

Training Resources on Security Sector Reform Assessment, Monitoring and Evaluation and Gender

Gender and Security Sector Reform
Training Resource Package



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

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The Gender and Security Sector Reform Training Resource Package

The Gender and Security Sector Reform Training Resource Package is a companion to the *Gender and SSR Toolkit* (DCAF, OSCE/ODIHR and UN-INSTRAW, 2008). Copies of the *Gender and SSR Toolkit* can be downloaded or ordered at <http://www.dcaf.ch/gssrtoolkit>

The Gender and SSR Training Resource Package is a series of practical training materials to help trainers integrate gender in SSR training, and to deliver effective gender training to SSR audiences.

The first part of the Training Package is a "Guide to Integrating Gender in SSR Training", which provides useful information on how to take into account gender issues throughout the SSR training cycle.

The rest of the Training Resource Package is focused on particular SSR topics:

- Security Sector Reform and Gender
- Police Reform and Gender
- Defence Reform and Gender
- Parliamentary Oversight of the Security Sector and Gender
- Civil Society Oversight of the Security Sector and Gender
- National Security Policy-Making and Gender
- Justice Reform and Gender
- **SSR Assessment, Monitoring and Evaluation and Gender**
- Border Management and Gender
- Penal Reform and Gender

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DCAF

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Using the Gender and SSR Training Resource Package

Gender-responsive assessment, monitoring and evaluation of SSR processes seeks to:

- » Identify differences between men, women, girls and boys' security needs, and experiences of SSR processes
- » Respond appropriately to these differences
- » Recommend improved (gender-responsive) SSR policies, programmes and practices
- » Identify appropriate gender-responsive indicators and processes for monitoring and evaluating how SSR programmes and practices impact differently on women, men, boys and girls
- » Improve overall performance in SSR programmes and practices

Security sector reform (SSR) transforms security policies, institutions and programmes. The integration of gender issues in SSR—by taking into consideration the different security and justice needs of women, men, boys and girls and strengthening the participation of women and men in security decision-making—is increasingly being recognised as key to operational effectiveness, local ownership and oversight. As a result, countries undergoing SSR, as well as donor nations and international organisations supporting SSR processes, have committed to implementing SSR in a gender-responsive way.

In order to support gender-responsive SSR, DCAF, OSCE/ODIHR and UN-INSTRAW published, in 2008, the **Gender and Security Sector Reform Toolkit**.^{*} The Toolkit is a practical introduction to gender and SSR issues for policymakers and practitioners. It sets out why gender is important to SSR processes and gives concrete recommendations and examples. The Toolkit is composed of 12 Tools and 12 Practice Notes on different SSR topics, such as police reform, defence reform, parliamentary oversight and civil society oversight.

The publication of the *Gender and SSR Toolkit* prompted a strong demand for materials to support training on gender and SSR issues. This **Gender and SSR Training Resource Package** has thus been developed as a companion to the *Gender and SSR Toolkit*. The *Training Resource Package* is a series of practical training materials to help trainers integrate gender in SSR training, and deliver effective gender training to SSR audiences.

The Training Resource Package

The first part of the *Gender and SSR Training Resource Package* is the **Guide to Integrating Gender in SSR Training**. This Guide provides useful information on how to take into account gender issues throughout the SSR training cycle: in training needs assessment, learning objectives, design and development of training, implementation, monitoring, evaluation and follow up.

The rest of the *Gender and SSR Training Resource Package* is divided into sets of resources focused on particular SSR topics:

- **Security Sector Reform and Gender**
- **Police Reform and Gender**
- **Defence Reform and Gender**
- **Parliamentary Oversight of the Security Sector and Gender**
- **Civil Society Oversight of the Security Sector and Gender**
- **National Security Policy-Making and Gender**
- **Justice Reform and Gender**
- **SSR Assessment, Monitoring and Evaluation and Gender**
- **Border Management and Gender**
- **Penal Reform and Gender**

Copies of the *Gender and SSR Toolkit* can be downloaded or ordered, on CD ROM or in print, at: <http://www.dcaf.ch/gssrtoolkit>

* DCAF is the Geneva Centre for the Democratic Control of Armed Forces

* OSCE/ODIHR is the Organization for Security and Co-operation in Europe Office for Democratic Institutions and Human Rights

* UN-INSTRAW is the United Nations International Research and Training Institution for the Advancement of Women

Using the Gender and SSR Training Resource Package

Each set of training resources contains the following:

Key messages: taken from the companion tool in the *Gender and SSR Toolkit*.

Training exercises: 10–19 exercises covering a range of possible subjects, methodologies, audiences and durations. Each exercise is organised under the following headings:

- *Type of exercise*
- *Audience*
- *Time required*
- *Intended group size*
- *Supplies*
- *Guidance to trainers*
- *Learning objectives*
- *Exercise instructions*
- *Handouts, worksheets and trainer's cheat sheets (if applicable)*
- *Possible variations (if applicable)*

Discussions: possible gender and SSR discussion topics, and tips on how to make discussions effective.

Training challenges to consider: additional challenges to those discussed in the *Guide to Integrating Gender in SSR Training*.

Examples from the ground: short case studies that can be used as a resource for training.

Additional training resources.

The trainees

These training resources take into account the many different types of audiences for SSR training. Your trainees might be from a country undergoing SSR or a donor country supporting SSR, or from different countries. They may be from the same institution or from many. They may be experienced in SSR or not.

Your SSR trainees might include, for example, representatives of:

- Ministries of Defence, Justice, Interior or Foreign Affairs
- Security sector institutions, e.g., police services, armed forces, border management services, justice and penal institutions
- Parliaments, including both parliamentarians and parliamentary staff
- Security sector oversight bodies, e.g., office of the ombudsperson and national security advisory bodies
- Civil society organisations (CSOs), including international, national and local organisations and research institutions that focus on security sector oversight and/or gender, including women's organisations
- Donors, international and regional organisations such as the United Nations, Organization for Security and Co-operation in Europe, European Union or African Union

Each set of training resources contains exercises suitable for different types of audience. Many of the training exercises can also be adapted to fit your specific group of trainees.

Using the training exercises

The greater part of the *Gender and SSR Training Resource Package* is made up of training exercises. These exercises are designed to help you to deliver training on gender and SSR issues in an engaging and interactive manner. You will find exercises in the form of action planning, role plays, stakeholder analysis, SWOT analysis, case studies, gaps

Using the Gender and SSR Training Resource Package

identification, mapping, and many other formats. Icebreakers, energisers and introductory exercises on gender are in the *Training Resources on SSR and Gender*.

