

UNITED NATIONS SECURITY MANAGEMENT SYSTEM
Security Management Operations Manual

ANNEX A

**Immediate Response to Gender-Based
Security Incident**

*These Guidelines should be read in conjunction with the Security Policy
Manual, Chapter IV, Section M, “Gender Considerations in Security
Management”*

A. PURPOSE

1. This document provides guidance and input for United Nations Security Management System (UNSMS) security personnel¹ with regard to gender-based incidents impacting any United Nations personnel² hereafter termed “affected persons” and supports the Gender Considerations in Security Management policy. It is not intended to replace the role of a critical incident staff counselor in any way; rather, it is intended to facilitate the following:
 - 1.1 Access to safety - If chosen, create a safe space for affected persons.
 - 1.2 Access to physical health care – Inform affected persons of the importance of accessing health care as soon as possible, no later than 72 hours, and if chosen, facilitate getting the affected persons to medical care.
 - 1.3 Access to psychological support - If chosen, facilitate a connection to staff counseling.
 - 1.4 Access to legal and/or justice systems if such support exists in the relevant location – If available and chosen, refer affected persons to resource as outlined in the Aide Memoire.
 - 1.5 Access to additional resources as available both within the UNSMS and within the country of operation.

B. APPLICABILITY

2. This document applies to all UNSMS security personnel involved in response activities to gender-based incidents at all United Nations duty stations. All security personnel should familiarize themselves with this document and be prepared to execute the procedures herein, in accordance with the *Framework of Accountability for the United Nations Security Management System* (“*Framework of Accountability*”).

¹ For the purposes of this guidance, “security personnel” refers to all persons with a dedicated security function or role and may include a Security Focal Point or agency-determined designee who may be carrying out this role in locations where this is not a designated SFP.

² Refer to UNSMS *Security Policy Manual*, Chapter IV, Section M: “Gender Considerations in Security Management”.

C. RATIONALE

3. Prior to the development of this document, there were no clearly established procedures for providing the immediate response for gender-based security incidents. This document was therefore created to clarify responsibilities and procedures for UNSMS security personnel in the event of a gender-based incident involving United Nations personnel. It is not intended to replace but rather compliment individual organisations' procedures.

D. GUIDELINES

4. Security personnel within the UNSMS will respond to a gender-based security incident if requested by or on behalf of the affected persons or if the security personnel deem it necessary to intercede. Security personnel may only intervene at their discretion should they assess there is an imminent threat to life or the affected persons have been directly impacted or are unable to act due to being incapacitated and others that may be at subsequent risk. The affected persons is not obliged to report gender-based security incidents to security personnel, and therefore assistance will only be provided if accepted by the affected persons. Notably, no action should be taken without the expressed permission of the affected persons, if and when appropriate.
5. All aspects of this document should be carried out with adherence to the following principles, to the best of the ability of the security personnel providing assistance:
 - 5.1 **Safe Environment:** Safety of the affected persons³ must be ensured at all times.
 - 5.2 **Confidentiality and Consent:** Information from the affected persons must only be shared after obtaining the affected persons explicit consent and only with the actors involved in providing follow on support service. Data collection must be anonymous and written information in securely locked files. Interpreters if needed should sign a confidentiality agreement.
 - 5.3 **Respect:** The dignity and autonomy of the affected persons must be respected. Extreme care must be taken when discussing sensitive topics,

³ For the purpose of this document, "affected individual(s)" may include person(s) directly impacted by the incident, family members, colleagues, etc.

use appropriate personnel for providing follow-on support and to inform about options for assistance. Affected persons should not be pressed to disclose information regarding the incident. The options for assistance should be clearly described.

- 5.4 **Non-Discrimination:** The above principles apply regardless of the affected persons age, gender, religion, sexual orientation, nationality, ethnicity etc.
6. The assistance provided by UNSMS security personnel can be divided into two distinct categories:
 - 6.1 Creating a safe space for the affected persons and;
 - 6.2 Referring the affected persons to defined resources for further assistance.
7. Creating a safe space for the affected persons:
 - 7.1 Emphasize that your immediate priority is to get the affected persons to safety. Inform the affected person that the UNSMS has procedures and resources for providing assistance. Although you will maintain strict confidentiality, explain that you will need to obtain the affected persons name and location in order to provide immediate assistance.
 - 7.2 Take a moment to tell the affected persons that the incident is not the affected persons fault and validate that you are there to provide security assistance. If affected persons are despondent, ensure them that not only are you going to assist with getting them to safety but that you will connect them with someone they can talk to get through this difficult time should they require.
 - 7.3 Based on the location of the affected persons, determine if you will be able to provide in-person assistance or if you will need to contact an appropriate alternate who can get to the affected persons more quickly on your behalf. Objectively assess whether or not the affected persons is with a person they can trust. The aim is to address the needs of the affected persons as soon as possible.
 - 7.4 Determine whether the affected persons remain at risk in the current physical location. If so, with the consent of the affected persons, arrange

