Security Sector Reform Assessment, Monitoring & Evaluation and Gender

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The Gender and SSR Toolkit
This Tool on Security Sector Reform Assessment, Monitoring and Evaluation and Gender is part of a *Gender and SSR Toolkit.* Designed to provide a practical introduction to gender issues for security sector reform practitioners and policy-makers, the Toolkit includes the following 12 Tools and corresponding Practice Notes:

1. Security Sector Reform and Gender
2. Police Reform and Gender
3. Defence Reform and Gender
4. Justice Reform and Gender
5. Penal Reform and Gender
6. Border Management and Gender
7. Parliamentary Oversight of the Security Sector and Gender
8. National Security Policy-Making and Gender
9. Civil Society Oversight of the Security Sector and Gender
10. Private Military and Security Companies and Gender
11. SSR Assessment, Monitoring and Evaluation and Gender
12. Gender Training for Security Sector Personnel
Annex on International and Regional Laws and Instruments

DCAF
The Geneva Centre for the Democratic Control of Armed Forces (DCAF) promotes good governance and reform of the security sector. The Centre conducts research on good practices, encourages the development of appropriate norms at the national and international levels, makes policy recommendations and provides in-country advice and assistance programmes. DCAF's partners include governments, parliaments, civil society, international organisations and security sector actors such as police, judiciary, intelligence agencies, border security services and the military.

OSCE/ODIHR
The Office for Democratic Institutions and Human Rights (ODIHR) is the main institution for the OSCE's human dimension of security: a broad concept that includes the protection of human rights; the development of democratic societies, with emphasis on elections, institution-building, and governance; strengthening the rule of law; and promoting genuine respect and mutual understanding among individuals, as well as nations. The ODIHR contributed to the development of the Toolkit.

UN-INSTRAW
The United Nations International Research and Training Institute for the Advancement of Women (UN-INSTRAW) is the only UN entity mandated to develop research programmes that contribute to the empowerment of women and the achievement of gender equality worldwide. Through alliance-building with UN Member States, international organisations, academia, civil society, and other actors, UN-INSTRAW:
- Undertakes action-oriented research from a gender perspective that has a concrete impact on policies, programmes and projects;
- Creates synergies for knowledge management and information exchange;
- Strengthens the capacities of key stakeholders to integrate gender perspectives in policies, programmes and projects.

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ACRONYMS

ACPP	Africa Conflict Prevention Pool
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CRC	Convention on the Rights of the Child
CIDA	Canadian International Development Agency
CSO	Civil Society Organisation
DDA	United Nations Department for Disarmament Affairs
DFID	UK Department for International Development
GBV	Gender-Based Violence
ILO	International Labour Organisation
LGBT	Lesbian, Gay, Bisexual and Transgender
M&E	Monitoring and Evaluation
MOD	Ministry of Defence
NGO	Non-Governmental Organisation
OECD-DAC	Development Assistance Committee of the Organisation for Economic Co-operation and Development
RBM	Results-Based Management
SJSR	Security and Justice Sector Reform
SSAJ	Safety, Security and Access to Justice
SSR	Security Sector Reform
UN	United Nations
UNDP	United Nations Development Programme
UN SCR 1325	United Nations Security Council Resolution 1325 on women, peace and security

Security Sector Reform Assessment, Monitoring and Evaluation and Gender

1 Introduction

Reform processes imply change. In order to ensure that this change has the intended results, outcome and impact, different methods of measurement have been developed by practitioners, policymakers and academia. The necessity of integrating comprehensive assessment, monitoring and evaluation in security sector reform (SSR) is stated throughout existing literature.[1] The inclusion of a gender perspective in these processes is important in order to create a security sector that is responsive to the security and justice needs of men, women, boys and girls.

This tool will explore two dimensions of gender-responsive assessments, monitoring and evaluation (M&E). First, the tool looks at existing SSR assessment frameworks, monitoring and evaluation strategies, and how to include a gender perspective in the different tools and approaches. Second, the tool discusses gender mainstreaming initiatives in security sector institutions, including how to conduct a gender audit and M&E of gender mainstreaming. Inclusive and participatory processes of data gathering; inter-departmental cooperation and coordination; the collection and use of data disaggregated by sex, age and ethnicity; gender-responsive results-based management; gender-sensitive indicators; and focus group interviews are tools and methods presented and discussed in this publication.

This tool includes:

- An introduction to assessment, monitoring and evaluation
- The rationale behind the inclusion of gender issues and ways in which this can strengthen and enhance assessment, M&E
- Entry points for incorporating gender into SSR assessment, M&E
- How to conduct gender audits of security sector institutions, as well as monitor and evaluate the impact of gender mainstreaming initiatives
- Key recommendations
- Additional resources

The target audience for this tool includes personnel responsible for SSR in security sector institutions, national government and parliament, international/regional organisations and donors, and civil society organisations. It is also designed for the staff of these organisations that are responsible for gender mainstreaming in the security sector. In addition to a desk review of existing resources, this tool draws on the input of experts working within the area of gender and SSR, collected during a global virtual discussion with 160 participants.[2]

2 What is SSR assessment, monitoring and evaluation?

In the relatively new field of SSR, a variety of different frameworks and methodologies to assess needs and measure impacts are currently being employed. They vary depending upon the actors – such as individual security sector institutions, donors, parliamentarians or civil society organisations (CSOs) – and the specific security institution(s) under scrutiny. The security sector is not homogenous. It consists of diverse and complex institutions, which serve different security and justice functions and have various processes to ensure internal accountability.

For more information see Tool on SSR and Gender

Though there are a variety of different understandings of assessment, monitoring and evaluation, for the purpose of this tool the following definitions will be used:

Assessment is a systematic data-collection process that aims to reflect a given situation. This process analyses the context – including different factors, actors, risks and needs – in order to determine programme objectives and create a baseline for future monitoring and evaluation.

SSR assessments, drawing from the OECD-DAC, can be described as a 'Process of consultation,

information gathering and analysis…[and a] methodology that involves gauging the local context and identifying priorities for support to security and justice development'.[3] In this tool, assessment will exclusively refer to the analysis conducted prior to the implementation of SSR processes.

Institutions such as the OECD-DAC, the World Bank, the Clingendael Institute and others have developed methodologies and guidelines for SSR assessments, identifying it as an essential activity in the development and implementation of the SSR process.[4] The aim of an SSR assessment is to gain knowledge about the local, regional and international stakeholders, specific security and justice providers, as well as the specific security and justice needs of the population. The data collected from assessments can feed into legislation, planning processes, budgets, reports, and existing policies and services. Thorough and participatory assessment can enable sustainable and effective SSR processes by providing accurate information on the types of reform that are needed.

Gender audits are an analysis of the gender responsiveness of a specific institution or context. In the context of security sector institutions, an audit is an 'independent, objective assurance activity designed to add value and improve an organization's operations. It helps an organization accomplish its objectives by bringing a systematic, disciplined approach to assess and improve the effectiveness of risk management, control and governance processes.'[5] A gender audit can be applied to security sector institutions in order to guide a gender mainstreaming process through determining needs and providing baseline data. Gender audits analyse the integration of gender issues at the levels of policy, structure, budgets and personnel, including people's perceptions and understanding of gender in their own institutions as well as equal participation in decision-making processes. Gender audits can be done independently or as part of a gender-responsive SSR assessment.

Monitoring is a 'continuing function that aims primarily to provide managers and main stakeholders with regular feedback and early indications of progress or lack thereof in the achievement of intended results. Monitoring tracks the actual performance or situation against what was planned or expected according to pre-determined standards. Monitoring generally involves collecting and analyzing data on implementation processes, strategies and results, and recommending corrective measures.'[6]

Monitoring is a form of managing SSR processes to evaluate whether the initiatives taken are having the desired impact – i.e. whether programme objectives are being met. Different strategies and tools can be used in order to monitor SSR. Data collected during this process can be measured against initial baseline data collected during assessments to measure change.

An indicator is 'a measure that helps answer the question of how much, or whether, progress is being made toward a certain objective.'[7] In general, indicators translate change, achievements and impact into measurable and comparable qualitative or quantitative figures. Indicators can be determined in the initial phases of SSR and then used as a tool for monitoring and evaluation in order to determine whether the SSR objectives are being met.

Evaluation is the 'systematic and objective assessment of an ongoing or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors. Evaluation also refers to the process of determining the worth or significance of an activity, policy or programme.'[8]

For the purpose of this tool, evaluations will be defined as taking place at the end of a programme, project, or activity. Comparing performance with pre-determined goals and standards, an examination of the actual versus expected results make it possible to identify successes as well as shortcomings. Therefore, SSR evaluations can determine good and bad practices that should inform follow-up activities as well as future programmes/projects in the same area.

Assessment, monitoring and evaluation aim to make SSR a transparent, effective and efficient process that helps build the confidence and accountability of security stakeholders and institutions.

Actors involved in SSR assessment, monitoring and evaluation include:
- Parliamentarians
- International and regional monitoring mechanisms
- Donors
- Security sector institutions
- Independent bodies including ombudspersons/ commissions
- Civil society organisations

See Tools on Parliamentary Oversight of the Security Sector and Gender, Civil Society Oversight of the Security Sector and Gender

Comprehensive data collection and knowledge about the context and capacities form the basis for systematic implementation of future programmes, projects and reform. Nonetheless, SSR is often conducted in contexts where data collection is challenging or non-existent, such as in post-conflict or transitional societies.

General challenges regarding assessment, monitoring and evaluation:
- Lack of existing data, especially in post-conflict contexts.
- Lack of infrastructure in order to collect data.

- Lack of political will to provide adequate financial and human resources.
- Lack of sufficient time to collect reliable, valid and representative data.
- Lack of financial resources.
- Lack of expertise and human resources.
- Confidentiality of data – especially in security institutions such as the military and intelligence services.

Compliance with obligations under international laws and instruments

Integrating gender into SSR assessment, M&E is necessary to comply with international and regional laws, instruments and norms concerning security and gender. Key instruments include:

- *The Beijing Declaration and Platform for Action* (1995)
- *The Windhoek Declaration and The Namibia Plan of Action On 'Mainstreaming a Gender Perspective In Multidimensional Peace Support Operations'* (2000)
- *United Nations Security Council Resolution 1325 on Women, Peace and Security* (2000)

For more information, please see the Toolkit's Annex on International and Regional Laws and Instruments.

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3 Why is gender important to SSR assessment, monitoring and evaluation?