The exercises focus on either one or a number of SSR issues. Some focus on particular gender issues (such as recruitment of women or addressing gender-based violence). Others are on general SSR issues in which skills to integrate gender are needed (such as consultation or project planning). The exercises can therefore be used either in a:

- Gender and SSR training session, e.g., Police Reform & Gender, Parliamentary Oversight of the Security Sector & Gender; or
- SSR training session not explicitly focused on gender.

A sample outline of a gender and SSR session and a sample schedule for a two day gender and SSR training are included in the *Guide to Integrating Gender in SSR Training*.

The exercise formats are not designed to be prescriptive but to spark your creativity as a trainer. We encourage you to adapt them to meet your training objectives, audience, subject matter emphasis, available time and your own needs. You can use the *Gender and SSR Toolkit* to provide background information on a wide range of gender and SSR-related topics.

The exercises are not designed to be used "in order" or as a "module." Instead, the *Training Resource Package* is designed to provide you with a diverse set of exercises that you can combine and adapt to suit the particular needs of your training.

When selecting an exercise, keep in mind:

- What are your learning objectives? Which exercise best meets these objectives?
- Who are your trainees? How many are there? Is this exercise appropriate for their level of experience?
- Does this exercise fit your timeframe?
- How could you modify the exercise to better fit your learning objectives, trainees and available time?

The exercises are organised in three categories: (1) application-in-context, (2) conceptual and (3) topic-specific.

- *Application-in-context exercises* are designed to allow trainees to apply the principles of SSR and gender to their own real world organisations, or to real or simulated cases that are used as learning aids. In general, these exercises are best suited to audiences with broad policy-level responsibilities and experience; however, depending on the subject matter and training needs and objectives, any audience could benefit from participation in these exercise formats. From a pedagogical viewpoint they are probably the most effective exercises (fastest learning), as the primary goal of each exercise is to allow trainees to explore and internalise key concepts by applying them to their own contexts.
- *Conceptual exercises* focus on wider concepts and theories, aiming for a broad understanding of the key message being pursued. These exercises are best suited to audiences with detailed programme-level responsibilities and experience (in order to broaden their perspective), or those with more senior-level policy responsibilities.
- *Topic-specific exercises* focus on a particular key point which requires training. These types of exercises would be best suited to an audience that has a specific training need or is composed largely of trainees who are new to the concepts of gender and SSR.

The point of this *Training Resource Package* is to help you to improve your gender and SSR training while being creative with the materials presented. Used together with the *Gender and SSR Toolkit*, we hope that it will encourage you to include gender as a key aspect of all your SSR training.

Key Terms and Messages

As a trainer you must consider how best to provide essential content to your audience. Any training exercise will generally need to be preceded by a brief lecture conveying key points and ensuring that all in your audience share the required knowledge base. Refer to the sample session outlines in the *Guide to Integrating Gender in SSR Training*.

The following key messages are drawn from the *Security Sector Reform Assessment, Monitoring and Evaluation and Gender Tool*. In planning your session, consider selecting a few key messages and re-phrasing and shortening them to PowerPoint slides or some other form of learning aid.

These key messages are designed to help you formulate training content. They do not substitute for reading the companion tool itself. Each trainee must be encouraged to read the *Security Sector Reform Assessment, Monitoring and Evaluation and Gender Tool* and/or *Practice Note* before undergoing the training in question.

Key terms

Key terms related to assessment, monitoring and evaluation are defined in many different ways by different institutions and in different publications. Your training may well take place in a context where particular definitions of “assessment”, “monitoring”, “evaluation”, “audit” and “indicator” are applicable—for example, if the trainees’ institution already has working definitions of them. If so, you may want to use those definitions in your training. The following explanations of key terms are provided as a training tool for contexts where you as a trainer need to present working definitions, or explain these key concepts to your trainees.

In order to ensure that security sector reform processes have the intended outcome and impact, several different **measurement tools** are applied, as follows.

- **Assessments**

These are systematic, participatory, data-collection processes:

- To acquire an accurate, thorough picture of a particular situation including different actors, risks and needs
- To collect and acquire information to determine objectives and activities, to develop a plan, and to allocate funds and resources
- To create a baseline for future monitoring and evaluation (M & E)

- **Monitoring**

This is a continuous process of collecting and analysing data on project implementation or on a specific situation:

- To provide information needed for decision-making, problem solving and adjustments of direction
- To track actual performance—or the situation—against what was planned or expected in order to gain an early indication of progress or lack thereof

- **Evaluations**

These are structured assessments focusing on the results and achievements of a completed project or programme:

- To ensure accountability and proper use of project resources
- To determine whether project objectives have been fulfilled, and how effective, efficient and sustainable the project, programme or policy has been (in the short or long term)
- To gather lessons learned and apply these lessons in future initiatives

- **Gender Audits**

A gender audit is a type of assessment. It is an analysis of the gender responsiveness of a specific institution or context:

- To establish whether internal policies, practices and related support systems for gender mainstreaming exist and are being followed
- To determine whether the work environment is equitable for male and female staff

Key Terms and Messages

- To identify critical gaps, challenges and opportunities
- To recommend ways of addressing gaps and challenges and suggest new and more effective strategies
- To document good practices towards the achievement of gender equality
- **Indicators**
They are quantitative or qualitative statements used to assist monitoring and evaluation:
 - To measure how much, or whether, progress is being made toward a certain objective
 - To translate change, achievements and impact into measurable and comparable qualitative or quantitative figures

Key messages

It is important to consider gender differences and issues in assessment, monitoring and evaluation (A, M & E) in order to:

- Determine the different security and justice needs of men, women, boys and girls
- Obtain relevant quantitative and qualitative data to determine whether SSR meets the different security and justice needs of men, women, girls and boys
- Ensure that SSR addresses issues such as:
 - o gender-based violence
 - o sexual harassment, discrimination and human rights violations
 - o recruitment and retention of women and other under-represented groups
 - o participation of women and men in security decision-making
- Ensure that the SSR process itself promotes gender equality, e.g., is consultative and/or participatory
- Strengthen local ownership (of men and women, boys and girls) of the SSR process
- Improve the comprehensiveness of the data otherwise collected, e.g. by disaggregating it by sex and age
- Create effective and well-trained assessment, monitoring and evaluation teams
- Ensure that reforms are meeting standards set by international, regional and national laws, instruments and norms concerning security and gender

