Through its annual programming and a broad range of national and regional projects, ES-CICAD assists OAS member states by providing technical assistance and specialized training focused on capacity building, and by conducting in-depth research and evaluation regarding drug-related issues.

Gender mainstreaming has been an increasingly important factor of CICAD's programming. More than a decade ago, OAS member states identified a need to develop a gender-responsive approach to effectively address the complexities of the drug problem. Hence, the OAS 2010 Hemispheric Drug Strategy and corresponding plans of action stress that national strategies, policies, and interventions should take gender issues into account. Similarly, in 2014, OAS member states reaffirmed at the forty-sixth special session of the OAS General Assembly that the world drug problem must be addressed adopting a crosscutting human-rights perspective, to promote and achieve the well-being of individuals, their social inclusion, and access to justice and health, with a focus on gender.

At the global level, the United Nations General Assembly held a special session on the world drug problem in 2016 (known as UNGASS 2016). Among its outcome recommendations are the incorporation of gender perspective into drug policies and programs, and the inclusion of women at all stages of policy formulation, execution, and monitoring and evaluation.

I firmly believe that to be effective in addressing the different manifestations of the world drug problem we must embrace gender diversity. Drug control agencies in which men and women are substantively equal has the added value of heightening those agencies' credibility, thus increasing public trust in their work.

As a contribution to reaching this objective, this GENLEA Handbook offers strategies and practical measures that the global community might consider in its efforts to achieving more inclusive and gender equitable law enforcement agencies to effectively counter drug trafficking.

A handwritten signature in black ink, appearing to read 'Adam', is positioned above the printed name of the Ambassador.

AMBASSADOR ADAM E. NAMM

Executive Secretary
Inter-American Drug Abuse Control Commission (CICAD)
Secretariat for Multidimensional Security (SMS)
Organization of American States (OAS)

INTRODUCTION

The four pillars on which the Organization of American States (OAS) bases its work are democracy, human rights, multidimensional security, and integral development. Gender equality is a fundamental right in and of itself, and also a crosscutting issue in each of these pillars.

The firm commitment of the OAS to promoting gender equality in the Americas is reflected in both the *Inter-American Program on the Promotion of Women's Human Rights and Gender Equity and Equality*,¹ and in the General Secretariat's *Institutional Policy on Gender Equality, Diversity, and Human Rights*.² Their goal is to advance equality in the exercise of rights, opportunities, and treatment in all the work of the General Secretariat, and to ensure that a gender perspective is included in the programs, projects and activities of all of its agencies and entities.

Consistent with this policy, CICAD, as the OAS advisory body on the drug problem, is devoting efforts to consolidate the mainstreaming of gender perspective into its programmatic areas, and to contribute to combating the drug problem in the region using a comprehensive, balanced and multidisciplinary approach that fully respects human rights and fundamental freedoms.³

As part of those efforts, the CICAD Executive Secretariat (ES-CICAD) has been executing the Inter-American Program for Strengthening Gender Equality in Counterdrug Law Enforcement Agencies (GENLEA) since January, 2018. This program aims to strengthen law enforcement agencies' capacity to counter drug trafficking. It is financed by the Anti-Crime Capacity Building Program (ACCBP) of Global Affairs Canada, as part of Canada's Feminist International Assistance Policy.⁴

Within the framework of the first phase of the GENLEA program, the ES-CICAD gathered and analyzed information on gender equality in the region's national counterdrug agencies by means of questionnaires, interviews, and on-site visits. National workshops were held in 2018 and 2019 in seven OAS member states⁵ to allow for discussion among officials from the different counterdrug agencies, international specialists, and representatives of organizations working to promote gender equality and human rights. The *Regional Conference on Gender Equality in Counterdrug Law Enforcement Agencies in the Americas*, which was held in San Jose, Costa Rica, in June 2019 addressed the challenges facing law enforcement agencies in strengthening equality,

¹ OAS/CIM. Inter-American program on the Promotion of Women's Human Rights and Gender Equity and Equality. Washington, D.C.: OAS, 2001. Available at http://www.summit-americas.org/vp/CIM/Programa_InterAmCIM_Cuatro_idiomas.pdf

² OAS/GS. Executive Order No. 16-03: Institutional Policy on Gender Equality, Diversity, and Human Rights Washington, D.C.: OAS, 2016. Available at <http://www.oas.org/legal/english/gensec/EXOR1603.pdf>

See also: OAS/GS. Action Plan for the Implementation of the Institutional Policy on Gender Equity and Equality, Diversity and Human Rights in the General Secretariat of the OAS. Washington, D.C.: OAS, 2018. Available at <http://www.oas.org/es/CIM/docs/GPAP-EN.pdf>

³ More information about the work carried out by ES-CICAD is available at http://www.cicad.oas.org/main/default_eng.asp

⁴ See more information about Canada's Feminist International Assistance Policy at https://www.international.gc.ca/world-monde/issues_development-enjeux_developpement/priorities-priorites/policy-politique.aspx?lang=eng

⁵ During the first phase of the GENLEA program, national workshops were held in Argentina, Barbados, Chile, Colombia, Costa Rica, Dominican Republic, and Trinidad and Tobago.

and discussed good practices to deal with those challenges.