Gender refers to the particular roles and relationships, personality traits, attitudes, behaviours and values that society ascribes to men and women. 'Gender' therefore refers to *learned* differences between men and women, while 'sex' refers to the *biological* differences between males and females. Gender roles vary widely within and across cultures, and can change over time. Gender refers not simply to women or men but to the relationship between them.

Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels.[9]

See Tool on SSR and Gender

The integration of gender issues into SSR assessment, M&E processes, in addition to being mandated by international and regional laws and instruments, can strengthen the delivery of security and justice services, support participatory SSR processes and build non-discriminatory, human rights promoting, and representative security sector institutions. Regrettably, current frameworks and methodologies on SSR assessment, M&E often do not comprehensively include gender issues.

3.1 Strengthen the delivery of security and justice

Security sector institutions have the mandate of providing security and justice for men women, boys and girls. In order to fulfil this mandate, reform processes need to be tailored to take into account the different security and justice needs of all members of the population (see Box 1). SSR assessments and M&E processes that are gender-responsive will provide more accurate information that enables reform processes to be designed and implemented to meet the needs of men, women, girls and boys.

Security needs, perceptions, roles and participation in decision-making differ according to socio-cultural gender roles.[10] Women, men, girls and boys face different threats to their security and obstacles to accessing justice. From the threat of human trafficking, gang violence, and anti-gay violence to sexual harassment at the workplace, gender-based violence (GBV) is a major global threat to human security. These forms of insecurity need to be taken into account when reforming the security sector and its institutions. Gender-responsive assessments can provide the information necessary to effectively determine which reforms to prioritise in order to prevent and respond to GBV. In turn, gender-responsive M&E can determine the specific impact of the reforms on men, women, girls and boys – and determine whether gender equality objectives are being met.

Box 1	World Bank reasons for including a gender assessment in a Peruvian justice project

'While preparing the Justice Services Improvement Project, it became clear to the Bank team that many of the weaknesses of the justice system hurt women much more than men. Because Peruvian women are far less educated than men, they are less informed about the law and their legal rights. Their economic dependence on their male partners also discourages them from resorting to the courts, even in cases of domestic violence. Given women's family responsibilities, the family court system – with its rules on child custody, marriage dissolution, and alimony – is especially important for them. Yet that system is especially dysfunctional, with long trials and uninformed judicial decisions. Given these preliminary findings, the Bank team decided to conduct a gender assessment as part of the project's preparation, with a focus on identifying access issues and obstacles.'[11]

3.2 Inclusive and participatory SSR

According to the OECD-DAC, security sector institutions and SSR processes should be 'people-centred, locally-owned, and based on democratic norms and internationally accepted human rights principles and on the rule of law'.[12] Most societies have unequal power relations between men and women, which result in unequal representation, participation and exclusion. Measures to increase the participation of marginalised groups such as women; ethnic minorities and indigenous people; poor people; lesbian, gay, bisexual, and transgender (LGBT) people; refugees and internally displaced people, etc., can increase the accuracy of the data collected in assessment, M&E processes. Increased participation can also build civilian trust and local ownership in the SSR process and specific security sector institutions. Building SSR on an inclusive basis also improves the sustainability and effectiveness of the reform process.

'One of the key issues for monitoring – in particular from a gender perspective – would be to involve partners in reviews, assessments and interim evaluations of SSR. Such involvement not only enhances local involvement (ownership) and capacity, but also helps in providing more direct feedback and input in the SSR process. It is in this regard essential to see SSR as a process.'

Luc van der Goor, Head Conflict Research Unit, Clingendael Institute[13]

Women's organisations and gender experts can also have valuable expertise to contribute to SSR assessment, M&E processes.

3.3 Build non-discriminatory, human rights promoting and representative security institutions

Security sector reform aims to transform security sector institutions into more accountable, transparent, democratic and effective entities. From a gender perspective, this also means that SSR should support measures that reduce discrimination and human rights violations by security sector institutions and increase the participation of women and other under-represented groups.

Regrettably, security sector institutions in many countries harbour discriminatory policies and practices against women, ethnic or religious minority men, LGBT people and others. Security sector personnel can also be perpetrators of human rights violations, including sexual harassment and other forms of GBV. For instance, in 2006, an independent study commissioned by the UK Ministry of Defence revealed that more than two thirds of military servicewomen had a direct experience of sexual harassment.[14] The United Nations (UN) Security Council has also recognised the various allegations of GBV against UN peacekeepers deployed on mission. 'Reports of sexual exploitation and abuse by UN personnel of vulnerable people – often the very people that these UN workers were supposed to protect – have been surfacing for years.'[15] Despite increasing efforts to monitor these allegations,[16] scandals of sexual exploitation and abuse committed by peacekeeping personnel continue to be reported from different missions and countries. Integrating questions about discrimination and human rights violations in SSR assessments, M&E can uncover these negative practices and highlight necessary reforms. In some cases, specific assessments of sexual harassment or domestic violence may also be a useful initiative.

Currently, security sector institutions have a vast over-representation of men. Even in countries with generally high gender parity in the workforce, women remain under-represented: in Norway women represent just 6.4% of the police and 21.07% of the armed forces.[17] This over-representation of men also exists within UN peacekeeping operations, where women comprise less than 2% of the military personnel and less than 5% of police.[18] Increasing the participation of women and other under-represented groups can strengthen public trust and the legitimacy of security sector institutions. For instance, it has been shown that a homogeneous police organisation working in a diverse society is one of the factors that can lead to internal tensions and conflicts as the police are not seen as legitimate by the community at large, which can foster resentment and distrust.[19]

Gender-responsive security sector assessments can include the collection of data on the number of men and women in security sector institutions and the respective rank/position they occupy. In addition, questions regarding the obstacles to increased recruitment, retention and advancement of women can be asked. This provides key baseline data from which these important issues can be monitored and evaluated. In addition, gender audits of security sector institutions can address a full range of internal gender issues and help an institution to identify gaps, good and bad practices and room for improvement.

4 How can gender be integrated into SSR assessments, monitoring and evaluation?

The following section includes practical information and examples on four different topics:

1. How can gender be integrated into SSR assessment?
2. How can gender be integrated into SSR M&E?

Box 2	Challenges to including gender issues in assessments, M&E

- Current invisibility of certain groups such as women, boys and girls in SSR policy and programming.
- Lack of gender awareness and capacity of SSR assessment and M&E teams.
- Difficulty of collecting data on sensitive issues such as GBV.
- Widespread under-reporting of GBV – often due to social taboos and stigma.
- Financial resources not allocated to conduct gender audits, or M&E gender mainstreaming initiatives.

3. How can gender audits of security sector institutions be conducted?
4. How can gender mainstreaming initiatives in security sector institutions be monitored and evaluated?

Specific mechanisms and processes to assess, monitor and evaluate SSR are very context and actor-specific. There is no standard process, nor a great number of lessons learned as many of the initiatives are quite recent. In addition, certain gender issues are also highly context and culture specific. Therefore, it is important that the following suggestions are adapted to the local context.

When taking the initiative to integrate gender issues, it is important to keep in mind the potential challenges that might crop up (see Box 2). These challenges emphasise the need to take gender issues into consideration from the very beginning of programme design in order to ensure the allocation of adequate time and resources. This tool also aims to offer strategies for overcoming the challenges listed:

4.1 How can gender be integrated into SSR assessment?

The SSR process often starts strategically with an initial assessment, which aims to analyse the security needs, risks and threats, challenges, key actors and entry points in a specific context. Different frameworks and tools aim to analyse security-related needs and actors with the goal of collecting baseline data to guide the reform process. Often these frameworks do not sufficiently include gender issues (see Box 3).[20]

Who assesses?

Comprehensive SSR assessments can be conducted by various actors such as donor or partnering countries together with national and local institutions, and civil society organisations. In comparison to monitoring mechanisms (see Section 4.2.) the role and responsibility of who conducts assessments is not as clear-cut. Joint assessments that involve cooperation and coordination between local and international stakeholders has been emphasized as fruitful for SSR assessments.[22] Even so, local ownership needs to be prioritised. Most data is collected at a national level through local institutions, such as hospitals, schools and municipalities that compile files through household surveys, interviews and registrations (e.g. electoral lists). This data can be summarised to produce statistics at the national level.[23] External actors, such as donor countries and international organisations, can initiate and support the data-collection process as part of their support to SSR efforts. A team composed of national and international experts may help to balance different perspectives. CSOs, including women's organisations, can be key partners in conducting assessments. In order to make sure that the assessment team is gender responsive:

- Add gender expertise to the terms of reference for the assessment team, and include at least one member with gender expertise.
- Consider gender briefings or training for the assessment team, including specific methodologies for gathering data on GBV and from women and girls.
- Assemble mixed assessment teams of men and women, ideally a mix of international and local experts from different social, ethnic, religious and minority groups.
- Hire female and male translators.

What is assessed?

Conducting a comprehensive assessment of the security sector is a challenge due to the number and variety of institutions involved. In addition to a general

Box 3	Gender and assessment frameworks

'Gender variables are missing in most frameworks. This is partly the result of (i) a general tendency to conflate gender with women, (ii) insufficient data and information on the 'gendered' impact of the development, conflict and poverty nexus, and (iii) the fact that when and if gender is addressed, it is typically covered under social issues or indicators, rather than mainstreaming gender throughout the analysis.'[21]

analysis of the country context, the assessment should aim to answer the questions:

1. What is the existing governance and capacity of security sector institutions? What are the major gaps? Which reforms should be prioritised?

   Gender-related questions: What is the proportion and respective positions of female and male staff? Is GBV effectively prevented, responded to and sanctioned? Are human rights violations, including GBV, being perpetrated by security sector personnel? Are security sector institutions collaborating with CSOs, including women's organisations?

2. What are the different security and justice needs, perceptions and priorities of men, women, girls and boys, and communities?

   Gender-related questions: What are the types and rates of GBV, including against men and boys? Do men, women, girls and boys have equal access to security and justice institutions/mechanisms? What types of reforms do men and women prioritise? What local non-governmental strategies/initiatives exist to provide security and justice?

In order to answer these questions, a variety of key stakeholders need to be consulted, including both male and female staff of:[24]

- *State justice and security providers*: such as police, military, border management, government ministries.
- *Non-state justice and security providers*: such as traditional courts, private security companies, women's organisations.
- *Actors who impact on security system governance*: such as parliamentarians, politicians, ethnic leaders, government ministries responsible for women or families.
- *Civil society actors*: rural and urban women's organisations; labour unions; youth organisations; children's advocacy groups; indigenous, ethnic and other minority associations; research institutions; religious organisations.
- *International and regional actors*: such as UN, OSCE, donor agencies, international and regional women's organisations.