for a secure transfer to a safer location i.e. home if safe, or a temporary shelter (hotel, friend's house, medical facility etc). Use judgment of what makes sense in the local environment and particular situation. If there is no secure location within country, and you have the consent of the affected persons, work with them to determine where they would feel most comfortable until you are able to escalate to the respective headquarters (If the affected persons agree, in order for an appropriate medical evacuation or relocation to be implemented).

- 7.5 When assessing safety and shelter of the affected persons, consider the perpetrator's potential access to the affected persons or others at risk.

7.5.1 Does the perpetrator live with the affected persons?

7.5.2 Does the perpetrator work with the affected persons? If so, and with the consent of the affected persons, suggest working with human resources of the employing organization and/or other management to identify a solution.

7.5.3 Will the perpetrator have access to the affected person when moving around? Your focus should be identifying potential risks so that their organization or other support mechanisms can implement recommendations to ensure they are safe.

- 7.6 Consider backlash from the community or the perpetrator (this is likely dependent on local customs and context of the incident).

- 7.7 Consider response by the host country authorities (this may be based on local laws and customs).

8. Referring the affected persons to defined resources for further assistance:

8.1 Resources to address gender-related security incidents, such as the nearest qualified medical provider, must be clearly defined in the Aide Memoire – immediate response to gender-based security incidents, updated regularly, and known to the security personnel at all times.

8.2 Physical Recovery: If the affected persons agree to receive medical assistance, consider access and availability, with specific attention to the following:

- 8.2.1 The affected persons should be fully informed of the Post-Exposure Prophylaxis (PEP) protocol in place for the duty station.
- 8.2.2 Security personnel are reminded to ensure that they have the latest information related to the PEP Protocol documented within the country-specific Aide Memoire.
- 8.2.3 When providing guidance on access to medical care, consider local laws and issues of access and availability of supplies. When the affected person requires prescribed medication, even when the need is unrelated to the incident, consideration must be given to prevent interruption of the treatment.
- 8.3 Psychological Recovery: If the affected person agrees to receive psychosocial assistance, consider access and availability. Identify if this type of service is available and acceptable in the given environment at least for immediate care. If not available refer to Critical Incident Stress Management Unit (CISMU) or the agency-defined specialist.
- 8.4 Legal System/Justice: Provide specific details on access to and actions that will be taken by the host Government. Consider host-country laws and culture. When discussing the process with the affected persons, provide clear and objective information without providing your own opinion. Be able to explain the process involved should the affected person decide to move forward with the complaint. Legal expertise within the United Nations should be sought when drafting the Aide Memoire. Should the affected persons wish to consult on the matter with a legal expert, all reasonable effort should be undertaken to facilitate this support.
- 8.5 Ensure affected persons are aware that they may have to contact their respective organisations for support, including but not limited to, human resources, administrative and operational support.

E. REFERENCES

UNSMS *Security Policy Manual*, Chapter II, Section B: “Framework of Accountability for the United Nations Security Management System”.

UNSMS *Security Policy Manual*, Chapter III: “Applicability of United Nations Security Management System”.

UNSMS *Security Policy Manual*, Chapter VI, Section M: “Gender Considerations in Security Management”.

Understanding Gender-Based Security Threats and Potential Incidents:

Violence against women, other forms of gender-based violence and potential human rights violations

This document has been developed to assist members of the UNSMS) on understanding various forms and acts of gender-based security threats and potential incidents, including those targeted against women and girls, harmful practices and other potential human rights violations based on gender. Staff and/or their dependents could experience one or many of these acts of violence.

This list is not intended to be a list of threats categories or specific definitions but rather descriptors of a broad range of gender-based threats and possible incidents.

Introduction

Gender-based violence (GBV) are acts of physical, mental or social abuse (including sexual violence) that is attempted or threatened, may involve some type of force (such as violence, threats, coercion, manipulation, deception, or weapons, or may be linked to cultural expectations or economic circumstances) and is directed against a person because of his or her gender roles and expectations in a society or culture. Women and girls are more likely to be victims of such violence, though men and boys may also suffer such violence, including sexual violence. Particularly vulnerable are those living in poverty, and in disadvantaged areas, or persons that experience discrimination, stigma, stereotyping, and marginalization, including older persons, indigenous populations, national, ethnic, religious, and linguistic minorities, migrants, displaced persons, persons with disabilities, persons living with HIV or AIDS, sex workers, and lesbian, gay, bisexual, transgender, and intersex persons. Such persons bear the brunt of risks and dangers, especially because of their experience of multiple forms of discrimination, inequality and racism, as well as limited access to information, services, resources and justice.