Gender concerns are integrated into A, M & E by doing the following:

At the planning and design stage of A, M & E

- Plan and budget for gender-responsive A, M & E as a core part of SSR
- Ensure that data systems enable sex-disaggregated data to be collected
- Develop terms of reference that include attention to gender differences and issues
- Hire gender-balanced and gender-responsive teams
- Provide gender training or briefings to staff carrying out A, M & E
- Be as inclusive and participatory as possible, e.g.,
 - o work through inter-agency or inter-departmental working groups, and include gender focal points, representatives from equality offices, etc.
 - o partner with civil society organisations (CSOs), including women's organisations
 - o assess which groups are marginalised and "hard to reach" and develop strategies to involve them in A, M & E and/or be aware of their concerns
 - o include state and non-state (informal and traditional) security and justice providers

At the implementation stage of A, M & E

- Collect information and data from:
 - o both men and women of different ranks/positions
 - o organisations that represent men and women
 - o male and female staff of security sector institutions and oversight bodies
 - o personnel responsible for gender issues
 - o gender experts

See *Security Sector Reform Assessment, Monitoring and Evaluation and Gender Tool*, pages 3–4

See *Security Sector Reform Assessment, Monitoring and Evaluation and Gender Tool*, pages 5–6, 9–10, 13–14

Key messages

- o government and non-government bodies and CSOs that work on gender-related issues
- Include questions on women's and men's particular security priorities, needs and experiences in questionnaires and interviews
- Use both male and female local translators, when necessary
- Ensure that focus groups and interviews are scheduled at times and locations where both women and men can attend; provide childcare and transportation; consider holding focus groups for only women or men or boys or girls; include communication tools for non-literate groups
- Carry out research on gender issues in the particular context, such as:
 - o gender-based violence (bearing in mind the likelihood of under-reporting and sensitivity of data collection)
 - o access to justice for all
 - o sexual harassment
 - o discrimination
 - o human rights violations
 - o recruitment and retention
 - o participation of both women and men in security decision-making
- Take into account international and regional gender monitoring mechanisms, such as reporting under the *UN Convention on the Elimination of All Forms of Discrimination against Women*
- Use gender-responsive quantitative and qualitative indicators
- Monitor and evaluate gender mainstreaming initiatives in the security sector

See *Security Sector Reform Assessment, Monitoring and Evaluation and Gender Tool*, pages 6–7, 11–12, 15

At the analysis and reporting stage of A, M & E

- Disaggregate all data by sex and age (and potentially other characteristics such as institutional position, ethnicity, religion and geographic location)
- Commit to managing the expectations created by A, M & E results
- Make recommendations for follow-on and future programming
- Plan and budget for implementation of a programmatic response to A,M&E

See *Security Sector Reform Assessment, Monitoring and Evaluation and Gender Tool*, pages 5–7, 10, 14, 16

In post-conflict contexts

In a post-conflict situation, gender differences and issues are relevant to A, M & E in the following ways:

- Gender roles undergo massive change in times of war and continue to be dynamic in the post-conflict phase.
- A, M & E processes are likely to be more complex than in “normal” development situations. There might be particular sensitivities around gathering and using data on gender issues, for example:
 - o People in positions of power as well as members of civil society may have a strong interest in controlling or manipulating information about human rights abuses, such as gender-based violence, committed by particular actors during and after a conflict.
 - o Collection of data on gender and security issues may be made difficult by or may aggravate conflict-related trauma.
- Since M & E procedures are often built from scratch, this provides a good opportunity to ensure that gender concerns are integrated into methodology, design and implementation.
- International agencies and non-governmental organisations can provide technical expertise on gender responsive assessment, monitoring and evaluation.
- When carrying out evaluations of disarmament, demobilisation and reintegration (DDR) processes, specific consideration must be paid to the situation of female fighters, child soldiers and women associated with fighting forces.

See *Security Sector Reform Assessment, Monitoring and Evaluation and Gender Tool*, pages 2–5, 7–8, 13

1

Quiz: true or false?

Type of exercise: Conceptual

Audience: Audiences not yet very familiar with A, M & E and gender

Time required: About 20 minutes

Intended group size Any (works best with fairly large groups)

Supplies Handouts
Companion *SSR Assessment, Monitoring and Evaluation and Gender Tool*

Guidance to trainers This exercise is a quick way of assessing the level of conceptual knowledge among trainees. Point out that nobody will be graded for good or bad results and that, if people get the answers wrong, it only shows that your training will need to take a certain direction. Try to make the exercise fun by making light of mistakes or showering trainees with praise when they get the answers right.

This type of exercise can also be used mid-way through training, to assess what participants have learned.

Learning objectives After completing this exercise, trainees will be able to:

- Assess their level of knowledge of A, M & E concepts and how they relate to gender

Exercise instructions Explain to your audience that you are going to do a little quiz. The point of the quiz is not to score only correct answers but to assess how much knowledge on A, M & E and gender concepts is available in your group. Provide the accompanying handout to each person and ask each one to take 10 minutes to mark whether the statements are true or false.

Then, go through the statements quickly in plenary asking your audience to raise their hands for the right answer (use the Trainer's cheat sheet to verify the answers). If there is confusion, use it as a starting point for a quick discussion of the statement and explain why it is true or false (10 minutes in plenary).

Possible variations Rather than have trainees do the work individually, you could split the group into two teams competing with each other for the highest number of correct answers. You can, of course, also change the statements.

HANDOUT

Quiz: true or false?

	STATEMENT	TRUE	FALSE
1	Assessments are systematic, participatory data-collection processes that create a baseline for future monitoring and evaluation (M & E)		
2	Assessments acquire an inaccurate, superficial snapshot of a situation		
3	Gender-responsive A, M & E can lead to a stronger response to, and better prevention of, gender-based violence		
4	Monitoring provides information needed for decision-making, problem solving and strategic adjustments of programme direction		
5	Evaluation continuously tracks the actual performance or situation against what was planned or expected according to pre-determined standards		
6	Successful monitoring (1) provides feedback during the process of implementation and (2) requires collection of readily available information and minimal processing and analysis of it		
7	Evaluations determine whether the objectives have been fulfilled, and how effective, efficient and sustainable the project, programme or policy has been		
8	An evaluation typically provides baseline data for a monitoring process		
9	A gender assessment can serve as a starting point for gender mainstreaming		
10	A gender audit is not a type of assessment		
11	A gender audit is an analysis of the gender responsiveness of a specific institution or context		
12	Indicators translate change, achievements and impact into qualitative or quantitative figures that remain however immeasurable and incomparable		
13	Indicators are quantitative or qualitative statements used to assist monitoring and evaluation		
14	Access to data for assessment, monitoring or evaluation often depends on the willingness of security institutions to cooperate with these processes		
15	It is not important to consider gender differences and issues in A, M & E because non-sex disaggregated data can also be used to determine whether SSR meets the different security and justice needs of men, women, girls and boys		
16	The involvement of women's organisations and local institutions does not help in generating a gendered perspective on the security sector		

TRAINER'S CHEAT SHEET

Quiz: true or false?