It is important to avoid assessments that are too narrow in scope – and thus fail to consider key issues that will impact the success of the programme.[25] Even SSR assessments that focus on one sector, for instance the police, need to take into account:

- The specific security needs of men, women, girls and boys.
- Governance and oversight issues – including ministries, parliamentarians, CSOs.
- Collaboration with other security sector institutions – including the justice system, intelligence services, and border services.
- Collaboration with other sectors – e.g. education and health.

How to assess?

A desk review of existing records can be a good starting point for SSR assessment, followed by semi-structured interviews, focus groups and surveys.[26] Including diverse sources of information – e.g. household surveys and demographic health surveys – can help to connect interrelated issues such as health and poverty with security issues. However, it is important that different data collection methods and information sources are well coordinated in order to develop as complete a picture as possible.

A terms of reference for the assessment process should be drafted during the planning phase and determine:

The objectives: which should specifically refer to assessing the different security and justice needs and priorities of men, women, girls and boys, as well as creating a gender-responsive assessment process.

The type of assessment: The *OECD DAC Handbook on Security System Reform* suggests a selection of the following for donors:

- Preliminary informal analysis: to understand the context and needs.
- Initial scoping study: to assess whether a SSR assistance programme would bring added value.
- Full assessment: to provide an in-depth overview of the national context for SSR.
- Sector or problem-specific assessments: to analyse the needs of a specific security sector institution or specific problem such as lack of access to justice.[27]

Box 4	Difficulty of collecting data in Albania

'Within Albania, amongst the northern populations and some of the ethnic minority groups, [one major challenge] *is access to women and girls to assess their ideas, beliefs and actual practices. Men prevent their daughters and wives from attending interviews and meeting with people outside of the home. It takes much time and patience to be allowed to speak with women and girls. The men have to trust the organisation or interviewers.*

Children and young people are, in the main, taught to respond in one way which is acceptable to their parents or teachers. This has been discovered during research and surveys into children's experience of their rights and the levels of violence they experience daily in schools, homes and institutions.'[28]

Box 5	Security assessments focusing on sexual violence in humanitarian settings

Information to collect includes:[31]

- Demographic information, including disaggregated age and sex data.
- Description of population movements (to understand risk of sexual violence).
- Description of the setting(s), organisations present, and types of services and activities underway.
- Overview of sexual violence (populations at higher risk, any available data about sexual violence incidents).
- National security and legal authorities (laws, legal definitions, police procedures, judicial procedures, civil procedures).
- Community systems for traditional justice or customary law.
- Existing multi-sector prevention and response action (coordination, referral mechanisms, psychosocial, health, security/police, protection/legal justice).

The budget: which should include specific budget lines for data-collection activities with women and other marginalised groups.

The methods of data collection: which depend on the specific context and the availability of data. Ideally, a mixture of quantitative and qualitative data should be collected. Sources and methods include:

- **Desk review**: An initial analysis of existing documentation, including relevant legislation, national policies and budgets, government and non-government publications, household surveys, records of public service institutions, demographic health surveys, etc. Information regarding GBV and insecurities faced by marginalised groups should be included.

- **Sex-disaggregated data**: All data gathered should at the minimum be disaggregated by sex and age. In addition, it is useful to disaggregate by other relevant factors such as location, ethnic origin, religion, sexual orientation and physical ability.

- **Semi-structured interviews**: Interviewing key stakeholders within security sector institutions, oversight bodies and CSOs, including women's organisations, can provide valuable information. Men and women should be interviewed, along with gender experts.

- **Focus group discussions**: These can be useful to gather information from personnel in specific security sector institutions, such as prison wardens or border guards. They can also be used to collect qualitative information from marginalised groups, such as children, rural communities, LGBT people, women, people living with HIV/AIDS, and elderly or handicapped people. Who will select and lead focus group discussions is an important decision and should take into account facilitation experience, the cultural context, the type of focus group and gender dynamics. Steps to take to ensure that women can participate in focus group discussions include:
  - Hold meetings of specific focus groups for women and for girls.
  - Provide child care and transportation if necessary.
  - Hold the meetings at a time and place convenient for women and girls.
  - Develop communication tools for non-literate groups.

- **Household survey:**[29] Household and other population surveys, such as Rapid Monitoring and Satisfaction Surveys,[30] can be a useful way to gather information on public perceptions of security and justice institutions and issues. They should ask specific questions about perceptions of security sector institutions, access to justice, human rights violations by security sector personnel and GBV violence issues.

Assessment guidelines and handbooks such as the Guidelines for Gender-Based Violence by the Interagency Standing Committee (Box 5) provide useful checklists for assessing specific security issues. As there are no one-size-fits-all solutions, it can be worthwhile to combine different approaches according to the given security context in order to individualise the data collection process.

How can gender be integrated into existing SSR assessment frameworks?

The Clingendael Security Governance and Development Assessment Framework is one example of an existing SSR assessment framework. It is structured in terms of four phases: preparatory work, mapping and analysis, policy assessment and workshops.[32] There are 12 different types of indicators used in this assessment framework.[33] Box 6 suggests gender-sensitive questions for each of the indicators. Another option would be to introduce subheadings to each key question that ask how each of these factors affect men and women respectively.

All these indicators need to be rated and prioritised according to the given context. By measuring these factors over a fixed time period, a trend and development for the specific outcomes can be visualized. Similarly, by demonstrating a specific trend line following such multidimensional indicators, it is hoped to predict future developments and adjust a programme or reform towards a set goal or intended development. As an interactive follow-up, Clingendael

Box 6	Integrating gender issues into the Clingendael SSR Assessment Framework
Governance indicators	**Key questions**
Legitimacy of the state	Is the State a legitimate representative of the people as a whole? ➤ *Are the executive and parliament representative in terms of women, men and ethnic/religious minorities?* ➤ *Is voter turnout data disaggregated by sex?*
Public service delivery	Is public service delivery progressively deteriorating or improving? ➤ *Is access to public service equally guaranteed?* ➤ *Do women have the same access to security and justice as men?* ➤ *How gender equal is access to food, water, sanitary institutions, hospitals?*
Rule of law and human rights	Are human rights violated and the rule of law arbitrarily applied or suspended, or is a basic rule of law established and are violations ceasing? ➤ *Are women's human rights being violated?* ➤ *What are the types and rates of GBV?*
Leadership	Are elites increasingly factionalised, or do they have national perspectives? Are leaders capable of winning loyalties across group lines in society? ➤ *Are women and men equal participants in leadership?* ➤ *Do men and women tend to support the same leadership?*
Security indicators	
Security apparatus	Does the security apparatus operate as a 'state within a state' or is a professional military established that is answerable to legitimate civilian control? ➤ *What are the number and respective positions of male and female personnel within the security apparatus?* ➤ *Are security sector personnel committing acts of GBV, including sexual harassment? Type and frequency?* ➤ *Do appropriate policies and procedures exist to prevent, respond to and sanction GBV by security sector personnel?* ➤ *Are there mechanisms established and functioning for civil society oversight, including women's organisations?*
Regional setting	Are destabilising regional cross-border interventions increasing or reducing?
Socio-economic development indicators	
Demographic pressures	Are pressures mounting or easing? ➤ *Infant and maternal mortality rates?* ➤ *Do women have access to family planning education and services?* ➤ *Include sex-disaggregated data on people infected with HIV/AIDS and trend lines of increase or decrease.*
Refugee and IDP situation	Is there massive movement of refugees and IDPs, creating humanitarian emergencies, or are they resettled and the problem resolved? ➤ *Are the refugees/IDPs women, men, girls or boys?* ➤ *What is the rate of violence, including GBV, against refugees/IDPs?*
Group-based hostilities	Is there a legacy of vengeance-seeking group grievance and paranoia, or is there reconciliation and a reduction of hostilities? ➤ *Is there a gender dimension to the group-related violence such as widespread sexual violence, or small arms violence between different groups of men?*
Emigration and human flight	Is there a chronic human flight or a reduction in the rate of emigration? ➤ *Are women, men, boys or girls emigrating?*
Economic opportunities of groups	Is there uneven economic development along group lines, or are such disparities declining? ➤ *Are there disparities between the economic development of men and women?* ➤ *What are the challenges and opportunities for women's economic development?*
State of the economy	Is there a sharp or severe economic decline or is the economy growing? ➤ *Are there any differences between women and men's participation in the formal and informal markets?* ➤ *Does the economic capacity/ loss during crisis differ between men and women?*

suggests workshop activities to respond to and discuss the findings.[34]

An assessment can provide SSR decision-makers with important baseline data, which can feed into further monitoring and final evaluation of SSR. By comparing the results of an assessment with those of reviews and performance evaluation, the success or failure of SSR processes can be measured, lessons learned and good practices identified.

4.2 How can gender be integrated into SSR monitoring and evaluation?

Monitoring and evaluation can help to achieve results and ensure the continuous performance of a process. In the case of SSR, in which different institutions and sector transformation processes need to be coordinated, a systematic and participatory approach should be applied. Local ownership, transparency and democratic control should be leading principles throughout the monitoring process. It is important to have a critical consideration of who decides when SSR can be called a success, especially when analysing monitoring mechanisms from a gender perspective. It is expected that through gender-sensitive SSR processes, the commitment, organisational culture and impact of the security sector changes will become more gender-equitable and gender-responsive.[35]

Who monitors/evaluates?

Depending on the type of reform and the country context, a variety of actors can potentially be involved in SSR monitoring and evaluation. In order to avoid M&E processes that are gender-blind, it is important to involve gender experts and include both men and women in the bodies responsible for M&E. Target group representatives should also be included in the development and implementation of M&E processes. Another useful strategy is to identify, encourage and train 'gender champions' within management to ensure that gender is adequately addressed in M&E. It is important to get men in leadership positions involved as gender champions in order to provide political will and function as role models.[36]

Security sector institutions: Internal M&E mechanisms exist within specific security sector institutions that can be used to oversee the implementation of SSR. In addition, specific M&E mechanisms can be built into internal reform processes. Gender focal points within the institutions could potentially be involved in M&E. In addition to internal M&E, it is advisable for SSR processes to be monitored and evaluated by independent bodies to enhance their credibility.

Parliament: Defence and security-related parliamentary committees can monitor and evaluate SSR. Parliament has both legislative and budgetary control and can exercise these functions to oversee SSR. They can also potentially establish parliamentary inquiries or hearings, call for budgetary audits and request an evaluation of the implementation of SSR.