Violence against women (VAW) is one of the most universal and pervasive human rights violations in the world. It constitutes a global pandemic of alarming proportions, with the most recent analysis released by the World Health Organization showing that the global prevalence of physical and/or sexual intimate partner violence among all ever-partnered women is 1 in 3¹. A recent study of the prevalence of violence in the 28 European Union countries (2014) also resulted in similar findings but countries in other regions have demonstrated up to 70 percent of women reporting experiencing physical and/or sexual violence at some point in their lifetime, by their partners². Violence (including harmful practices against women) manifests in many forms ranging from intimate partner and domestic violence, sexual violence (including, sexual violence in conflict and sexual harassment in public spaces), economic violence, violence in the political/election context, trafficking, female genital mutilation, gender-related killings and child, early and forced marriage among many others. The continual evolution of technology has also provided a means for other forms of violence including cyber harassment, online stalking and online grooming of potential victims. In some contexts, lesbian, gay, bisexual, transgender, and intersex (LGBTI) persons may experience high-levels of violence and other human rights violations based on their gender identity, and sexual orientation.

It is important to note that attacks on people because of their sexual orientation or gender identity are often driven by a desire to punish those seen as defying gender norms, and are considered a form of gender-based violence. Victims of gender-based violence do not need to be lesbian, gay, bisexual, transgender, or intersex to be attacked; the mere perception of homosexuality or of transgender identity is enough to put people at risk. In all potential acts of gender-based violence listed below, while women and girls are more likely to be victims of such acts, both male and female persons can either be the victim or the offender (with the exception of gender-specific acts such as femicide and female genital mutilation). In addition, such acts may occur between persons of the opposite or the same sex. Transgender persons who do not identify as male or female may also be particularly vulnerable to gender-based violence.

Forms of gender-based violence (including against women and girls)	Potential Acts	Description / Examples	Examples of perpetrators to consider
Forms of gender-based Violence (including against women and girls)	Potential Acts	Description / Examples	Examples of Perpetrators to Consider
Sexual Violence			
	Rape Including: marital rape	This includes: <ul style="list-style-type: none"> Engaging in vaginal, anal or oral penetration of a sexual nature of the body of another person with any bodily part or object without that person's consent or where that person is incapable of consenting (e.g. drunk, cognitively impaired etc); 	Any person including intimate partners, family members, acquaintances (these are the most common), strangers, a person in a position of power, authority and control

		<ul style="list-style-type: none"> Engaging in other acts of a sexual nature with a person without that person's consent or where that person is incapable of consenting; causing another person to engage in acts of a sexual nature with a third person without that person's consent or where that person is incapable of consenting. 	
	Sexual assault	Actual or threatened physical intrusion of a sexual nature, including inappropriate touching, by force or under unequal or nonconsensual conditions.	Any person including intimate partners, family members, acquaintances (these are the most common), strangers, a person in a position of power, authority and control
	Sexual violence in conflict	Conflict-related sexual violence refers to incidents or patterns of sexual violence, including rape, sexual slavery, forced prostitution, forced pregnancy, enforced sterilization, or any other form of sexual violence, against women, men, girls or boys. Such incidents or patterns occur in conflict or post-conflict settings or other situations of concern (e.g., political strife). They also have a direct or indirect nexus with the conflict or political strife itself, i.e. a temporal, geographical and/or causal link. In addition to the international character of the suspected crimes (that can, depending on the circumstances, constitute war crimes, crimes against humanity, acts of torture or genocide), the link with conflict may be evident in the profile and motivations of the perpetrator(s), the profile of the victim(s), the climate of impunity/weakened State capacity, cross-border dimensions and/or the fact that it	Most typically perpetrated by combatants