	STATEMENT	TRUE	FALSE
1	Assessments are systematic, participatory data-collection processes that create a baseline for future monitoring and evaluation (M & E)	X	
2	Assessments acquire an inaccurate, superficial snapshot of a situation		X
3	Gender-responsive A, M & E can lead to a stronger response to, and better prevention of, gender-based violence	X	
4	Monitoring provides information needed for decision-making, problem solving and strategic adjustments of programme direction	X	
5	Evaluation continuously tracks the actual performance or situation against what was planned or expected according to pre-determined standards		X
6	Successful monitoring (1) provides feedback during the process of implementation and (2) requires collection of readily available information and minimal processing and analysis of it	X	
7	Evaluations determine whether the objectives have been fulfilled, and how effective, efficient and sustainable the project, programme or policy has been	X	
8	An evaluation typically provides baseline data for a monitoring process		X
9	A gender assessment can serve as a starting point for gender mainstreaming	X	
10	A gender audit is not a type of assessment		X
11	A gender audit is an analysis of the gender responsiveness of a specific institution or context	X	
12	Indicators translate change, achievements and impact into qualitative or quantitative figures that remain however immeasurable and incomparable		X
13	Indicators are quantitative or qualitative statements used to assist monitoring and evaluation	X	
14	Access to data for assessment, monitoring or evaluation often depends on the willingness of security institutions to cooperate with these processes	X	
15	It is not important to consider gender differences and issues in A, M & E because non-sex disaggregated data can also be used to determine whether SSR meets the different security and justice needs of men, women, girls and boys		X
16	The involvement of women's organisations and local institutions does not help in generating a gendered perspective on the security sector		X

2 Examining attitudes towards addressing gender issues

Type of exercise:	Conceptual
Audience:	Audiences not yet very familiar with the subject matter
Time required:	About 60 minutes

Intended group size Any (works best with a maximum of 15)

Supplies A set of (at least) 30 photos (see suggested photos below), printed on A4 paper

Guidance to trainers This exercise aims to address possible resistance (internal barriers) to the main theme(s) of the training. (Some forms of resistance to training on gender and SSR are discussed in Section 4 of the *Guide to Integrating Gender in SSR Training*.) Other exercises addressing resistance include: Exercise 8 in the *Training Resources on SSR and Gender*, Exercise 3 in the *Training Resources on Civil Society Oversight of the Security Sector and Gender* and Exercise 3 in the *Training Resources on Justice Reform and Gender*.

This exercise is quite different from all the other exercises in these training resources. It relies heavily on audience participation and its outcome is unpredictable. Therefore the trainer has to be comfortable with an experimental style of working, trusting the group to take away important insights. While this exercise deals with resistance, there is no guarantee (and no external measurement) that those trainees facing resistance will resolve their issues within the span of this exercise, even though this is the hoped for result.

The main work of this exercise lies with each individual trainee. Each trainee will have to assess their own internal (often emotional) issues that may hinder them from fully engaging with the training topic (in this case, integrating gender issues into A, M & E). It is hoped that, through a reflective and engaged process, some of these barriers might dissolve. If no barriers are present (or if they don't dissolve) the exercise is still worthwhile, as it reveals preferences and sensitivities that it might be important for the trainer to know about.

While a lead question is suggested in the exercise instructions below, this exercise format can be used by a trainer to examine any particular "angle" related to SSR and gender. One would ideally determine the issue to focus on once one knows the audience a bit, and can gauge where scepticism might lie. A set of photos to work with is provided, but other photos can be substituted*. The criteria for choosing particular photos are loose: ideally they provoke an emotional response; what matters are sample size and diversity, so that each person in the audience can relate to at least one photo. As the trainer, become familiar with the photos before the training event, so as not to be overcome by your own reactions during the session.

The photographs allow an exploration of personal and social representations of gender integration into A, M & E in a way that is not accessed by cognitive processes alone. Since resistance is often emotional and not logical, using visual images will be helpful.

While this exercise is highly creative and thus often popular with trainees, it can only work if trainees accept a code of ethics and work together in an environment of mutual respect, thus providing the emotional security in the group needed for the proper functioning of the method. You should simply mention at the beginning that all statements have to be received with respect and that no remarks critical of other trainees' inputs will be permitted. At the same time, you should be managing time well, so that each trainee gets a chance to express him or herself.

This is recommended as an early exercise in training, as it helps trainees get to know each other and helps you to get to know your trainees.

* The photos used in this exercise have been sourced from the website Flickr, published under a Creative Commons license.

Learning objectives

After completing this exercise, trainees will be able to:

- Examine their own point of view (and potential scepticism) concerning gender and/or integrating gender issues into A, M & E
- Express the underlying assumptions that might have influenced their particular points of view, including possible apprehensions, hesitations and scepticism
- Reconsider their previously held opinions and possibly revise them

Exercise instructions

Explain that the main focus of this exercise is to reflect upon possible apprehension, hesitation or resistance that each person in the group might face, and that the exercise will use a set of 30 photos. These photographs allow an exploration of personal and social representations of gender integration into A, M & E.

Explain also that this exercise is likely to be different from what the group is used to in other training events, as it is highly experiential and relies on each person's individual engagement. There is also no particular predicted outcome; outcomes depend upon how much each individual is willing and able to engage.

Mention that this exercise is based upon principles of mutual respect. No critical remarks or gestures in response to other trainees' contributions are permitted (5 minutes).

Present the set of photos (ideally hung on a wall or spread out on a large table). Leave enough space between photos, so that each one is easily visible. Request that each trainee choose 1 or 2 photos that speak particularly to him or her as a response to the following questions:

**How could you be involved in promoting gender in A, M & E of the security sector?
What would make you hesitate?**

First, invite trainees silently to choose the photos they like. This is a time for individual reflection, choice and preparation for what they want to say in the group. At this stage it is important that the group is silent (5 minutes).