According to the data collected by the ES-CICAD through those activities, evidence shows that enhancing gender equality has a positive impact on the performance of law enforcement agencies, increasing their effectiveness, transparency, and legitimacy. Also, the experiences shared during the GENLEA program showed that female officers bring a series of strengths and skills that benefit counterdrug operational activities, such as intelligence gathering and analysis, source handling, and undercover operations.

Evidence also shows that the existing strategies to strengthen gender mainstreaming within counterdrug institutions in the region vary widely, and different approaches have produced different results. For instance, the establishment of gender mainstreaming units within law enforcement agencies is particularly beneficial in moving towards meritocratic, non-discriminatory institutions. However, only a minority of member states have in place such units within their counterdrug agencies.

In addition, the GENLEA program found a significant gender imbalance in the counterdrug agencies of most OAS member states, as women generally represent less than twenty percent of total staff. This is due, in large part, to the prevailing view that law enforcement work, especially drug trafficking control is “a man’s job,” and the fact that not enough effort is dedicated to promote substantive equality. However, equality between men and women is not simply a question of merely increasing female presence in counterdrug agencies.

On the contrary, the desired changes should arise by the mainstreaming of a comprehensive gender perspective throughout all areas of counterdrug

agencies. This will improve its performance and guarantee the enhancement of a wide range of procedures related to the recruitment, selection, retention, integration and promotion of personnel, while identifying and eliminating the formal and informal barriers that make it difficult to attract qualified women to join.

Additionally, during the first phase of the GENLEA program, the ES-CICAD found that women have higher rates of early separation from service than men, and tend to be concentrated in administrative or lower-level positions. As a consequence, there are few women in operational leadership positions with command or decision-making responsibilities.

Those challenges are based on lack of human resources policies that ensure working conditions and the agency culture move towards equal opportunity and non-discriminatory practices. In order to close the gap between female officers and their male counterparts, conducting gender audits, implementing gender based plans of action, and monitoring and evaluation mechanisms have proven to boost women’s access to operational and command positions, increase female leadership, and enhance the performance of the agency as a whole.

Based on those and other important findings, this handbook draws on the ideas, good practices, and proposals that were identified by the ES-CICAD on the main benefits that gender mainstreaming brings to the Hemisphere’s national drug control agencies in terms of improving their operational effectiveness. It also provides strategies on developing a work environment that promotes gender equality in these agencies, and offers good practices on how to do so.

1.

CONCEPTUAL FRAMEWORK

The term “gender” refers to the identities, functions, and socially-constructed attributes of women and men and the social and cultural meaning that is attributed to those biological differences.⁶ Although these characteristics are socially constructed and change over time, in most societies today there continue to be inequalities between women and men in responsibilities assigned, access to and control over resources, and decision-making opportunities.

Asymmetrical relations between men and women, prevalence of gender stereotypes, and discrimination have always been present, and have affected all societies to a greater or lesser extent; however, this issue becomes more pronounced in some contexts than in others. That is the case with law enforcement, which has traditionally been the purview of men.

This represents a major challenge in achieving two types of *equality*:

- Formal or de *jure* equality, which refers to the rights held in common by all people – men and women – and to the equality of all persons before the law (the law may not be applied differently to people in similar situations, and may not be applied in the same way to people in different situations); and
- Substantive or de *facto* equality, which involves using structural, legal, and/or public policy measures to change the circumstances that prevent people from fully exercising their rights and having access to opportunities for advancement.

⁶ Inter-American Court of Human Rights’ Advisory Opinion OC-24/17. Available (in Spanish only) at http://www.corteidh.or.cr/docs/opiniones/seriea_24_esp.pdf



Picture 1
Lieutenant Viviana Forero, Black Hawk pilot, Colombian Army and participant of the GENLEA program

Gender equality begins with acknowledging that women have historically been discriminated against, and that action is necessary to eliminate inequality and close the gap between men and women. Equality does not mean that men and women should be treated identically, but rather that their rights, responsibilities, and opportunities should not depend on their sex. Gender equality is not only a woman's issue; it also concerns men and involves society as a whole.

The international community has chosen *mainstreaming gender perspective* as the strategy for ending inequality. From an external point of view, this involves mainstreaming a gender approach into the activities that a particular agency performs as part of its normal duties, which often involve providing services directly or indirectly to the public. There is also an internal perspective, which includes mainstreaming gender equality within the agencies themselves, and taking steps to ensure that working conditions, the agency culture, and relations between people of both sexes are egalitarian.