		violates the terms of a ceasefire agreement.	
	<p>Sexual exploitation</p> <p>For further information please see here.</p> <p><i>Secretary-General's Bulletin Special measures for protection from sexual exploitation and sexual abuse</i></p>	<p>The term “sexual exploitation” means any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another.” (UN Secretary-General’s Bulletin on protection from sexual exploitation and abuse</p>	<p>Anyone in a position of power, influence, control, including humanitarian aid workers, soldiers/officials at checkpoints, teachers, smugglers, trafficking networks</p>
	<p>Sexual harassment</p> <p>For further information please see here.</p> <p><i>Secretary-General's bulletin: Prohibition of discrimination, harassment, including sexual harassment, and abuse of authority</i></p>	<p>Any unwelcome sexual advance, request for sexual favour, verbal or physical conduct or gesture of a sexual nature, or any other behaviour of a sexual nature that might reasonably be expected or be perceived to cause offence or humiliation to another. Sexual harassment may occur when it interferes with work, is made a condition of employment or creates an intimidating, hostile or offensive environment. It can include a one-off incident or a series of incidents. Sexual harassment may be deliberate, unsolicited and coercive. Both male and female persons can either be the victim or offender, and it may occur between persons of the opposite or same sex. Sexual harassment may also occur outside the workplace and/or outside working hours.</p>	<p>Employers, supervisors or colleagues, any person in a position of power, authority, or control</p>
Physical Violence			
	Physical assault	Intentional use of physical force with the potential for causing death, injury or harm. It includes, but is not limited to, scratching,	Spouse, intimate partner, family member, friend, acquaintance, stranger, anyone in position of

		pushing, shoving, throwing, grabbing, biting, choking, shaking, poking, hair pulling, slapping, punching hitting, burning, the use of restraints or one's body size or strength against another person, and the use, or threat to use, a weapon.	power, members of parties to a conflict. (death threats/hate crimes)
	Gender related killing of women (sometimes referred to as femicide)	The gender-based murder of a woman; systematic killing of women because they are women.	
Emotional and Psychological Violence			
	Abuse, humiliation, criticism, intimidation	Verbal abuse that is insulting, degrading, demeaning. Both male and female persons can be the victim or offender, and it may occur between persons of the opposite or same sex.	Anyone in a position of power and control including employers; often perpetrated by spouses, intimate partners or family members in addition to others in a position of authority
	Confinement	Isolating a person from friends/family, restricting movements, deprivation of liberty or obstruction/restriction of the right to free movement.	Anyone in a position of power and control including employers; often perpetrated by spouses, intimate partners or family members in addition to others in a position of authority
	Stalking	A pattern of behaviour, which are repetitive and unsolicited such as, unwanted attention, communication, or contact (e.g. following and spying on the victim, damaging property, threats, intrusive attempts for communication, etc.).	Persons known or unknown
Economic/Financial Violence			
	Economic Abuse	Causing/or attempting to cause an individual to become financially dependent on another person,	

		by obstructing their access to or control over resources and/or independent economic activity.	
	Economic Violence	Acts such as the denial of funds, refusal to contribute financially, denial of food and basic needs, and controlling access to health care, employment, etc.	
Trafficking			
	Trafficking for the purposes of exploitation, forced labor, slavery, servitude and the removal of organs For more information please see here . <i>Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially women and children, supplementing the United Nations Convention Against Transnational Organized Crime.</i>	Trafficking in Persons is the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion or other means for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs	Human traffickers may include any person including those in a position of power or control, organized crime groups
Child Abuse			
	For further information please see here .	Child abuse and neglect, includes all forms of physical and emotional ill-treatment, sexual abuse, neglect, and exploitation that results in actual or potential harm to the child's health, development or dignity. Within this broad definition, five subtypes can be distinguished – physical abuse; sexual abuse (including incest); neglect and negligent treatment; emotional abuse;	Anyone in a position of power and control; often perpetrated by family members in addition to others in a position of authority

		grooming and exploitation.	
ICT Related Violence			
		The use of information and communication technology to perpetrate all gender-based violence. For example, this may include cyber stalking, blackmail, online grooming (including for trafficking), hate speech, child pornography and exploitation, cyberbullying, revenge pornography and harassment.	Persons known and unknown
Harmful Practices			
	Female genital mutilation (FGM)	Female genital mutilation (FGM) comprises all procedures that involve partial or total removal of the external female genitalia, or other injury to the female genital organs for non-medical reasons.	Traditional practitioners, supported, condoned, and assisted by families, religious groups, entire communities and some States (where still legally allowed)
	Early, forced, child marriage	Arranged marriage under the age of legal consent (sexual intercourse in such relationships constitutes statutory rape, as the girls are not legally competent to agree to such unions.	Supported, condoned, and assisted by families, religious groups, entire communities and some States (for example, where still legally allowed)
	Other harmful practices and mutilations	Examples: son preference, bride-price, dowry payments, long neck ring, breast ironing, witchery/sorcery accusations, scarification, feet binding etc...	Supported, condoned, and assisted by families, religious groups, entire communities and some States (for example, where still legally allowed)
	Honour related crimes and maiming	Maiming or murdering a person as punishment for acts considered inappropriate for their gender that are believed to bring shame on the family or community.	Parent, husband, other family members or members of the community
Other Human Rights Violations			