Each person will then choose one or two photographs (the trainer can also participate). If several people are keen on the same photograph, they can all lay claim to it. Tell trainees that it is good to stay with one's initial choice rather than to change one's mind.

Each person is now invited to explain, as best they can, the reasons for their choice and what they wish to communicate to the group. Be aware that the photos can represent what the presenter wants to say, or even show the opposite. Comments from the group are allowed, but it is the presenter who decides whether to respond to them or not. Very often the same photograph will prompt different interpretations from different people (45 minutes).

Periodically repeat the question the group is working on, to keep everyone focussed. When presentations are made, ensure that each person speaking is well attended to and his or her contribution is acknowledged as valuable. It is not the goal of this exercise to convince someone of a wrong or right choice; each contribution is valuable. Thank everyone for participating (5 minutes)

EXERCISE 2

Examining attitudes toward addressing gender issues



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EXERCISE 2

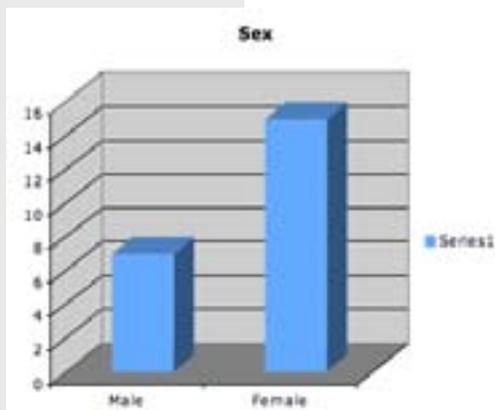
Examining attitudes toward addressing gender issues



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EXERCISE 2

Examining attitudes toward addressing gender issues



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EXERCISE 2

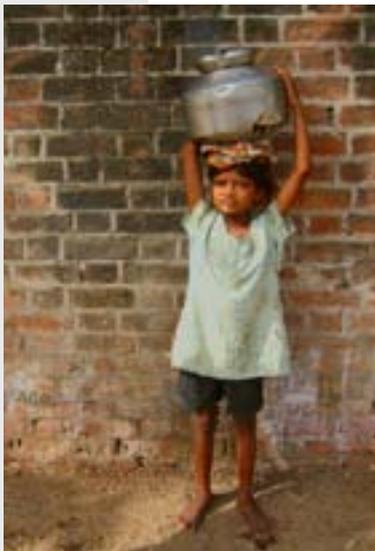
Examining attitudes toward addressing gender issues



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EXERCISE 2

Examining attitudes toward addressing gender issues



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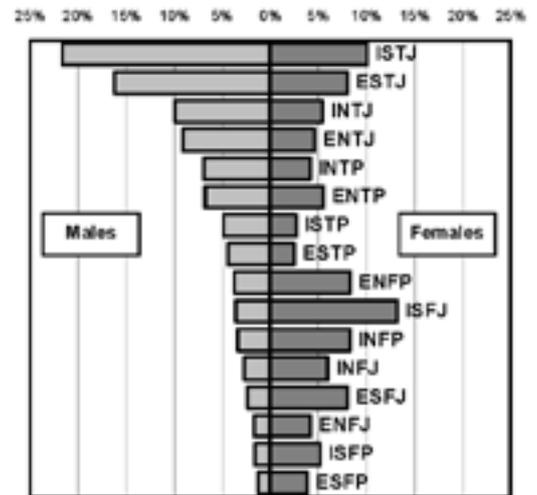


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Figure 1: Australian type frequencies, by gender
Ordered by frequency of male types.



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3

Understanding team diversity*

Type of exercise:	Topical
Audience:	Audiences not yet very familiar with the subject matter
Time required:	25–30 minutes

Intended group size 21–33 (divided into groups of 3)

Supplies Sheets of blank A4 paper
Marker pens
Safety pins

Guidance to trainers This exercise is fun and dynamic, as trainees walk about the room and must independently make connections with other trainees. A challenge might be to encourage shy trainees to make the lists of relevant personal characteristics (see below), in which case you could help out by offering attributes that you have observed, or know of from the descriptions of trainees you received before the training began.

This exercise is good to do at an early stage as it encourages team bonding.

Learning objectives After completing this exercise, trainees will be able to:

- Appreciate team diversity in A, M & E
- Value working as a team

Exercise instructions Explain that this exercise is focused on the benefits of working with a diverse assessment team. Hand out blank sheets of paper and request that each trainee lists ten characteristics describing themselves in the context of being chosen for an SSR assessment mission. In other words, each trainee completes the sentence: “I am _____” ten times on his or her blank sheet of paper, listing those characteristics, attributes or skills that he or she judges relevant (such as “I am a police officer”). Guide the trainees away from stating characteristics irrelevant to the training topic (such as “I am a gardener”), and encourage them not to be too generic (such as “I am a programme officer”). Their lists have to convey information about them that is significant for an SSR assessment mission (8 minutes).

Give a safety pin to each trainee. Each trainee then pins his or her list on their clothing, like a giant nametag and begins to wander around the room reading other trainee’s identifications. Invite the trainees to form teams of three according to the criterion of complementary diversity. That is, “What does the other person have, that I don’t”, should be the lead question around which groups base their discussion (5 minutes).

Debrief each group by inviting them to comment on what they found complementary and why. Conclude by pointing out that team diversity is an asset in achieving an effective assessment for reasons of better balance of perception, improved access to different target groups and a more effective division of labour according to strengths (10 minutes).

Possible variations If you have some extra time available and want to challenge your teams to go a bit more in-depth, you could ask each team of three to formulate what their strengths are and how they might make use of them during their assessment mission. For example, the team might say: “This is Werner. He is German, with experience as a police officer, now responsible for gender training in the police academy. Vera is working in Guatemala in a specialised unit working with victims of sexual violence. George, originally from Ghana, now works in London with an NGO on a hotline responding to domestic violence calls. Our focus during the assessment will be on GBV.” It might not always be possible to find a neat focus, in which case simply enjoy what each person brings to the team and create an “artificial” focus.

Formulating strengths and a common focus will be a bit more powerful than simply explaining why complementarity was important; hence each team is likely to feel strongly about the bonds they have formed.

* This exercise is adapted from Sivasailam Thiagarajan, *Thiagi’s 100 Favorite Games* (San Francisco: Pfeiffer, 2006) p. 212–3.