2.

THE IMPORTANCE OF STRENGTHENING GENDER EQUALITY IN COUNTERDRUG AGENCIES

Mainstreaming a gender perspective in the counterdrug agencies of the Americas is of particular importance for two reasons: First, to comply with countries' commitments under international law. Second, it has been shown that enhancing gender equality has a positive impact on the performance of law enforcement agencies by increasing their effectiveness, transparency, and legitimacy.⁷

Strengthening gender equality enables such agencies to attract and retain a larger number of qualified women, which in turn helps improve their performance. Female officers are as competent as their male counterparts; they bring a series of strengths and skills that benefit the agencies, for instance, engaging in operational counterdrug intelligence activities such as informant handling, and special investigative techniques as undercover agents.⁸

⁷ Tara Denham. Police Reform and Gender. Gender and Security Sector Reform Toolkit. Eds. Megan Bastick and Kristin Valasek. Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008. Available at https://www.dcaf.ch/sites/default/files/publications/documents/tool_2.pdf

⁸ National Center for Women & Policing. Hiring and Retaining More Women: The Advantages to Law Enforcement Agencies. Los Angeles: NCWP, 2003.



Picture 2
*Regional Conference on Gender Equality in
Counterdrug Law Enforcement Agencies – June 2019*

Enhancing diversity in the composition of law enforcement personnel means gaining access to a wider range of skills and experience and maximizes the agency's ability to accomplish its mission. Also, agencies that are representative are good indicators of democratic governance, and greater participation of women may improve controls, transparency, credibility and accountability in the security sector.⁹

Simply hiring women does not produce these results automatically. It is for this reason that equality between men and women is not merely about increasing women's presence in a particular organization, but rather is a comprehensive process of mainstreaming a gender perspective throughout all areas of the agency in order to produce sustainable, wide-ranging changes that are grounded in a rights-based, non-discriminatory approach.

Lastly, gender mainstreaming within a counterdrug agency does not simply benefit the status of women in the institution, but may also give rise to positive changes that are of benefit to all of the staff, and contribute to foster an environment that is conducive to better performance by the agency as a whole.¹⁰

⁹ Irene López Méndez. Género en las Políticas de Seguridad: La integración de la perspectiva de género en las instituciones policiales de América Latina y El Caribe. Madrid: 2016. Available (in Spanish only) at http://sia.eurosocial-ii.eu/files/docs/1461236826-DT-41-GENERO%20EN%20LAS%20POLITICAS_f.pdf

¹⁰ Tara Denham. Police Reform and Gender. Gender and Security Sector Reform Toolkit. Eds. Megan Bastick and Kristin Valasek. Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008. Available at https://www.dcaf.ch/sites/default/files/publications/documents/tool_2.pdf

3.

STRATEGIES FOR STRENGTHENING GENDER EQUALITY IN COUNTERDRUG AGENCIES

Efforts to strengthen gender equality in a counterdrug agency should go hand in hand with comprehensive strategies for gender mainstreaming in order to produce the desired changes. No single design can serve as the model for all countries, but based on regional and international experiences during the first phase of the GENLEA Program it was possible to identify specific strategies that have been useful in mainstreaming a gender perspective in different settings.

They include the following:

1. **SETTING UP A SPECIALIZED UNIT WITHIN THE AGENCY THAT IS RESPONSIBLE FOR DESIGNING, IMPLEMENTING AND MONITORING GENDER POLICIES;**
2. **PREPARING A COMPREHENSIVE GENDER ASSESSMENT OR AUDIT TO IDENTIFY PROGRESS AND CHALLENGES IN THE AREA OF GENDER MAINSTREAMING;**
3. **DEVELOPING A SPECIFIC PLAN OF ACTION TO PROMOTE SUBSTANTIVE EQUALITY AND GENDER MAINSTREAMING IN THE AGENCY; AND**
4. **IMPLEMENTING A SYSTEM FOR EFFECTIVE MONITORING AND EVALUATION OF THE PLAN OF ACTION.**



Picture 3
“GENLEA Champion” pin presented by ES-CICAD to participants of the first phase of the GENLEA program

3.1 SETTING UP A GENDER MAINSTREAMING UNIT WITHIN COUNTERDRUG AGENCIES

Gender mainstreaming units are specialized units specifically created to foster the inclusion of a gender perspective in all areas of an institution.¹¹ They are also useful to reinforce cooperation with external stakeholders committed to promoting equality.¹²

The following suggestions are proposed as a means of enhancing the effectiveness of gender mainstreaming units within counterdrug law enforcement agencies:



Give the unit a clear mission and specific responsibilities;



Locate the unit at a strategic level in the agency’s organizational structure that is high enough to be involved in decision-making and policy implementation;

¹¹ See <https://eige.europa.eu/gender-mainstreaming/structures/spain/gender-units>

¹² Megan Bastick. Integrating Gender into Internal Police Oversight. Geneva: DCAF, OSCE, OSCE/ODIHR, 2014. Available at <https://www.osce.org/odihr/118326?download=true>



Ensure that the unit is headed by someone with appropriate knowledge and experience in organizational change processes and gender analysis;¹³



Allocate sufficient material resources that allow the unit to perform its intended function effectively; and



Staff the unit with a team of men and women who have received and continue to receive training on gender mainstreaming.