> **See Tool on Parliamentary Oversight of the Security Sector and Gender**

Government ministries: Different ministries hold the responsibility to oversee sector-specific reform efforts. For instance, the ministry of defence is responsible for military reforms and the ministry of internal affairs is often responsible for police and prison reform. The ministry responsible for women and/or family affairs can also be involved in M&E of SSR processes.

Government coordinating bodies: Security sector reform processes are often designed, implemented and overseen by specially appointed coordinating bodies within government, such as national security councils. These councils often include members from a broad range of government ministries along with security advisors and representatives from the office of the prime minister/president.

Regional organisations and mechanisms: Regional inter-governmental organisations, as well as international organisations, can play a strong role in calling for and supporting SSR M&E as well as in establishing joint frameworks for M&E. Governments that are bound to regional organisations, laws and instruments are often obliged to report to the specific regional monitoring bodies. With respect to gender issues, various regional organisations have developed important monitoring mechanisms that can serve as a platform for integrating gender into SSR M&E:

- **The Council of Europe** developed a 'Gender Mainstreaming Conceptual framework' (1998), which suggests indicators and benchmarks, supported by comprehensive assessment and evaluation mechanisms.[37]

- **The Commonwealth Plan of Action on Gender Equality** (1997) reaffirms a target of no less than 30% women in decision-making positions in the political, public and private sectors, and in conflict resolution and peace initiatives. It encourages the mainstreaming of gender equality, human rights and HIV/AIDS into training for security sector institutions, and encourages governments to take action to collect, monitor and disseminate sex-disaggregated data.[38]

- **The Secretariat of the Pacific Community** created a 'Revised Pacific Platform for Action on Advancement of Women and Gender Equality 2005-2015', which calls for the implementation of UN Security Council Resolution 1325 (UN SCR 1325); improvements in sex-disaggregated data and the use of gender indicators; gender training for peacekeepers; the inclusion of women in all peace and justice decision-making and processes; the elimination of violence against women; and equal access to justice.[39]

Box 7	Integrating gender into SSR evaluation: UK Department for International Development (DFID) [46]

DFID, in collaboration with the Foreign and Commonwealth Office and the Ministry of Defence, commissioned four SSR experts to conduct an independent evaluation of security and justice reform programming in Africa. The evaluation examined the mainstreaming of gender issues and HIV/AIDS within security and justice reform programming – as they are key themes of DFID bilateral programmes.

The terms of reference for the evaluation include:

Two principle objectives

1. To assess the coherence, effectiveness and impact of UK SSR programmes in Africa over the past 4 years.
2. To identify lessons and recommendations for the strategic direction and management of future SSR programmes in Africa and elsewhere.

Methodology

1. Pre-assessment preparation (up to 30 days) including:
   a. A desk review of secondary sources, including proposals, regional and country strategies, project reports and existing evaluations and reviews, etc.
   b. Identification of key issues for the evaluation and development of an evaluation framework; identification of key stakeholders for interviews and country case studies; and planning field visits. Consultants were encouraged to draw on the OECD-DAC SSR Implementation Framework.
   c. The Steering Group of DFID's Africa Conflict Prevention Pool provided feedback on the proposed assessment framework, preliminary findings and made the decision regarding the case studies.
2. Assessment (up to 40 days)
   a. Country visits and interviews in London. For the field work, the consultants prepared country review plans in consultation with country teams.
   b. Consultants produced *aide memoires* for discussion with country teams at the end of each visit, and prior to departure.
3. Writing up and presentation of findings (up to 20 days)
   a. The consultants presented their findings to the steering group before producing a final draft of the evaluation report.

Findings on gender

Gender, as well as HIV/AIDS, are strongly represented in Safety, Security and Access to Justice programming but have largely been absent from programmes dealing with defence and police or those with a wider remit such as the Sierra Leone Security Sector Reform Programme. The official recommendation which includes gender reads:

Recommendation 5: We recommend that the 'Paris Declaration on Aid Effectiveness' theme on Public Financial Management and Whitehall mainstream themes on HIV/AIDS and gender be incorporated into all SJSR [Security and Justice Sector Reform] interventions, not only those specifically dealing with SSAJ [Safety, Security and Access to Justice].

■ **The Organization of American States Inter-American Commission of Women** has developed an 'Inter-American Program on the Promotion of Women's Human Rights'[40] and 'Gender Equity and Equality and the Declaration and Plan of Action'[41] (1999, 1996), which are both aimed at monitoring and coordinating mainstreaming efforts in the region. Paragraph four calls for the assessment of access to justice, gender-sensitive evaluation mechanisms and the establishment of monitoring mechanisms for judicial decisions.[42] Data collection disaggregated by 'sex, age, disability, and ethnic origin, or any other relevant category' is suggested to all Member States. [43]

Ombudsperson/office: An ombudsperson can also be tasked with M&E activities. An ombudsperson should be an independent representative of the public – usually appointed by the government or the organisation she/he is serving – who receives complaints reported by affected citizens. The ombudsperson can help to oversee the process of SSR, looking at cases of human rights violations and misconduct. Therefore, institutionalised ombudspersons can help ensure transparent, democratic and effective security sector institutions.

The ombudsperson is required to be gender-responsive in order to respond adequately to complaints about GBV, gender discrimination and other gender issues. An example of an ombudsperson with special focus on women or gender issues is the Egyptian Ombudsman Office for Gender Equality.[44]

Donors: Donor monitoring and reporting processes can be important mechanisms for SSR M&E (see Box 7). Donors can also support the formation and implementation of national-level SSR M&E. For instance, this can be achieved by establishing a memorandum of understanding which sets out the specific commitments of both parties: 'The Memorandum of Understanding (MoU) between the UK Government and the Government of Sierra Leone sets out Sierra Leonean commitments in the security sector and related areas of governance reform, along with UK commitments on technical and financial support.'[45]

Box 8	Evaluating the integration of HIV/AIDS into SSR programming in Africa

'Reform in the security and justice sector of sub-Saharan African countries is strongly influenced by the effects of HIV/AIDS. Many of the same debilitating factors apply to the security and justice sector as apply to any other people-intensive areas of reform, whether education, social welfare or trade and industry. Usually, the military and police are among the groups worst affected… In late 2006 the Ugandan military authorities began to show greater awareness [of] and interest in donor support. But it is probable that the reluctance to recognise the problem, or to deal with it transparently, remains widespread throughout the Region…

Although UK stakeholders in SJSR [security and justice sector reform] programmes are well aware of the HIV/AIDS issue – in fact the UK Defence Intelligence Service carried out a thorough survey of its likely effects on African military forces in the mid 1990s – expertise in this area tends to lie in DFID [UK Department for International Development], not in MOD [Ministry of Defence]. HIV/AIDS is not a topic that features in the work of the ACPP [Africa Conflict Prevention Pool] in any of its thematic areas, though it clearly affects many of them. It is indicative that the Terms of Reference for this Review (Annex 1) contain no reference to HIV/AIDS. It is possible that with UK work on HIV/AIDS largely confined to DFID bilateral programmes, military and police victims of the disease and the risks that their characteristic activities tend to be excluded, at least institutionally if not individually.'[49]

Civil society: SSR processes should be monitored and evaluated by members of civil society, especially when cases of misconduct, human rights violations or GBV have been committed by security sector personnel. This can be done by involving civil society, including women's organisations, in official oversight mechanisms or through independent research and reporting on SSR processes.

> **See Tool on Civil Society Oversight of the Security Sector and Gender**

What is monitored/evaluated?

The general aims of monitoring processes are to review and verify that the assumptions made in the initial assessment are still valid, if the objectives of the reform process need adjustment, and if the 'activities required to achieve the desired results are on track to be implemented effectively, and are having the intended effects'.[47] In the context of SSR, all policies and programmes related to reform should be monitored and evaluated in a consistent manner to ensure that they are meeting the set objectives. They should also be evaluated to determine: their specific impact on men, women, girls and boys; whether GBV is being more effectively prevented, responded to and sanctioned; if the process of developing and implementing SSR has been participatory; and if the gender-related objectives have been fulfilled.

Some examples of general areas to monitor and evaluate when assessing gender-responsive SSR include:

- Increase or decrease in GBV (number and type of human rights violations by security sector personnel reported over time)[48]
- Programmes and services that aim to respond to GBV
- Inclusion of gender issues in programme frameworks
- Access to public security services for women, men, boys and girls

- Access to justice for women, men, boys and girls
- Equal access to decision-making positions in the security sector
- Laws that address GBV
- Public awareness of gendered insecurities such as GBV
- Number and position of female staff in security sector institutions
- Process of female recruitment, retention and promotion in security sector institutions
- Number and impact of gender training
- Security policies that address gender issues

How to monitor/evaluate?

In order to ensure gender-responsive SSR monitoring and evaluation, gender issues can be integrated into results-based management systems as well as using gender-sensitive indicators.

Results-based management

Results-based management (RBM) is a tool that is often used to evaluate activities and outcomes.[50] This management framework helps to strategically plan and implement monitoring efforts oriented towards outputs and outcomes, measuring if activities serve the purpose of an overall goal. RMB focuses on performance and the achievement of outputs, outcomes and impacts which are different parts of a result chain. Result chains are comprised of different strategic steps, beginning with an input such as a policy, law or decision-making process:

RBM Result Chain: activity – output – outcome – intended impact / overall goal

In the context of gender-responsive SSR, a simplified action plan, choosing one single activity for different sectors, using the RBM approach could look as follows:[51]

Sector	Overall goal	Outcome	Output	Activity	Indicator
Police	Gender responsive police service.	Increased knowledge about gender issues.	Trained police officers in gender issues.	1. Hold training session on gender and responding to/ dealing with survivors of GBV.	1. Number of police officers trained. 2. Change of behaviour towards survivors of GBV.
Military	Increased gender equality within the military.	1. Identification of gender entry points in recruitment procedures. 2. Increase of women in the military.	1. Assessment study on recruitment procedures and possible entry points. 2. Change of recruitment strategy to promote female recruitment.	1. Collect data/reasons or motivations to apply inside/ outside the military. 2. Affirmative measures for female applicants.	1. Increase in number of female applicants. 2. Number of female military staff. 3. Number of sexual harassment and abuse cases reported.
Parliament	Increased protection from domestic violence.	Legal provisions that protect women and men from domestic violence.	Law on the prohibition of domestic violence, including definitions.	1. Initiating legal reform in parliament. 2. Drafting of text for legal provision. 3. Adoption of law.	Increase in prosecutions and convictions for domestic violence.