4

Respecting cultural values during A, M & E

Type of exercise: Topical
Audience: Any
Time required: About 15 minutes

Intended group size Any

Supplies Handouts

Guidance to trainers This exercise is short and effective with most audiences, as the scenario is simple and realistic, yet challenging. An added advantage is that you can easily launch into this exercise without preparation. This exercise is also an excellent introduction to a more in-depth discussion on gender and culture.

Learning objectives After completing this exercise, trainees will be able to:

- Demonstrate some understanding of cultural diversity

Exercise instructions Point out to your audience that when first assessment missions are being prepared, sensitivity to cultural values will play a key role in the mission's later success. Explain that the focus of this exercise is on respecting cultural values. Provide your audience with the scenario in the handout and have them reflect individually for 5 minutes. Then, invite up to five responses in plenary. Everyone in the group can ask questions or make comments. Conclude by making a few general statements on gender and culture, such as: "gender roles are culturally determined" or "these roles do change as all culture changes" (10 minutes).

Possible variations Variation on the scenario described in the handout:

"You are the one holding out your hand to shake hands, and realise that the other person cannot accept your handshake. Devise an alternate way to express your greeting while still respecting the other person's cultural values."

HANDOUT

Respecting cultural values during A, M & E

You are the director of a local research institute that is collaborating with an international organisation on a joint assessment of SSR activities in your country. You look forward to a strong professional partnership between your own research institute and the international organisation. You have arranged an initial meeting of the joint assessment team, where the international and local members will come together face-to-face for the first time.

As the international members arrive, one comes toward you with their arm out to shake hands with you. However, your cultural background forbids you to have skin-to-skin contact with this person, since you are of opposite sex and are neither married nor related.

Quick! Devise a response, verbal or nonverbal, that respects the assessment team member's intention without violating your own values.

5

Role play: identifying gender issues in SSR assessments

Type of exercise:	Application-in-context
Audience:	Audiences somewhat familiar with assessment methodology
Time required:	About 75 minutes

Intended group size 10–25

Supplies Break out rooms required
Handouts

Guidance to trainers The more realistic the role-play can be, the better this exercise will turn out. Hence, ask trainees to not overdo their roles (especially those that are asked to be in the group of the “assessed”).

It is also important to finish this exercise on a positive note, especially if you feel that the trainees are beginning to be weighed down with a sense of how difficult it is to dispassionately assess a situation, and also to take account of gender issues in doing so. In this case, refer to the larger vision of why assessments are useful and how their initial data is re-examined during monitoring and evaluation.

Learning objectives After completing this exercise, trainees will be able to:

- Demonstrate practical assessment skills in the area of gender (collecting data, formulating pertinent questions, analysing data, etc.)
- Experience first-hand the difficulties of ensuring that all voices are heard in a meeting and that gender concerns are voiced

Exercise instructions Explain that this exercise is a role-play. The point of this exercise is to experience first hand the challenges of gender-sensitive data collection and analysis.

Split the audience into two groups: one representing an assessment team, the other representing “the assessed.” (It might be useful to handpick the small groups so that some men play the role of women and vice versa. It can be a transformative experience to play the role of the opposite sex.) Provide the assessment team group with handouts A, B and C. Provide the group of the assessed with handouts D, E and F. Try to ensure that the assessment team group is unaware that the group of the assessed works with two different handouts, one portraying a men’s and one a women’s perspective. Allow 20 minutes preparation time for each group.

Then, invite the audience to role-play the meeting with all trainees present according to the instructions on the handouts (30 minutes).

Conclude by inviting the three note-takers from the assessment team to present their worksheets (one starts and the others fill in missing information) (10 minutes). Finally, go around the room and have each person name one key insight they have gained from this exercise (10 minutes).

Possible variations Should you have a lot more time available, it would be interesting to reverse roles in a second round (ideally on a different topic so that the content isn’t boring) in order for all to practice assessment skills.

HANDOUT A

Role play: identifying gender issues in SSR assessments

Background

Access to justice is a basic human right as well as an indispensable means of combating poverty and resolving social conflicts. While the Republic of Tambali (just three years out of an intractable armed conflict) has adopted the legislation needed to establish an integrated, impartial, and professional justice system, with the potential to ensure access to justice for all, enforcement and implementation of this legislation continues to be a key challenge. Progress remains limited and public dissatisfaction is acute. Poor access to justice undermines general confidence in state institutions and aggravates perceptions of injustice, impunity and exclusion.

Independent external reports have identified a range of factors that limit access to justice but no comprehensive assessment has been undertaken to date.

The role of the assessment team:

You are part of an assessment team that is tasked with focusing on barriers to justice. In addition to background research, you and your team will be undertaking a range of interviews, focus groups and a survey. Your pre-departure desk research has identified 11 key issues (Handout B), which you would like to discuss with a mixed focus group of men and women. This group is constituted of members of the public who have had problems with access to justice, and whose difficulties have been documented by a civil society organisation working on access to justice issues. The group is keen to speak to the assessment team and to present their different opinions on why they have problems with accessing the justice system. You are interested in finding out whether gender plays a role in access to justice.

Prepare the meeting by jotting down some gender-responsive questions under each of the key issues in Handout B. Also prepare how you might want to interact during the meeting (e.g., will all members of your team speak? Who speaks about what? When? etc.). Then, assign the role of note-taker to three members of your team. Provide them with Handout C. As the meeting is being role-played, the note-takers write down implications for men and women under each issue.

HANDOUT
B

**Role play: identifying gender
issues in SSR assessments**

Issues for discussion	Gender-responsive questions
1. Representation of men, women and minorities in justice institutions (including police and courts)	
2. Laws	
3. Practices and procedures concerning implementation of laws	
4. Physical access to courts, police stations, etc.	
5. Training and orientation of persons in justice institutions	
6. Confidence in the system as impartial and transparent	
7. Culture and discrimination by and within justice institutions	
8. Community-based methods of resolving disputes	
9. Illiteracy and ignorance	
10. Poverty and the cost of justice	
11. Effects of conflict and insecurity	

HANDOUT
C

**Role play: identifying gender
issues in SSR assessments**

Issues for discussion	Implications for Men	Implications for Women
1. Representation of men, women and minorities in justice institutions (including police and courts)		
2. Laws		
3. Practices and procedures concerning implementation of laws		
4. Physical access to courts, police stations, etc.		
5. Training and orientation of persons in justice institutions		
6. Confidence in the system as impartial and transparent		
7. Culture and discrimination by and within justice institutions		
8. Community-based methods of resolving disputes		
9. Illiteracy and ignorance		
10. Poverty and the cost of justice		
11. Effects of conflict and insecurity		

HANDOUT
D

Role play: identifying gender issues in SSR assessments

General Background

Access to justice is a basic human right as well as an indispensable means of combating poverty and resolving social conflicts. While the Republic of Tambali (just three years out of an intractable armed conflict) has adopted the legislation needed to establish an integrated, impartial, and professional justice system, with the potential to ensure access to justice for all, enforcement and implementation of this legislation continues to be a key challenge. Progress remains limited and public dissatisfaction is acute. Poor access to justice undermines general confidence in state institutions and aggravates perceptions of injustice, impunity and exclusion.