3.2 CONDUCTING A GENDER ASSESSMENT OR AUDIT

A gender assessment (also known as gender audit) provides an up-to-date overview of an agency's strengths and weaknesses in promoting gender mainstreaming. It compiles information from different sources, such as surveys, interviews and statistical data, which will lead to an analysis of the status of equality between male and female staff.¹⁴

Such analysis considers “whether internal practices and related support systems for gender mainstreaming are effective and reinforce each other and whether they are being followed. It establishes a baseline; identifies critical gaps and challenges; and recommends ways of addressing them, suggesting possible improvements and innovations. It also documents good practices towards the achievement of gender equality. A gender audit enhances the collective capacity of the organization to examine its activities from a gender perspective and identify strengths and weaknesses in promoting gender equality issues.”¹⁵ It has the additional benefit of sending the message that the counterdrug agency is taking its responsibility to strengthen gender mainstreaming seriously and is committed to moving forward to strengthen equality.

¹³ Gender analysis is a critical examination of how differences in gender roles, activities, needs, opportunities, rights and entitlements affect men, women, girls and boys in certain situation or contexts. See: United Nations/UN Women Training Center. Gender Equality Glossary. Available at <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36>

¹⁴ United Nations/UN Women Training Center. Gender Equality Glossary. Available at <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36>

¹⁵ United Nations/ILO. A Manual for Gender Audit Facilitators: The ILO Participatory Gender Audit Methodology. Geneva: ILO, 2012. Available at https://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms_187411.pdf

A number of tools are available for conducting gender assessments, some of which are geared specifically to police and security organizations.¹⁶ General ideas for implementing a gender audit in a counterdrug agency are:



Conducting gender assessments on a regular basis by a multidisciplinary team of men and women, including specialists in gender analysis, equality and non-discrimination;



Collecting information in areas where women have traditionally encountered obstacles, such as recruitment, selection, promotion, access to training, among others;



Looking at all of the agency's sources of statistical information to retrieve sex-disaggregated data,¹⁷ and in the event such data do not exist, take steps to gather it;



Reviewing the agency's regulations, planning documents, and manuals to determine whether they have incorporated a gender perspective;



Establishing participatory consultative mechanisms (focus groups, interviews, questionnaires) to obtain information based on the views of male and female staff;



Ensuring that the information gathering and research are followed by in-depth analysis of the findings;



Compiling and presenting such findings in a clear, transparent and user friendly way.

¹⁶ For example: Megan Bastick. Gender Self-Assessment Guide for the Police, Armed Forces and Justice Sector. Geneva: DCAF, 2011. Available at https://www.dcaf.ch/sites/default/files/publications/documents/self_assessment_guide.pdf and

Nicola Popovic. Security Sector Reform Assessment, Monitoring and Evaluation and Gender. Gender and Security Sector Reform Toolkit. Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008.

¹⁷ Sex-disaggregated data is cross-classified by sex and presents information separately for men and women. See: United Nations/UN Women Training Center. Gender Equality Glossary. Available at <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36>

3.3 DEVELOPING A PLAN OF ACTION

A plan of action provides order and consistency to an agency's gender mainstreaming measures according to its specific needs. If these measures are carried out in isolation, they may become scattered and have limited impact. Such a plan is also an opportunity for complying with national and international commitments on human rights, equality and non-discrimination in the areas of security and drug trafficking control.

There are resources available to help guide the development of action plans for gender mainstreaming in law enforcement¹⁸ as well as recommended actions such as:



Establishing objectives and goals that are realistic and measurable;



Specifying the activities that will be carried out in order to accomplish the objectives and goals that were set according to an order of priorities (high, medium and low);



Ensuring that the measures being contemplated attempt to resolve the problems identified and, at the same time, address the structural causes that give rise to them;



Planning actions for the short, medium and long term, setting precise timetables for execution;



Deciding who will be responsible for conducting the activities at all levels in the hierarchy, both within the gender mainstreaming units and throughout all of the areas of the agency;



Allocating sufficient resources for implementing the actions, and promoting an approach that uses gender-responsive budgets¹⁹ for the counterdrug agency as a whole; and



Reviewing and updating the plans of action on a regular basis.

