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.

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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?

! 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.