Independent external reports have identified a range of factors that limit access to justice but no comprehensive assessment has been undertaken to date.

The role of the “assessed”:

You are members of the public who have had problems with access to justice and whose record has been kept by a civil society organisation working on access to justice issues. You are invited to speak to an international assessment team focused on access to justice questions and keen to understand whether gender plays a role in access issues.

Split your group into a women’s subgroup and a men’s subgroup to prepare for the meeting with the assessment team. This does not mean that only males can play the role of men and females the role of women, but identify one sub-group clearly as the women’s group and the other as the men’s group. The men’s group is given Handout E and the women’s group is given Handout F, from which to prepare the meeting. Also discuss the practicalities of the meeting (who will speak when and about what) so that you can use the meeting time to maximum effect.

HANDOUT
E

Role play: identifying gender issues in SSR assessments

The men's perspective:

- The justice agencies are mostly staffed by men, which is how it should be, because women must be protected in the home. Practically speaking, this also means we know who we can talk to.
- We have no complaints about the law as it is. Except that during the recent instability we experienced a breakdown of law and order that was worrying.
- We must use traditional dispute resolution mechanisms, as they are more effective and, in any case, we get more justice that way than by bringing a case to a bureaucrat in court.
- Most of us don't really have money to hire a lawyer.
- The officials in the agencies need more education and training.
- We have to represent the family to the public; so, if we feel we must bring a case to court, it clearly must be the male head of household who has to go to the justice agencies, not our wives.
- Often court cases take too long and at the end there is no justice, because the perpetrator of a crime doesn't end up in prison.
- The assessment team doesn't need to worry about this idea of "gender" as there are no problems between men and women in Tambali.
- The judges are always looking for bribes and are mostly corrupt. If you are not from the same ethnic group then they will never give you a fair trial.

HANDOUT
F

Role play: identifying gender issues in SSR assessments

The women's perspective:

- Most laws reflect the interests of men. We do not count.
- Some laws effectively discriminate against us and obstruct justice. For instance, laws on land inheritance and domestic violence.
- There are no female judges and lawyers. The men just don't understand what it is like for us and they don't care. They are rude.
- Most of us have neither the time nor the money to make it to police stations or courts.
- We have no money to engage lawyers or pay bribes.
- It is hard to find childcare to go to court.
- Our men do the talking, make the decisions and represent us outside the home. A lot of us haven't even gone to school.
- We prefer the traditional dispute resolution mechanisms but the (male) councils often decide against a woman.
- We don't think there is any justice, especially after so many of us suffered so badly during the recent war.

6

Brainstorming: adapting
assessment techniques

Type of exercise:	Conceptual
Audience:	Any audience (particularly those involved in assessments)
Time required:	About 15 minutes

Intended group size	Any group size (up to about 30)
Supplies	Flip chart Marker pens
Guidance to trainers	This exercise uses the hypothetical context of the Republic of Tambali outlined in EXERCISE 5— <i>Role play: identifying gender issues in SSR assessments</i> . Provide a short introduction to familiarise your trainees with it (or use a different real or hypothetical context).
Learning objectives	After completing this exercise, trainees will be able to: <ul style="list-style-type: none"> • Demonstrate gender sensitivity in assessment methodology
Exercise instructions	<p>Explain that this exercise is set in the context of a hypothetical university law school. Invite Explain that the scenario for this exercise is as follows: you are the male team leader of an assessment mission to the Republic of Tambali, tasked with assessing whether gender plays a role in accessing justice. In your pre-briefing, you hear from a local civil society organisation that in Tambali it is highly uncommon to speak with men and women at the same time and that the men are likely to be interested but too busy in their professional pursuits to make time for you, and that the women will only want to speak with other women.</p> <p>Invite your audience to a quick (5 minute) brainstorm, during which trainees suggest strategies for making a proper assessment under the described circumstances. Encourage everyone to participate, and dismiss nothing. Either write yourself or ask volunteers to record suggestions on a flip chart.</p> <p>At the end of the time limit or when ideas have been exhausted, use different coloured pens to categorise, group, connect and link the ideas. Be sure not to dismiss ideas outright, as brainstorming is also about teambuilding and motivation and you do not want to offend trainees. If certain ideas do not match at all, try to combine them with others or elaborate them in such a way that they all fit. Use the trainer's cheat sheet to add ideas if necessary. With the group, assess and analyse the effects and validity of the ideas on the list. Develop and prioritise the ideas into a more finished list of options (10 minutes). Thank everyone for their contribution.</p>
Possible variations	You can do the brainstorming in pairs and only afterwards sort and analyse ideas in plenary. This would have the advantage of getting everyone to contribute (particularly if your group is big). Add 5 minutes to your timing.

TRAINER'S CHEAT SHEET

Possible strategies for a successful assessment

Source: Adapted from:
Valasek, Kristin, "Section
9—Integrating Gender
Awareness and Equality,"
in *OECD DAC Handbook
on Security System Reform*
(Paris: OECD, 2009),
5, [http://www.oecd.org/
dataoecd/33/39/42033010.
pdf](http://www.oecd.org/dataoecd/33/39/42033010.pdf)

- Hire assessment teams that include men and women, persons with gender expertise and local female translators
- Design terms of reference that include attention to gender issues in project objectives, products, methodology, etc.
- Conduct interviews separately with male and female groups
- Suggest convenient times or other incentives for busy men and women to attend interviews
- Provide childcare and transportation, so that interviews are accessible to child-carers
- Ensure that only female assessment staff interview female interviewees
- Conduct interviews with a broad range of civil society groups, including women's organisations
- Include interview questions related to the specific experiences of Tambali women and men
- Disaggregate all data by sex and age and potentially other characteristics, such as: ethnicity, religion and geographic location
- Assess the gender-responsiveness of existing security and justice policies and laws at the national, institutional and local levels

7

Competition brainstorm: gender audits

Type of exercise:	Conceptual
Audience:	Any audience familiar with the basics of what a gender audit entails
Time required:	About 10 minutes

Intended group size Any group size (up to about 30)

Supplies A stopwatch
Companion *SSR Assessment, Monitoring and Evaluation and Gender Tool*

Guidance to trainers An introduction to gender audits can be based upon pages 13–15 of the companion tool.