¹⁸ For example: InterAction. The Gender Audit Handbook: A Tool for Organizational Self-Assessment and Transformation. Washington, D.C.: InterAction, 2010. Available at <https://www.interaction.org/blog/gender-audit-handbook/>

Kristin Valasek and Kaitlin Nelson. Securing Equality, Engendering Peace: Policy and Planning on Women, Peace and Security. Santo Domingo: INSTRAW, 2006. Available at <https://www.worldcat.org/title/securing-equality-engendering-peace-a-guide-to-policy-and-planning-on-women-peace-and-security-un-scr-1325/oclc/156874835> and

United Nations/Department of Peace Operations. United Nations Police Gender Toolkit: Standardised Best Practices on Gender Mainstreaming in Peacekeeping. UN, 2015. Available at <http://repository.un.org/bitstream/handle/11176/387374/United%20Nations%20Police%20Gender%20Toolkit%20Handbook.pdf?sequence=51&isAllowed=y>







¹⁹ Gender-responsive budgeting is a method for determining the extent to which government expenditure has detracted from or advanced the goal of gender equality. It is not a separate budget for “women’s issues”, but rather a tool that analyzes budget allocations from a gender perspective in order to better respond to women’s and men’s priorities. See: United Nations/UN Women Training Center. Gender Equality Glossary. Available at <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36>

3.4 IMPLEMENTING A MONITORING AND EVALUATION SYSTEM

Implementing a system of monitoring and evaluation is key to success in executing a plan of action to strengthen gender equality. Monitoring and evaluation are important because gender mainstreaming is an ongoing commitment that requires monitoring to ensure that the actions taken are achieving the desired effects, correct them if that is not the case, and prevent the appearance of new discriminatory practices.

Monitoring and evaluation also demonstrate the seriousness with which an agency is taking its responsibility to promote gender equality, and the effectiveness and impact of the actions it is taking to achieve it.

The following suggestions may help a counterdrug law enforcement agency implement a system of monitoring and evaluation:

- 
 Employing specialists in gender mainstreaming monitoring and evaluation, and involving male and female personnel in the planning and execution of evaluation exercises;
- 
 Informing staff about the progress made and the challenges identified in the monitoring and evaluation stage, and inviting discussion and brainstorming about the findings;
- 
 Specifying the type of sex-disaggregated information and data that will need to be gathered in order to measure the impact of agency initiatives and policies;
- 
 Developing qualitative and quantitative processes and outcome indicators for all the objectives established in the plan of action;²⁰
- 
 Using indicators for measuring compliance with national and international commitments on human rights, equality and non-discrimination, specifically in the fields of security and drug trafficking control; and
- 
 Including the findings of the gender policies' evaluation in the agency's regular reports.

²⁰ The plan of action refers to item 3.3.

4.

GOOD PRACTICES FOR STRENGTHENING GENDER EQUALITY IN COUNTERDRUG AGENCIES

The first phase of the GENLEA Program identified common challenges to increase gender equality in counterdrug agencies from the region, which were grouped into four overall categories, as follows:

- 1. IMBALANCE IN THE PROPORTION OF MALE AND FEMALE STAFF;**
- 2. AN ORGANIZATIONAL CULTURE THAT IS STEEPED IN GENDER STEREOTYPES;**
- 3. HUMAN RESOURCES POLICIES THAT LACK A GENDER PERSPECTIVE; AND**
- 4. LOW PERCENTAGE OF WOMEN IN LEADERSHIP POSITIONS.**

The following good practices are intended to address those challenges, and to help strengthen gender equality in the region's counterdrug agencies. This is clearly not an exhaustive list of measures, but rather a set of suggestions to help counterdrug agencies in their ongoing efforts to promote *formal* and *substantive* equality based on their own needs and priorities.



Picture 4
GENLEA National Workshop in Buenos Aires, Argentina – February 2019

4.1 GOOD PRACTICES IN ATTAINING GENDER BALANCE

The development of gender mainstreaming strategies is key towards building inclusive, egalitarian workplace environments that are free of prejudice and stereotypes.²¹ In this context, it is essential to identify which factors contribute to the low rates of female participation in drug law enforcement agencies, and take steps to improve current mechanisms and procedures used in the recruitment, selection, retention, integration and promotion of personnel.²²

²¹ National Center for Women and Policing (NCWP). *Hiring & Retaining More Women: The Advantages to Law Enforcement Agencies*. Los Angeles: NCWP, 2003.