	Arrest/detention	Arrest where campaigning for LGBTI; Arrest for not travelling with Mahram or appropriate male family member.	State institutions, community
	Killings, violence and torture against lesbian, gay, bisexual, transgender, and intersex persons.	This includes psychological bullying, physical assault, torture, kidnapping, targeted killings, sexual violence including so-called “corrective” rape of lesbian women. Transgender persons face an especially high risk of violence. LGBTI people are also at high risk of torture and ill-treatment from officials in general and particularly when they are in detention. LGBTI people may also be subjected to involuntary medical treatment that may amount to torture, including anal examinations of gay men to “prove” their homosexuality, unwanted sterilization of transgender people, forced electric shock therapy intended to “change” someone’s sexual orientation, and forced treatment of intersex people.	Violence takes place in a variety of settings: on the street, in public parks, in schools, in workplaces, in private homes, in prisons and police cells. It may be spontaneous, or organized, perpetrated by family members, acquaintances, strangers or by vigilante and extremist groups. Torture and ill-treatment may be carried out by police officers, prison guards, and other detainees, and may also be carried out by medical personnel.
	Arbitrary arrest, detention, and discriminatory laws that target lesbian, gay, bisexual and transgender people.	In 76 countries, lesbian, gay, and bisexual persons are at risk of arrest, prosecution, imprisonment (and in 5 countries the death penalty) on the basis of discriminatory laws that criminalize consensual same-sex relationships between adults. In a number of countries, discriminatory laws criminalizing cross-dressing are used to arrest and to punish transgender people. Other laws are used to harass, detain, discriminate, blackmail or place restrictions on the freedom of expression, association, and peaceful assembly of LGBT people. These laws also contribute to perpetuate stigma and	Arrest, detention, and prosecution are carried out by law enforcement officials and the judiciary. Blackmail, extortion, harassment, and discrimination on the basis of such laws may be carried out by law enforcement officials but also family members, acquaintances, or strangers.

		discrimination, as well as violence.	
	Travel restrictions	Restriction of travel to certain countries for people with HIV/AIDS	

¹ http://apps.who.int/iris/bitstream/10665/85241/1/WHO_RHR_HRP_13.06_eng.pdf?ua=1

² The report, *Violence Against Women in Latin America and the Caribbean: a comparative analysis of population-based data from 12 countries*, shows that between 17% and 53% of women interviewed reported having suffered physical or sexual violence by an intimate partner and that between 10% and 27% of women in these countries reported having experienced sexual violence in their lifetime, either by partners or by other perpetrators, but usually by men whom they already knew. See: http://www.paho.org/guy/index.php?option=com_content&view=article&id=161%3Aintimate-partner-sexual-violence-against-women&Itemid=195

Aide Memoire: Immediate Response to Gender-Based Security Incidents

Fill in relevant information for your location and update once per year or as required.

COUNTRY	AUTHOR	DATE REVISED

SECURITY PROCEDURES***Find a Secure Location(s)***

Determine if the affected persons remains at risk in the current physical location. If so, with the consent of the affected persons, arrange for secure transfer of the affected persons to a safer location i.e. home if safe, or a temporary shelter.

Secure locations within and/or outside the country (add as applicable.)

Be Aware of Local Laws and Customs

Research the local laws related to gender-based incidents and make notes here:

RESOURCES FOR REFERRAL***Physical Recovery***

Confirm that the PEP Protocol is in place in your location and document specific providers.

If the affected persons wish to receive medical assistance, refer them to UN approved clinic or nearest qualified medical provider.

If access to a qualified medical provider is not feasible within country, the affected persons should be encouraged to inform someone from the respective agency to discuss possible medical evacuation.

United Nations approved clinics or nearest qualified medical providers:

Psychological Recovery

If the affected person agrees to receive psychosocial

United Nations approved psychosocial support:

<p>assistance, consider access and availability. Determine what specific agency support will be provided.</p>	
<p><i>Legal System/Justice</i></p> <p>Consider host-country laws and culture. When discussing the process with the affected person, provide clear and objective information without providing your own opinion. Be able to fully explain the process involved should the affected person decide to move forward with the complaint. Consider seeking or referring to legal expertise, as required and appropriate.</p>	<p>Provide specific details on access to and actions that will be taken by host government security services, and document contact information:</p>