For more detailed list of indicators regarding judicial reform, see Annex A: 'Examples of Indicators: Justice Reform and Gender'.

Indicators

It is crucial to establish clear, measurable, context-based and gender-sensitive indicators for effective SSR M&E. An indicator can be a number, a fact or even an opinion that describes a specific situation and/or change. Using the results-based management approach, indicators reflect the outcomes of the result chain. It is useful to differentiate between the different types of indicators used:

Input indicators measure the extent to which resources have been allocated to ensure that a project or policy can actually be implemented.

Performance/Process indicators measure the activities during implementation to track progress towards the intended results.

Progress/Outcome indicators measure the long-term results of the programme or policy.

Measures can be taken to ensure that all of these various indicators, whether quantitative or qualitative, are gender-sensitive. According to the Canadian International Development Agency: 'Gender-sensitive indicators have the special function of pointing out gender-related changes in society over time. Their usefulness lies in their ability to point to changes in the status and roles of women and men over time, and therefore to measure whether gender equity is being achieved.'[52]

In order to cross-validate and draw a comprehensive picture of the impact of SSR policies and programming, the use of both types of indicators is crucial (see Box 9). In the context of SSR, gender-sensitive qualitative and quantitative indicators can be defined as follows:

Quantitative indicators: Quantitative gender-sensitive indicators are expressed in numbers. They can be collected through sex- and age-disaggregated data from surveys and administrative records. Examples:

- Number of police officers trained in gender issues
- Number of female military officers
- Number of reports of GBV[53]
- Number of men and women reporting anti-gay harassment

Qualitative indicators: The documentation of opinion, perceptions or judgments. Qualitative indicators can be developed through attitude surveys, interviews, public hearings, participant observation and focus groups discussions. Examples:

- Higher approval rating of police interventions in domestic violence
- More commitment to gender-responsive policies and legal provisions
- Non-discriminatory and family-friendly working environment
- Commitment to gender mainstreaming initiatives in the parliament[54]

Box 9	**UN Mission in Liberia and police reform: combining quantitative and qualitative indicators** [55]

Recruitment figures alone do not tell you enough, since many women leave after a short period of employment. A quantitative measure like this could be supplemented by a qualitative approach, interviewing both those who choose to remain and those who chose to leave can help the development of a better understanding of the reasons that both encourage and discourage women's employment within the police (or other security sector institutions).

Some issues that could be explored are:

- How does the police respond to cases involving women and men, and what are the differences in their responses, before and after training? What is the perception of the police who have been trained about differences in their behaviour? And what is the perception of women and men who have to deal with the police – e.g. women's organisations which are promoting and protecting women's and children's rights, particularly in relation to GBV; human rights bodies; or other NGOs?

- What types of complaint are made about police following the training?

- What percentage of women, men, boys and girls have confidence that they will be treated fairly by the police (and has that perception changed)?

- Is there any evidence that police are more likely to work productively with other agencies to try to address gender issues in their work – e.g. in crime prevention activities?

- What was the quality of the training delivered? Did it focus on women's rights to security and safety? Did it promote an understanding of the factors and links between GBV, lack of security and HIV? Did it promote a dialogue on culture and human rights – e.g. on whose rights are protected in customary dispute resolution, and in formal resolution processes?

- Perceptions of existing mechanisms to respond to male rape in prisons

It is also important to interpret indicators correctly. For instance, an increase in reporting of sexual violence may mean an improvement of the response services and overall awareness of rights among women, or it could mean an increase in cases of sexual violence. 'In some programs that I work with, we interpret an increase in reporting of crimes of violence against women and children as an indicator that women and children are increasingly becoming aware of their rights – and increasingly demanding some response from the legal and security sector – which is one step towards addressing the problem, and may also indicate that the security sector (police in this case) has improved.'[56]

4.3 How can gender audits of security sector institutions be conducted?

In addition to incorporating gender issues into SSR assessment, M&E processes, gender audits of security sector institutions can provide more in-depth information to guide reform processes. Security sector institutions can benefit greatly from such audits, as they aim 'to identify areas of strength and achievement, innovative policies and practices, as well as continuing challenges as a foundation for gender action planning'.[58] Gender audits can be a first step to guide an effective gender reform/mainstreaming process; it can also be a useful tool for monitoring and evaluating gender mainstreaming initiatives.

The lack of transparency within many security sector institutions, such as the military or intelligence services, is often an obstacle to overcome before starting gender audits. Other factors on which gender audits depend include:

- Political will
- Technical capacity
- Willingness to be held accountable and responsible
- Organisation structure

Despite these challenges, the audit of an institution for its gender responsiveness can be a good first step towards defining specific reform needs.

Who can conduct gender audits?

Gender audits, as with most organisational initiatives, require commitment from senior management. Nevertheless, the engagement of all personnel in an institution is equally important. An inclusive process ensures a sense of ownership, accountability and responsibility for the results of the audit process.

Box 10	**Police evaluation in the United States**

'Conducting an in-depth evaluation of the community policing experiment had two purposes. One was to reinforce the goals of community policing among officers by frequently critiquing their performance. The other purpose was to find out whether citizens noticed any change in the quality of policing… The Houston Police Department's evaluation of "Neighborhood Oriented Policing" relied on several types of reports: patrol officers' bi-annual assessment reports, patrol officers' monthly worksheets, community information forms, citizen feedback forms on calls for police assistance, investigator questionnaires, and officers' immediate-supervisor assessment forms.'[57]

	Advantages	Disadvantages
Internal audit team	■ May be less expensive and easier to conduct as no external consultant has to be hired. ■ Knowledge of internal structure, procedures and hierarchies. ■ May be taken more seriously, depending upon position in the institution.	■ Lack of independence. ■ Potential consequences for staff in assessment team in case of criticism of behaviour. ■ Potential barriers due to hierarchies. ■ Inexperience in conducting gender audits.
External audit team	■ More independent point of view, potentially broader perspective. ■ No fear of consequences when being critical about internal processes. ■ Expertise and experience in conducting gender audits.	■ Lack of understanding of how specific institution or organisation works. ■ Potentially less ability to enlist staff cooperation and ownership of the process. ■ Lack of a common vision, goal and interpretation of outcomes.

Gender audits and assessments can be conducted either by an internal team or external evaluators.[59] There are different advantages and disadvantages to both strategies (see above).

The coordination and relationship between the assessment team and the organisation's staff is crucial in both cases. Jocelynne Scott, an independent legal consultant, suggests conducting an initial assessment from an outside perspective and ongoing internal monitoring and evaluation. Furthermore, she argues that external consultants also depend on the inner cooperation and political will from senior management.[60] Therefore, she suggests that the terms of reference for gender audit be drawn up in coordination with civil society representatives and that the audit be led by a person or institution that can remain independent. As with gender training, it may be beneficial to include both a man and a woman on the gender audit team.

Though the composition of gender audit teams will vary depending on the specific institution and context, participants should ideally have experience working with security sector institutions and gender issues and could include:

■ Ombudspersons

■ Gender focal points

■ Independent prison inspectors

■ Inter-departmental working groups

■ Gender units in peacekeeping missions

■ Human rights organisations or women's organisations

■ Justice and bar associations

■ Gender audit experts – hired as consultants

What is audited?

A gender audit is generally focused on analysing a wide variety of internal gender issues. The audit can focus on self-assessment strategies analysing people's perceptions and/or apply a variety of information-gathering techniques to analysing the policies, structures, programmes and personnel of the institution in question (see Box 11). In addition, gender

Box 11	Self-assessment on recruitment and retention of women within law enforcement [61]

Recommended process for small agencies

Because small agencies have limited resources and staff, the following is a modified assessment process:

■ Form a committee consisting of:

- The command person in charge of recruiting, hiring or training.

- Female employees, if possible. If there are no female officers in the agency, seek assistance from a neighbouring agency with female officers.

- A female community representative.

- A personnel expert.

- A lawyer experienced in civil rights and employment law.

■ Convene a meeting to discuss the assessment process, introduce all members of the team, learn about the status of women in the law enforcement organisation and make assessment assignments. Assign assessments to members of the team according to their expertise and time available.

■ Establish a timeline for assessment and the development of recommendations.

■ When the members have completed their assessment, reconvene the committee and discuss the findings of each part of the assessment. Prepare a final report with recommendations on changes that need to be made. Recommend priorities for making the changes.

■ When recommendations have been approved, assign a high-ranking person to monitor progress and report quarterly.

audits should focus on how the institution impacts men, women, girls and boys.

For **self-assessment strategies,** checklists are often used to find out to what degree gender mainstreaming has been applied within the institutions. This implies a good knowledge of the processes, aims, objectives and mandate of the institution. A self-assessment does not necessarily reflect the actual impact of the institutions' policies. Examples of issues to address in a self-assessment questionnaire:

- Level of commitment and prioritising of gender issues in programme planning.
- The extent to which gender-related concepts and policies are understood by personnel at different levels of the organisation.
- Technical capacity of the organisation, including existing gender expertise, capacity-building, monitoring and evaluation.
- Institutional culture and possible biases that result in discrimination against female workers, partners or beneficiaries.

A combination of self-assessment and **procedural evaluation** promises to deliver a more complete picture than just using one approach. In this context the following issues should be part of the audit:

Does the institution: [62]

- Have equal representation of men and women at all levels of the organisation?
- Have human resource policies and practices that encourage the recruitment, retention and advancement of women?
- Have policies and mechanisms to prevent and address sexual harassment, discrimination and violence?
- Have the technical capacity to work on gender-specific issues?
- Give basic gender training to its entire staff?
- Currently mainstream gender issues into its policies, programmes and initiatives?
- Dedicate adequate funding to gender-specific initiatives?

How to audit?

Before starting a gender audit or evaluation, a quick review of existing documents including mandates and legal provisions should be done in order to inform the initial terms of reference.[63] A clear vision and shared goals and objectives of the audit help to create a process that builds capacities and an outcome that can serve as a platform for gender mainstreaming initiatives (see Box 12).

As with SSR assessment and M&E, the combination of qualitative and quantitative data has been proven to be more comprehensive than relying on one type of data collection alone, as it allows for greater cross-checking of research findings.[65] One of the challenges with gender audits, and evaluation in general, is that different data collection methods may not always lead to the same results. In addition, depending on the specific context, some people are more comfortable in sharing their views or may be compelled to put forward answers that they believe the interviewer wants to hear.[66] Data can be collected through various assessment methods, which should all be sex-disaggregated, such as:

- **Desk review** of existing documentation including policies and internal programme materials.

- **Surveys** do not necessarily have to be conducted in person. They can be conducted by anonymous questionnaires that are handed out to staff.