²² Women Police Officers Network in South East Europe. *Guidelines for Gender Sensitive Policing: With an Emphasis on Recruitment, Selection and Professional Development of Women in Police Services*. Belgrade: UNDP, 2012. Available at <http://www.seesac.org/f/docs/Gender-and-Security/GUIDELINES-FOR-GENDER-SENSITIVE-POLICING-EN.pdf>

4.1.1 Recruitment and selection

- 1 Conduct a comprehensive gender analysis²³ of recruitment policies to identify and eliminate the formal and informal barriers that make it difficult to attract qualified women to join the agency;
- 2 Update job descriptions and hiring profiles to ensure that they do in fact reflect necessary job requirements and are not based on gender stereotypes;
- 3 Design job vacancy announcements and recruitment materials that incorporate images and language that invite both women and men to apply, and that reflect the agency's commitment to gender equality;
- 4 Review the criteria for physical, medical, technical and other exams that are prerequisites for employment to ensure that they do not discriminate women;
- 5 Eliminate quotas and practices that restrict the hiring of qualified women;
- 6 Name men and women to personnel selection panels who have demonstrated full commitment to and understanding of gender equality and non-discrimination;
- 7 Train all members of the recruitment and selection teams in gender perspective and non-discrimination;
- 8 Circulate recruitment announcements widely, including in media that have large female audiences;
- 9 Include female staff in recruitment activities, such as visits to schools, job fairs, round tables, and "open days", and invite female agents to share their experiences with potential candidates; and
- 10 Monitor and evaluate on a regular basis the outcomes of the changes made to recruitment and selection procedures to determine their effectiveness, and make adjustments where necessary.²⁴

²³ Gender analysis is a critical examination of how differences in gender roles, activities, needs, opportunities and rights affect women, men, girls and boys in certain situations or contexts. Gender analysis examines the relationships between females and males and their access to and control of resources and the constraints they face relative to each other, with the aim of ensuring that gender-based injustices and inequalities are not exacerbated by interventions, and that where possible, greater equality and justice in gender relations are promoted. See: United Nations/UN Women Training Center. Gender Equality Glossary. Available at <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36>

²⁴ More information at: National Center for Women and Policing. Recruiting & Retaining Women: A Self-Assessment Guide for Law Enforcement. Los Angeles: NCWP, 2000. Available at <https://www.ncjrs.gov/pdffiles1/bja/185235.pdf>

4.1.2 Retention and integration

- 1 Make sure that an adequate number of the facilities and infrastructure of the counterdrug agency (such as barracks, changing rooms, dormitories, bathrooms and basic training academies) meet the needs of women;
- 2 Adapt equipment and weapons as necessary to ensure that they are suited to a woman's anatomy, including uniforms to be used during pregnancy;
- 3 Review the policies and operating procedures of the basic training academies to identify and eliminate criteria that may discriminate against women and that may hinder their remaining in the academy;
- 4 Ensure to the extent possible that all the staff of the basic training academies (including leadership, instructors and administrative personnel) are gender-sensitive and have had no incidents of sexual harassment or gender discrimination;
- 5 Set up or enhance a mentorship program,²⁵ ensuring that new female hires have a mentor to support them as they integrate into a counterdrug agency;
- 6 Collect sex-disaggregated information on separations from service, carrying out exit surveys or interviews that can help identify factors related to gender issues; and
- 7 Take action to eliminate the issues that cause women to have higher rates of separation from service than their male counterparts.

4.1.3 Promotion

- 1 Review performance evaluations to ensure that the goals are consonant with the job description, and that they use clear and objective criteria that are free of gender biases;
- 2 Train members of evaluation committees in gender perspective and non-discrimination, ensuring they are composed by male and female staff;

²⁵ A mentoring program is addressed more fully in the section on leadership (item 4.4).

- 3 Consider enlisting advisors or interviewers from outside the agency who know about gender mainstreaming and who can help reduce the risk of internal biases;
- 4 Conduct sensitization campaigns to eliminate stereotyped ideas that certain jobs are not suitable for women or for men, and ensure that all jobs are open equally to both;
- 5 Guarantee equal access to training, courses and other professional development resources that may be useful for career advancement to support women's inclusion in these activities;
- 6 Gather sex-disaggregated information to determine the percentage of men and women who apply for and are given promotions, as well as statistics on the results of their performance appraisals;
- 7 Promote women's participation in missions, working groups, special units and any other job assignment that is particularly valued and taken into account in promotion processes, ensuring gender equality; and
- 8 Promote human resources programs specially designed to facilitate the progress and professional growth of qualified female officers to high-ranking positions.

4.2 GOOD PRACTICES IN FOSTERING A NON-DISCRIMINATORY ORGANIZATIONAL CULTURE

Courses on gender issues have proven to be successful with the aim of making women's contributions more visible and help recognize that an egalitarian and non-discriminatory workplace is important for any agency's effectiveness. The training also contributes to emphasize that gender-sensitive behavior is mandatory for all agency personnel.

4.2.1 Training

- 1 Circulate the national, regional and international standards on gender equality, specifically in the fields of security and drug trafficking control;
- 2 Mainstream a gender perspective into all of the agency's courses and capacity-building activities, making sure that they are free of stereotypes and meet the criteria of equality and non-discrimination;
- 3 Ensure that the curricula of the basic training academies, courses for new hires, and continuing education offerings include modules on gender equality, non-discrimination, human rights, sexual harassment, as well as international standards, national legislation and agency policies to promote gender equality;
- 4 Provide gender mainstreaming specialized training for all staff, including in supervisory and command positions to help them exercise leadership bearing in mind a gender perspective;
- 5 Gather sex-disaggregated statistical data on the staff trained in gender issues to ensure that all personnel receive such training; and
- 6 Implement mechanisms for evaluating training programs on gender to ensure that they are fostering desired changes in the organizational culture.

4.2.2 Sensitization and awareness

- 1 Carry out regular sensitization campaigns designed to change existent gender prejudices and stereotypes;
- 2 Increase awareness on the importance of mainstreaming a gender perspective in the workplace and emphasize that it is not simply a question of and for women, but rather brings benefits for all of the staff and the institution as a whole;
- 3 Conduct regular workshops, round tables, discussions, and activities on *constructive masculinity*;²⁶
- 4 Encourage men to participate in agency policies to promote gender equality;
- 5 Enter into strategic alliances with relevant gender mainstreaming stakeholders and conduct joint sensitization efforts designed to make changes in the organizational culture that favor equality;
- 6 Have the agency join in national, regional and international campaigns and initiatives that promote human rights and encourage all staff to get involved; and
- 7 Conduct regular surveys to assess the perception of personnel related to gender equality and non-discrimination, with a view to identifying progress, challenges and opportunities for improvement.

4.2.3 Visibility and recognition

- 1 Consider developing specific guidelines for agency communications with a gender perspective;
- 2 Review the content of the agency's external communications platforms, such as web pages, social networks, hand-outs and publications to ensure that women are broadly represented;

²⁶ The term masculinity refers to the social meaning of manhood, which is constructed and defined socially, historically and politically, rather than being biologically driven. It can therefore change over time and from place to place. The term relates to perceived notions and ideals about how men should or are expected to behave in a given setting. The idea of constructive masculinity refers to the process of "deconstructing" negative, dominating, and violent masculinities, and moving toward a positive, responsible, supportive and non-violent masculinity. See: United Nations/UN Women Training Center. Gender Equality Glossary. Available at <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36>

- 3 Highlight on a regular basis the achievements and contributions of women and men to the agency in the performance of their duties;
- 4 Have senior agency staff promote and reinforce on an ongoing basis the institution's full commitment to consolidating an inclusive organizational culture;
- 5 Design merit programs that reward staff's efforts to promote gender equality and contribute to creating a workplace free of stereotypes, prejudice and discrimination;
- 6 Consider holding events at which staff can share their experiences and successful practices with gender mainstreaming in the workplace;
- 7 Identify male and female staff who have a strong commitment to gender equality and encourage them to become "gender champions" and move toward changes in the agency's organizational culture;
- 8 Ensure that performance appraisal mechanisms include items on the personal commitment of staff, particularly those in senior positions, to gender-sensitive behavior and to the agency's policies on equality.

4.3 GOOD PRACTICES FOR DEPARTMENTS OF HUMAN RESOURCES

In order for institutional policies in counterdrug agencies to have a gender perspective, and include specific provisions for strengthening equality of opportunities and equal treatment, the following suggestions could be considered by departments of human resources.

4.3.1 Agency policies

- 1 Perform a comprehensive review of all agency policies to ensure that they are non-discriminatory, written in inclusive language, and address the different needs of male and female staff;
- 2 Ensure that national and international standards on gender equality, human rights and non-discrimination are reflected in the agency's policies and procedures;
- 3 Emphasize the agency's commitment to gender equality in its mission and vision statements, as well as the code of conduct;
- 4 Mainstream a gender perspective into the agency's strategic and operational plans, and ensure that they include actions, outcomes and indicators on equality;
- 5 Regularly monitor agency policies to ensure that they are gender-sensitive and do not represent formal or informal obstacles to the full integration of women;
- 6 Conduct equal pay audits and take pertinent measures to guarantee that men and women holding the same job and rank receive equal pay for equal work;
- 7 Ensure that men and women have equal access to resources such as vehicles, weapons, computers, radios, telephones and any other items they need for their tasks;
- 8 Make sure that the rights and benefits in the areas of health, housing, retirement, leisure and any other benefit offered by the counterdrug agency do not have gender biases and are enjoyed equally by men and women; and
- 9 Gather sex-disaggregated information from all of the agency's human resources processes and, on that basis, produce gender-sensitive analyses and proposals for continuing to move forward with strengthening equality.