- **Interviews**: Depending on the size of the institution, in-depth interviews with staff members may allow more space for qualitative research.

- **Focus group discussions** may be held with separate sessions for men and women or for people at different levels of the organisation separately if the culture is very hierarchical. They may provide space for further exploration of dynamics within institutions and possible stereotypes and other barriers to gender mainstreaming. Inclusive processes of gender auditing helps build ownership of the process and commitment to implement gender mainstreaming initiatives that are built on audit recommendations.

Box 12	Gender audit of the International Labour Organisation (ILO)

'The First ILO Gender Audit (October 2001 - April 2002) set out to assess progress and thus establish a baseline on gender mainstreaming in the Office. The audit was participatory in order to enhance maximum organizational learning on the "how to" of gender mainstreaming. The Gender Audit had two major components: 1) participatory Gender Audits in 15 work units in the field and at headquarters; 2) a global desk review of the ILO's key publications and documents. There were 750 internal documents and publications analysed during the audit period. Around 450 staff, constituents, implementing partners and women's organizations participated in the workshops and interviews. The overall staff sex balance was fairly even while among other participants there were about 20% more women. 31 volunteer staff members, 7 of them men, from 21 work units were trained as Gender Audit facilitators.'[64]

■ **SWOT Analysis**

Analysing **S**trengths, **W**eaknesses, **O**pportunities, and **T**hreats to gender mainstreaming in security sector institutions involves identifying the internal and external factors that are favorable and unfavorable.
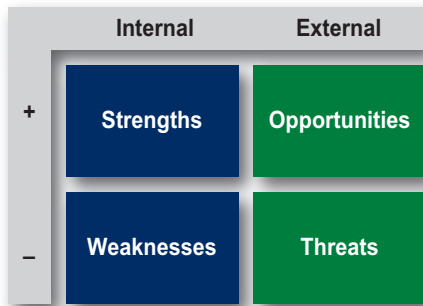
Findings of the audit, in the form of a final report, should be distributed throughout the organisation through workshops, seminars and group discussions. In particular, the findings should be presented to senior management, and should lead to concrete follow-up activities such as developing new policies, programmes and plans of action (see Box 13).[67] One such example is the development of a gender action plan, such as the plan of the UN Department for Disarmament Affairs (DDA).

'The Overall Goal for the Action Plan is to facilitate progress on disarmament. DDA will strengthen disarmament dialogue and action through the incorporation of a gender perspective in its day-to-day work. A primary assumption behind this action plan is that disarmament – both generally and in specific initiatives – can be strengthened through the integration of gender insights into disarmament debates, decision-making and actions, and through more equitable participation by women in decision-making. Thus a crucial element of the DDA work in this area is to identify potential synergies and opportunities to simultaneously support effective disarmament and greater gender equality.' [68]

In 2003, DDA hired two external gender experts to develop and draft their gender action plan. The consultants held workshops with staff from all the different divisions to discuss how gender issues were relevant to their work and jointly draft branch-specific lists of actions to strengthen gender mainstreaming. The result was a 49-page document that focuses on providing a theoretical background on gender and disarmament issues, as well as identifying practical gender mainstreaming initiatives and checklists.

> Juliet Hunt, a gender mainstreaming expert states: 'The best results I have seen come from assessments where planning and follow-up is an integral part of the assessment process. While doing a gender action plan is not a magic formula for success (and nor are gender sensitive indicators), they can really help, as long as some key basic conditions or principles are implemented in developing the plan.'[69]

In the case of the Northern Ireland Police Service, an internal team conducted the gender audit and then developed a gender action plan. The objective of the gender audit was: 'To investigate and address existing and future policies, procedures and practices which inhibit or exclude females from playing a full role within the Police Service of Northern Ireland and to examine the working practices of the organisation and propose actions which will enhance the work/life balance while ensuring operational effectiveness. [...] The Gender Action Group was established in November 2003 and

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Box 13	Components of a women, peace and security action (WPS) plan [71]

1. Introduction

This section can provide a short introduction to women, peace and security issues and a description of the process of developing the action plan.

2. Rationale

Here reference should be made to WPS mandates such as UN SCR 1325, the importance of women, peace and security issues, and how they relate to the institution or state in question.

3. Long-term and short-term objectives

Though discussing the relative importance of different WPS mandates and then prioritising certain areas of action, short-term objectives can be determined.

4. Specific initiatives

Initiatives should be directly linked to the objectives and/or specific mandates from UN SCR 1325. The specific actor responsible for implementation as well as indicators, deadlines and resources (human, material and financial) should be specified.

5. Timeframe

A general timeframe for the completion of the entire plan, a timeframe for each specific initiative, or a timeframe for monitoring and evaluation can be included.

6. Monitoring and evaluation

In addition to the timeframe and indicators, other M&E mechanisms can be included such as the establishment of yearly reporting or the creation of a monitoring body.

7. Budget

A dedicated budget is essential to ensuring the concrete and sustainable implementation of even the most modest action plan.

met as a main group on four occasions, chaired by Chief Superintendent Maggie Hunter. A sub group was formed to develop the report and implementation plan.'[70]

4.4 How can gender mainstreaming initiatives in security sector institutions be monitored and evaluated?

Gender mainstreaming is one of the central strategies to achieving a gender-responsive security sector. A wide variety of different initiatives can fall under the heading of gender mainstreaming – however the focus is on ensuring that the needs and interests of men and women are equally included in security sector policies and programming. According to the authoritative definition by the UN Economic and Social Council:

> *'Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all spheres so that women and men benefit equally and inequality is not perpetuated.'[72]*

As such, gender mainstreaming initiatives can range from reforming internal prison protocols and ensuring that the human dignity of women and men are respected, to conducting a gender-impact assessment of a national security policy, or appointing a gender focal point in the ministry of defence. Gender audits, as described in Section 4.3, are a useful tool to assess what gender initiatives have already been implemented, what their effects have been, and what the existing gaps and areas of improvement are.

However, gender mainstreaming initiatives are often implemented without proper monitoring and evaluation to gauge their impact, as well as to document the good and bad practices.

The M&E of gender mainstreaming can be conducted either with a self-assessment strategy or an external operational evaluation approach. When there is a gender action plan in place, the M&E of gender mainstreaming activities is relatively easy to conduct, as such plans already put gender mainstreaming into a concrete framework and can include indicators.

Who monitors and evaluates?

Monitoring and evaluation of gender mainstreaming mechanisms can be conducted internally by the security sector institution in question – for instance by the gender focal point in collaboration with internal M&E specialists – or by external gender specialists, civil society organisations such as women's groups, or even international organisations.[73] As has already been mentioned, gender balance within the M&E team is crucial. In the case of allegations of sexual exploitation and abuse committed by UN peacekeeping personnel, various monitoring efforts have been employed (see Box 14).

What is monitored and evaluated?

In order to find out if gender mainstreaming initiatives are having a positive impact, the specific objectives of these initiatives need to be monitored/evaluated. This can be done though the use of indicators. These indicators can aim to measure the effectiveness and success of the implementation of gender mainstream efforts such as gender training, the implementation of gender-sensitive policies and female recruitment, or responsiveness towards men and women living with HIV/AIDS.

How to monitor and evaluate?

As has been mentioned in previous sections, indicators, surveys, interviews and other data-collection mechanisms can be used to monitor and evaluate gender mainstreaming initiatives within security sector institutions.

RBM can also be used in this context to monitor gender mainstreaming efforts. For example, UNESCO has strategically applied RBM alongside gender mainstreaming and states that the two approaches are 'mutually reinforcing processes'.[75] The inclusion of gender mainstreaming indicators into existing performance monitoring mechanisms, policy frameworks and guidelines can be another strategy to weave the M&E of gender mainstreaming initiatives into existing M&E structures.

Examples of indicators of institutional gender mainstreaming efforts include:

- Gender-sensitive language in manuals

Box 14	Monitoring cases of alleged sexual exploitation and abuse by UN peacekeeping personnel

'Following a sequence of ad hoc responses both from within the UN mission in DRC and from the UN Department for Peacekeeping Operations (DPKO) in addressing allegations of sexual exploitation and abuse within MONUC, a dedicated Office was established, the Office for Addressing Sexual Exploitation and Abuse (OASEA). No template for the establishment of such an office or its remit existed within DPKO, nor any ascertainable rules or procedures for the conduct of investigations. There was a policy vacuum; the definition of policies on crucial aspects such as the UN's responsibility to victims or how to address paternity claims, was embryonic. The OASEA defined its responsibilities in three key areas: (1) Conducting Investigations, (2) Policy Development and Advice, (3) Training, Awareness-raising and Advocacy.'[74]

| **Box 15** | **Gender budgeting in India** |

'In India, the Ministry of Women and Child Development has taken on the task of developing tools on GRB. The tools include gender-based profiles of public expenditure. In respect of targets, a number of schemes indicate specific components for women, such as special inputs for girl students in education-related schemes, health-related programmes for women, employment and training programmes for women, specialised micro-credit for women, and special laws relating to violence against women. The Ministry has also recently constituted a high-level committee for the development of the gender development index.'[78]

- Gender focal points that consist of mixed teams supporting and monitoring gender mainstream efforts
- Inclusion of gender issues in strategic plans and other policy documents
- Gender issues as topics in regular training sessions in police academies, law schools and other education centres of the security sector
- Female visibility (e.g. pictures on the website or in publications, etc.)
- Gender awareness among staff

Gender mainstreaming initiatives have been implemented in various institutions and programmes in the security sector. The evaluation of each activity is recommended in order to collect best practices and lessons learned for each measure taken.

See Tool on Gender Training for Security Sector Personnel

Gender budgeting is a tool to monitor and evaluate the gender sensitivity of budgets and the allocation of resources. They are attempts to break down or disaggregate budgets according to their impact on women and men (see Box 15).[76]

> *'Gender responsive budgeting (GRB) is about ensuring that government budgets and the policies and programs that underlie them address the needs and interests of individuals that belong to different social groups. Thus, GRB looks at biases that can arise because a person is male or female, but at the same time considers disadvantage suffered as a result of ethnicity, caste, class or poverty status, location and age. GRB is not about separate budgets for women or men nor about budgets divided equally. It is about determining where the needs of men and women are the same, and where they differ. Where the needs are different, allocations should be different.'[77]*

The UN Development Fund for Women, the Commonwealth Secretariat and Canada's International Development Research Centre have developed a comprehensive website on gender budgeting which lists a series of resources and training materials: http://www.gender-budgets.org

5 Key recommendations

1. **Political will, appropriate time frames and sufficient financial resources**

   In order to ensure gender-responsive assessment, monitoring and evaluation, political will on the part of management is essential. One strategy is to identify and support 'gender champions' within upper-level management. Appropriate time frames and earmarked budgets are also essential.