4.3.2 Maternity and paternity

- 1 Develop a clear and comprehensive organizational policy on maternity and paternity that is consistent with national legislation on gender equality and non-discrimination;
- 2 Publish the agency's policy on maternity and paternity, offer workshops and circulate newsletters explaining in detail how it operates;
- 3 Facilitate for breastfeeding during the workday in adequate settings;
- 4 Encourage both female and male staff to make use of the rights and benefits provided for in the organization's policy on maternity and paternity; and
- 5 Take steps to help women who were on maternity leave to transition back into their functions based on their capacity to perform at the same level.

4.4 GOOD PRACTICES IN INCREASING FEMALE LEADERSHIP

Promoting female leadership and fostering the positioning of women in senior officer posts is essential to strengthening gender equality within law enforcement agencies.²⁷

In addition to the actions mentioned earlier on transforming the institutional culture and closing gender gaps,²⁸ additional efforts can be taken to contribute to boost women's access to leadership positions, as listed below.

4.4.1 Mentoring

- 1 Set up or enhance a gender-focused mentoring program within the agency designed to address the needs and challenges faced by its personnel;
- 2 Disseminate information about the mentoring program and encourage staff to join, particularly by inviting high-ranking women to become mentors;
- 3 Use internal communications to share success stories and testimony of staff members who feel they have benefited from the mentoring program;
- 4 Offer continuing education for mentors in gender analysis, counseling strategies, rules and regulations on human rights and non-discrimination, and agency policies to promote equality;
- 5 Provide incentives within the evaluation and promotion processes for personnel to enlist as mentors and “gender champions;”
- 6 Facilitate for mentors to be able to privately conduct their “mentoring sessions” during working hours; and
- 7 Implement mechanisms for follow-up, monitoring and evaluation of the agency's mentoring programs.

27 Ruth Montgomery. Female Staff Associations in the Security Sector: Agents of Change? Geneva: DCAF, 2011. Available at https://www.files.ethz.ch/isn/133612/OP25_Female.pdf

28 The term gender gap refers to any disparity between women and men's condition or position in society. It is often used to refer to a difference in average earnings between women and men, e.g. gender pay gap. However, gender gaps can be found in many areas, such as economic participation and opportunity, educational attainment, and political empowerment. See: United Nations/UN Women Training Center. Gender Equality Glossary. Available at <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36>

4.4.2 Associations and support networks

- 1** Encourage the formation of associations, committees or networks of women inside the agency;
- 2** Involve such groups in the agency's deliberations and decision-making practices, and ensure that their input is taken into account;
- 3** Publicize the existence of women's associations in the agency by including them in internal and external communications media;
- 4** Inform and encourage agency staff to join and play an active part in national, regional and/or international associations of women in the police and security sectors;
- 5** Encourage meetings between women in leadership positions and in lower-ranking positions to share their experiences about the opportunities and difficulties they face in their careers; and
- 6** Encourage men, particularly those in high-ranking posts, to support the aforementioned associations and networks.

4.4.3 Fostering women's access to high-ranking command positions

- 1** Conduct workshops, seminars and training activities on leadership and empowerment that are specifically geared to female officers;
- 2** Identify female staff members in the agency with career paths and backgrounds that could suit them for leadership positions and incentivize them accordantly to pursue such positions;
- 3** Encourage women in leadership positions who are committed to the gender equality agenda to become role models and "gender champions" for the agency;
- 4** Publicize the success of women in command positions within the agency who can serve as role models, particularly for younger female personnel; and
- 5** Set up cooperation mechanisms with national and international organizations for the advancement of women that will support female leadership within the agency.

GLOSSARY

All terms in this glossary were taken from: United Nations/UN Women Training Center. Gender Equality Glossary. Available at <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36>

GENDER EQUALITY

“Gender equality” refers to the equal rights, responsibilities and opportunities of women and men. It does not mean that women and men will become the same but that women’s and men’s rights, responsibilities and opportunities will not depend on whether they are born male or female. “Gender equality” implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. It is not a women’s issue, but should rather concern and fully engage men and women; seen as a human rights issue; and as a precondition for, and indicator of, sustainable people-centered development.

GENDER MAINSTREAMING

“Gender mainstreaming” is the chosen approach of the United Nations system and the international community toward realizing progress on women and girls’ rights, as a sub-set of human rights to which the United Nations dedicates itself. It is not a goal or objective on its own, but a strategy for implementing greater equality for women and girls in relation to men and boys. The ultimate goal of *gender mainstreaming* is to achieve gender equality.

GENDER STEREOTYPES

“Gender stereotypes” are simplistic generalizations about the gender attributes, differences and roles of women and men, and are often used to justify gender discrimination.

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