2. **Data disaggregated by sex and age**

   The data gathered as part of assessment, monitoring and evaluation should always be disaggregated by sex and age in order to identify different security and justice needs and priorities. For comprehensive data analysis, it is also useful to disaggregate data based on other factors such as income, ethnicity, religion, region, sexual orientation and physical ability.

3. **Consult men and women**

   Interviews and focus groups among key stakeholders often fail to include women. For instance, it is important to seek out female staff of security sector institutions – even if they do not hold high-ranking positions – in order to gather accurate information about the needs for reform.

4. **Consult marginalised groups and civil society organisations**

   The active inclusion of marginalised groups in assessment, monitoring and evaluation processes increases the likelihood of sustainable and comprehensive reform. Consultation with women's organisations, associations of indigenous people, ethnic minorities, LGBT people, rural communities, low-income families, child advocacy groups and others can contribute new perspectives to the reform agenda and ensure that it also meets their needs.

5. **Inclusion of gender issues**

   Issues such as gender-based violence and gender differences in access to justice and security need to be specifically included in assessment, monitoring and evaluation.

6. **Gender-sensitive indicators**

   Including gender-sensitive indicators in SSR policies and programming will enable thorough monitoring and evaluation to determine the impact of reforms on men, women, girls and boys.

7. **Gender awareness and expertise**

   Assessment, monitoring and evaluation teams should include staff with gender expertise to ensure that gender issues are mainstreamed into the process and appropriate data-collection techniques are being employed. Gender briefings or training can be given to the entire team.

8. **Representative assessment, monitoring and evaluation teams**

   Mixed teams of men and women, ideally including international and local experts from different social, ethnic, religious and minority groups can increase the effectiveness of the team in accessing different communities as well as their legitimacy. Hire female and male translators.

9. **Combination of quantitative and qualitative data collection and indicators**

   Comprehensive and accurate assessment, monitoring and evaluation should include both quantitative and qualitative elements. Though quantitative data is often easier to evaluate and compare, important dimensions and issues are left out without including qualitative aspects.

10. **Conduct security sector-specific gender audits**

    Integrating gender into general SSR assessments often does not provide enough specific information to identify the gender mainstreaming reforms that are necessary. Conducting an in-depth gender audit of the specific institution can provide valuable information necessary for institutional change.

11. **Prioritise monitoring and evaluation of gender mainstreaming initiatives**

    When gender mainstreaming initiatives are undertaken within security sector institutions, comprehensive monitoring and evaluation should be included in order to determine the impact of the initiative and document good and bad practices that can enhance the effectiveness of future gender mainstreaming initiatives.

6 Additional resources

Useful websites

UN-INSTRAW: Gender and SSR - http://www.un-instraw.org/en/index.php?option=content&task=view&id=954&Itemid=209

World Bank: Bibliography on Gender Monitoring and Evaluation (M&E) and Indicators - http://www4.worldbank.org/afr/ssatp/Resources/HTML/Gender-RG/Source%20%20documents/Reference%20Lists/Monitoring%20&%20Evaluation/REFM&E1%20M&ELiteratureReviewOct01.pdf

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Annex A: Examples of indicators: justice reform and gender

Prepared by Juliet Hunt for the DCAF, UN-INSTRAW, OSCE/ODIHR
Gender and Security Sector Reform Workshop, Geneva, 16-19 Aug. 2007.

Areas of justice reform	Examples of gender equality results	Examples of gender-sensitive indicators	Methods of data collection
Goal: an effective and accountable justice system and strengthened rule of law	Promotion and protection of the human rights of women, girls, men and boys.	Outcome indicator: An increase in the percentage of women and men who have confidence in the legal system to treat them fairly – by ethnicity, socio-economic group and other categories.	■ Baseline survey during SSR assessment. ■ Survey conducted at the end of the SSR programme.
Law reform	A legal framework that protects the rights of all citizens – regardless of sex, age, ethnicity, religion, socio-economic status, sexual orientation, disability or health status (HIV/AIDS).	■ National legislation is revised in accordance with CEDAW and CRC. ■ Law reform has identified and removed conflicts between customary and traditional law to explicitly protect the human rights of women and girls.	■ Baseline assessment of women's rights in customary and formal law. ■ Verification based on legal statutes during performance monitoring, reviews and evaluation.
Gender-based violence	Implementation of legislation and national plans of action to eliminate GBV.	■ Procedures are in place and implemented to provide redress to survivors of gender-based crimes, including in armed conflict, post-conflict reconstruction, and violence perpetrated by security sector institutions. ■ Number of prosecutions against security sector personnel for GBV. ■ Increase in consistent sentencing for crimes of GBV, by type of violence and relationship of perpetrator.	■ Baseline assessment and review of protocols. ■ Surveys and interviews with women's organisations and other CSOs. ■ Court statistics; data from women's organisations. ■ Court statistics; review of newspapers; data from women's organisations.
Institutional reform	Equal access to justice for women and men.	■ Percentage of women and men who report that they are able to access the formal legal system to resolve disputes. ■ Number of police stations in poor rural areas that are resourced & staffed with women and men. ■ Number of court cases related to women's rights compared with the number related to men's rights. ■ Operational procedures and rules of evidence are gender-sensitive.	■ Baseline and follow-up surveys. ■ Review of police organisational and human resource records; observation. ■ Court statistics *(can be difficult to obtain, particularly data on outcomes of cases)*. ■ Baseline and follow-up review of court procedures.
Gender equity in the law and justice sector	Reduced discrimination against women and disadvantaged groups in law and justice sector institutions.	■ Percentage of male and female members of the judiciary, prosecutors, police officers, including in decision-making positions. ■ Increased retention of female recruits and recruits from diverse groups. ■ Affirmative action policies and targets in place and implemented. ■ Sexual harassment policies and protocols in place and implemented. ■ Number of women experiencing sexual harassment in the workplace.	■ Baseline data and data collected during reviews and evaluation from organisational personnel records. ■ Review of human resource policies and personnel records. ■ Review of organisational policies and protocols; interviews with staff.
Public awareness	Increased awareness of legal and human rights by women, men, boys and girls.	■ Increase in the number of male leaders who publicly advocate for gender equality and women's legal rights. ■ Legal literacy, human rights & peace education included in school curricula.	■ Focus group discussions with women's groups, CSOs; interviews with key informants; newspaper clippings. ■ Review of curricula.

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Security Sector Reform Assessment, Monitoring and Evaluation and Gender

There is strong recognition that security sector reform (SSR) should meet the different security needs of men, women, boys and girls. The integration of gender issues is also key to the effectiveness and accountability of the security sector, and to local ownership and legitimacy of SSR processes.

This Practice Note provides a short introduction to the benefits of integrating gender issues into SSR assessment and monitoring and evaluation (M&E), as well as practical information on doing so.

This Practice Note is based on a longer Tool, and both are part of the *Gender and SSR Toolkit*. Designed to provide an introduction to gender issues for SSR practitioners and policymakers, the Toolkit includes 12 Tools with corresponding Practice Notes – see *More information*.

Why is gender important to SSR assessment and M&E?

Assessment is a systematic data-collection process that aims to reflect a given situation. This process analyses the context – including different factors, actors, risks and needs – in order to determine programme objectives and create a baseline for future M&E.

Monitoring is a 'continuing function that aims primarily to provide managers and main stakeholders with regular feedback and early indications of progress or lack thereof in the achievement of intended results. Monitoring tracks the actual performance or situation against what was planned or expected according to pre-determined standards. Monitoring generally involves collecting and analysing data on implementation processes, strategies and results, and recommending corrective measures.'[1]

Evaluation is the 'systematic and objective assessment of an ongoing or completed project, programme or policy; its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors. Evaluation also refers to the process of determining the worth or significance of an activity, policy or programme'.[2]

Gender refers to the roles and relationships, personality traits, attitudes, behaviours and values that society ascribes to men and women. 'Gender' therefore refers to *learned* differences between men and women, while 'sex' refers to the *biological* differences between males and females. Gender roles vary widely within and across cultures, and can change over time. Gender refers not simply to women or men but also to the relationship between them.

Strengthen the delivery of security and justice

- Men, women, boys and girls have different security and justice needs, priorities and capacities. SSR assessments and M&E processes that are gender-responsive will provide more accurate information to enable reform processes to be designed and implemented to better meet the specific needs of men, women, girls and boys.
- Gender-responsive assessments and M&E can lead to strengthening the prevention of and response to gender-based violence (GBV) such as domestic violence, human trafficking and gang violence.

Inclusive and participatory SSR

- Including marginalised groups such as women, ethnic minorities and indigenous people in assessment and M&E processes will build civilian trust and local ownership of SSR processes.
- Increased participation of marginalised groups will also improve the accuracy and comprehensiveness of the data collected.

instraw united nations

Geneva Centre for the Democratic Control of Armed Forces (DCAF)

| Box 1 | Questions to ask in an SSR assessment |

In addition to a general analysis of the country context, the assessment should aim to answer the following questions:

1. What is the existing governance and capacity of security sector institutions? What are the major gaps? Which reforms should be prioritised?

    Gender-related questions: What is the proportion of female and male staff and what are their respective positions? Is GBV effectively prevented, responded to and sanctioned? Are human rights violations, including GBV, being perpetrated by security sector personnel? Are security sector institutions collaborating with CSOs, including women's organisations?

2. What are the different security and justice needs, perceptions and priorities of men, women, girls and boys, and communities?

    Gender-related questions: What are the types and rates of GBV, including against men and boys? Do men, women, girls and boys have equal access to security and justice institutions/mechanisms? What types of reforms do men and women prioritise? What local non-governmental strategies/initiatives exist to provide security and justice?

Build human rights-promoting and representative security institutions

- Integrating gender-sensitive questions about sexual harassment, discrimination and human rights violations in SSR assessments and M&E can uncover these negative practices and highlight necessary reforms.
- Gender-responsive assessment and M&E can collect data on the number and rank/position of female and male security sector personnel as well as information on how to increase the recruitment and retention of women and other under-represented groups. Security sector institutions that reflect the population it seeks to serve increase their legitimacy and operational effectiveness.

Compliance with obligations under international laws and instruments

Taking the initiative to integrate gender issues into SSR assessment and M&E is not only a matter of operational effectiveness; it is also necessary to comply with international and regional laws, instruments and norms concerning security and gender. Key instruments include:

- *The Beijing Declaration and Platform for Action* (1995)
- *United Nations Security Council Resolution 1325 on Women, Peace and Security* (2000)

For more information, please see the Toolkit's Annex on International and Regional Laws and Instruments.

| Box 2 | UK DFID: Integrating gender into SSR evaluation [3] |

In 2007 the UK Department for International Development (DFID), in collaboration with the Foreign and Commonwealth Office and the Ministry of Defence, commissioned four SSR experts to conduct an independent evaluation of DFID security and justice reform programming in Africa. The evaluation included an examination of gender and HIV/AIDS mainstreaming within security and justice reform programming – as they are key themes of DFID bilateral programmes.

The evaluation found that gender and HIV/AIDS issues are strongly represented in safety, security and access to justice programming but have largely been absent from programmes dealing with defence and police, or those with a wider remit such as the Sierra Leone Security Sector Reform Programme. The evaluation's recommendations included:

Recommendation 5: We recommend that the 'Paris Declaration on Aid Effectiveness' theme on Public Financial Management and Whitehall mainstream themes on HIV/AIDS and gender be incorporated into all SJSR [security and justice sector reform] interventions, not only those specifically dealing with SSAJ [Safety, Security and Access to Justice].

How can gender be integrated into SSR assessment and M&E?

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Gender tips for SSR assessment and M&E

- Establish a gender-aware team, including women and men with gender expertise. Hire male and female translators, if needed.
- Provide gender training or briefings to staff.
- Collaborate with civil society organisations (CSOs), including women's organisations.
- Collect information from both men and women of different positions/ranks.
- Disaggregate all data by sex and age.
- Establish gender-responsive indicators.
- Gather qualitative and quantitative data, using tools such as household surveys and focus group interviews.
- Employ specific research methodologies for gathering data on GBV.
- Collect data on gender issues such as the recruitment and retention of male and female personnel; sexual harassment rates; the implementation of national, regional and international laws and instruments related to gender and security; GBV and other human rights violations.

SSR assessments

- Systematise an assessment strategy and include a gender dimension in every stage – planning, designing, data collection and discussion of the results.
- Prioritise conducting joint assessments that involve cooperation and coordination between local and international stakeholders.
- Include assessment questions related to gender (see Box 1).

SSR monitoring and evaluation

- Plan and budget for gender-responsive M&E as a core part of SSR.
- Monitor and evaluate the various impacts that SSR processes have had upon men, women, boys and girls.
- Make the monitoring process as inclusive and participatory as possible – e.g. through establishing inter-agency task forces or inter-departmental working groups, including representatives from family or development ministries and CSOs.
- Take into account international and regional gender monitoring mechanisms, such as reporting under the *UN*

Box 3	Examples of justice reform and gender indicators [4]		
Area of justice reform	**Examples of gender equality results**	**Examples of gender-sensitive indicators**	**Methods of data collection**
GBV	Implementation of legislation and national plans of action to eliminate GBV	- Procedures are in place and implemented to provide redress to survivors of gender-based crimes, including in armed conflict, post-conflict reconstruction, and violence perpetrated by security sector personnel - Number of prosecutions against security sector personnel for GBV - Increase in consistent sentencing for crimes of GBV, by type of violence and relationship of perpetrator	- Baseline assessment and review of protocols - Surveys and interviews with women's organisations and other CSOs - Court statistics - Review of newspapers - Data from women's organisations
Institutional reform	Equal access to justice for women and men	- Percentage of women and men who report that they are able to access the formal legal system to resolve disputes - Number of police stations in poor rural areas that are resourced and staffed with women and men - Number of court cases related to women's rights compared with the number related to men's rights - Operational procedures and rules of evidence are gender-sensitive	- Baseline and follow-up surveys - Review of police organisational and human resource records - Observation - Court statistics - Baseline and follow-up review of court procedures

Convention on the Elimination of all Forms of Discrimination against Women (CEDAW).

■ Include gender indicators (see Box 3).

Gender audits of security sector institutions

■ Create necessary preconditions such as political will and technical capacity.

■ Ensure that the gender auditor is both independent and has a good understanding of the internal procedures of the security sector institution – e.g. audit team of external gender audit consultant and internal assessment expert.

■ Questions to ask as part of a gender audit include:[5]

Does the institution:

- Have equal representation of men and women at all levels of the organisation?
- Have human resource policies and practices that encourage the recruitment, retention and advancement of women?
- Have policies and mechanisms to prevent and address sexual harassment, discrimination and violence?
- Have the technical capacity to work on gender-specific issues?
- Give basic gender training to its entire staff?

- Mainstream gender issues into its policies, programmes and initiatives?
- Dedicate adequate funding to gender-specific initiatives?

M&E of gender mainstreaming initiatives in the security sector

■ Prioritise comprehensive M&E of gender mainstreaming initiatives within security sector institutions in order to gauge their impact.

■ Develop institutional and programme-specific quantitative and qualitative gender-sensitive indicators (see Box 4).

■ If necessary, implement follow-up activities such as workshops, group discussions and strategic planning meetings in order to readjust gender mainstreaming initiatives.

Also available in Tool 11…

- Methods for SSR assessment data collection
- Integrating gender into the Clingendael SSR assessment framework
- List of key SSR M&E actors
- Table with a Results-Based Management approach to gender-responsive SSR M&E
- Gender audit methods

Box 4	Monitoring of gender mainstreaming in the United Nations
	Since 1997 the Assistant Secretary-General and Special Adviser to the UN Secretary-General on Gender Issues and the Advancement of Women has been charged with supporting and overseeing the implementation of gender mainstreaming mandates in the UN. Gender advisor units, gender focal points and reporting mechanisms are instruments used within the UN. Furthermore, the UN Interagency Network on Women and Gender Equality has drafted terms of reference on how to include a gender perspective into all reporting and M&E mechanisms in the UN system.[6]

Box 5	Security assessments focusing on sexual violence in humanitarian settings

Information to collect includes:[7]

- Demographic information, including disaggregated age and sex data.
- Description of population movements (to understand risk of sexual violence).
- Description of the setting(s), organisations present and types of services provided and activities underway.
- Overview of sexual violence (populations at higher risk, any available data about sexual violence incidents).
- National security and legal authorities (laws, legal definitions, police procedures, judicial procedures, civil procedures).
- Community systems for traditional justice or customary law.
- Existing multi-sector prevention and response action (coordination, referral mechanisms, psychosocial, health, security/police, protection/legal justice).

Post-conflict challenges and opportunities

SSR assessment and M&E are both challenging and particularly important in post-conflict contexts.

Challenges for the integration of gender issues

- Record-keeping and data collection that routinely exist during peacetime may be interrupted during armed conflict, including hospital records, criminal records and other data kept by the police or government ministries. The change or collapse of public institutions often makes comprehensive and representative data collection and assessment difficult.
- Lack of time and financial resources may not allow for comprehensive assessment and M&E frameworks. Nonetheless, data collection and monitoring of programmes and projects are crucial for their success and coordination.

Opportunities for the integration of gender issues

- There may be more political will of the international community, international organisations and newly-established governments to invest in gender-responsive SSR processes.
- Building up new security sector policies and procedures provides the opportunity to implement monitoring and evaluation procedures from the beginning, including setting targets for female recruitment and integrating gender issues into the formation of policies and protocol, operational programming, recruitment and training.

More information

CIDA – *Guide to Gender-Sensitive Indicators*, 1997.

Clingendael Institute for the Netherlands Ministry of Foreign Affairs – *Enhancing Democratic Governance of the Security Sector: An Institutional Assessment Framework*, 2003.

Commonwealth Secretariat – *Using Gender-Sensitive Indicators: A Reference Manual for Governments and Other Stakeholders*, 2005.

OECD DAC – *OECD DAC Handbook on Security System Reform - Supporting Security and Justice*, 2007.

Kievelitz, Uwe et al – *Practical Guide to Multilateral Needs Assessments in Post-Conflict Situations*, 2004.

UNDP – *Handbook on Monitoring and Evaluation of Results*, 2002.

UNDP/DCAF – *Monitoring and Investigating the Security Sector*, 2007.

World Bank – *Bibliography on Gender Monitoring and Evaluation (M&E) and Indicators*, 2001.

Gender and SSR Toolkit

1. Security Sector Reform and Gender
2. Police Reform and Gender
3. Defence Reform and Gender
4. Justice Reform and Gender
5. Penal Reform and Gender
6. Border Management and Gender
7. Parliamentary Oversight of the Security Sector and Gender
8. National Security Policy-Making and Gender
9. Civil Society Oversight of the Security Sector and Gender
10. Private Military and Security Companies and Gender
11. SSR Assessment, Monitoring and Evaluation and Gender
12. Gender Training for Security Sector Personnel
Annex on International and Regional Laws and Instruments

Each of these Tools and Practice Notes are available from: www.dcaf.ch, www.un-instraw.org and www.osce.org/odihr.

This Practice Note was prepared by Nicola Popovic of UN-INSTRAW, based upon Tool 11 by the same author.

[1] UNDP, *Handbook on Monitoring and Evaluation of Results*, Evaluation Office, (UN: New York), 2002.
http://stone.undp.org/undpweb/eo/evalnet/docstore3/yellowbook/glossary/glossary_m_o.htm
[2] DAC Working Party on Aid and Evaluation, pp.21-22.
[3] Ball, N., et al.,*Security and Justice Sector Reform Programming in Africa*, Evaluation Working Paper 23, (DFID: London), April 2007.
https://www.oecd.org/dataoecd/42/1/38635081.pdf
[4] Hunt, J., 'Gender and Security Sector Reform Workshop,' (DCAF, OSCE/ODIHR and UN-INSTRAW: Geneva), 16-19 August 2007.

[5] Valasek, K., 'Gender and Democratic Security Governance', *Public Oversight of the Security Sector: A Handbook for CSOs on Democratic Security Governance,* eds. Caparini, Cole and Kinzelbach. (Renesans: Bratislava), forthcoming July 2008.
[6] UN Inter-Agency Network on Women and Gender Equality, "Gender Mainstreaming in Evaluation, Monitoring and Programme Reporting (IANWGE/2005/12 Fourth session)" (New York: United Nations), 22-25 February 2005.
[7] 'Guidelines for Gender-based Violence – Interventions in Humanitarian Settings Focusing on Prevention of and Response to Sexual Violence in Emergencies', The Interagency Standing Committee, Taskforce on Gender in Humanitarian Assistance, 2005, p.25.