This exercise is easy to carry out and often popular, as its pace is quick and dynamic. The strength of this exercise lies in its speed: it is not advised to dwell on definitions; the point is rather to have fun engaging with the content. The exercise provides a good way of checking which level of knowledge you are working with as concerns gender audits (and can be adapted to any other topic). Don't be too strict in discounting answers as "wrong"; rather use them as starting points for later discussion.

Use the trainer's cheat sheet for ideas on what could be correct responses, if you need to. These suggestions are not the *only* correct answers and you will want to be confident you yourself have a good understanding of gender audits before undertaking the exercise.

Learning objectives After completing this exercise, trainees will be able to:

- Define what a gender audit is
- Identify a range of areas that are typically addressed by a gender audit

Exercise instructions Split the audience into two teams. Explain that these teams compete with each other: you will ask a series of questions, one by one, and each team has a maximum of one minute to come up with their responses. Each correct answer earns a point for the team. Have a volunteer count time with a stopwatch, while you record points for correct answers.

The questions are:

- What is a gender audit?
- Why do a gender audit?
- What types of information does a gender audit typically compile?
- What methods for data collection might be used in a gender audit?
- What forms of follow-up can be undertaken after the gender audit is completed?

Ideally each team will only speak when no one else is speaking. If simultaneous shouting of answers becomes a problem, you can ask each group to brainstorm their answers silently by writing on flipcharts, or to put up their hands and wait to be asked to respond.

Whichever team collects the most points wins the game. Award a small prize to the winning team (have two prizes at hand in case there is a draw!)

Possible variations You could also think of two similar themes that would be addressed consecutively by the groups, e.g., your first theme (addressed to group 1) could be "advantages and disadvantages of using an internal audit team", and your second theme (addressed to group 2) could be "advantages and disadvantages of using an external audit team." Whichever team comes up with the most (correct) replies in the allotted time wins.

TRAINER'S CHEAT SHEET

Competition brainstorm: gender audits

What is a gender audit?

A gender audit:

- Is an analysis of the gender responsiveness of a particular institution
- Can be conducted internally or externally
- Is an assessment designed to add value and improve the organisation
- Assesses whether gender mainstreaming is effective
- Identifies critical gaps and challenges
- Recommends ways of addressing gaps and challenges
- Documents good practices towards the achievement of gender equality
- Is participatory

Why do a gender audit?

- Provide the information necessary—including gaps, needs and good practices—in order to guide the process of integrating gender issues
- Provide the information necessary for policy revision and the development of institutional gender policies
- Provide baseline data necessary to monitor and evaluate the impact of gender initiatives
- Improve overall performance of a security sector institution
- Improve capacity to deliver security and justice to men, women, girls and boys
- Increase capacity, knowledge and the collection of information on gender and security issues

What types of information does a gender audit typically compile?

- Whether or not policies and protocols include gender issues
- Whether or not existing gender policies (such as a sexual harassment policy or a strategic target for female recruitment) are being effectively implemented
- How many women and men work within the institution and at what levels
- What the workplace environment is like, including rates of discrimination and sexual harassment
- Whether or not human resource policies are fair and equal
- Whether or not women and men have equal access to promotion
- Recruitment policies and practices
- Access to training for women and men
- Existing gender training
- Existing gender expertise
- Whether or not existing programming includes gender issues throughout the project cycle
- Logistics for men and women, including uniforms and equipment and bathroom facilities
- If institutional gender structures, such as gender focal points or gender units, exist and are functioning properly
- If there is effective collaboration with women's organisations and civil society
- If effective external oversight exists, including via parliament, government ministries, civil society, human rights commissions and ombudperson's offices
- Information on human rights violations, including gender-based violence, towards civilians and institution staff
- Gender review of the budget, including whether or not gender issues are being funded properly

TRAINER'S CHEAT SHEET

Competition brainstorm: gender audits

What methods for data collection might be used in a gender audit?

- Questionnaires
- Self-assessment evaluations
- Focus group
- Interviews
- Surveys
- Policy review or policy impact evaluation
- Desk review of existing research and information
- Budget analysis
- Observation

What forms of follow-up can be undertaken after the gender audit is completed?

- Workshops or briefings on the results of the audit with staff
- Development of a gender mainstreaming action plan
- Development of a gender policy
- Establishment of a gender unit/taskforce responsible for implementing recommendations from the audit
- Implementation of the recommendations from the audit—such as gender training or hiring female recruitment officers or changing maternity leave policy
- Monitoring and evaluating the impact of gender mainstreaming based on data collected in the gender audit

8

Creating indicators for measuring gender dimensions of SSR

Type of exercise:	Conceptual
Audience:	Assessment or evaluation team members, staff responsible for monitoring
Time required:	About 50 minutes

Intended group size

Any

Supplies

Handouts
Companion *SSR Assessment, Monitoring and Evaluation and Gender Tool*

Guidance to trainers

This exercise tackles the thorny subject of indicator development. Any trainee who has or will serve on an assessment or evaluation mission will need to grapple with this. Any trainee who is responsible for monitoring progress will come into contact with indicators as well. Hence, this exercise belongs in any core training on SSR, A, M & E and gender.

Pages 12–13 of the Tool on *SSR Assessment, Monitoring and Evaluation and Gender* provide some background on indicators.

Learning objectives

After completing this exercise, trainees will be able to:

- Recognise the difficulties in matching indicators to success in SSR programmes
- Determine what certain indicators can or cannot measure, point to the importance of high quality baseline data, and identify good data sources

Exercise instructions

Explain that the issue of indicators is a very difficult one, yet that all trainees that have been or will be on assessment and evaluation teams or responsible for monitoring, and will have to select indicators of progress to determine results. There are a number of accepted ways of developing indicators. In general, the more specific an indicator is (including what the subject of measurement is and during which time period the change of input would take place), the more reliable it is. There are likely to be various opinions on causes and effects (e.g., whether a particular outcome can be traced back to a particular cause and thus is an indicator of progress). Often it is only possible to state that a change has occurred but not why. Explain that this exercise is meant to open trainees' eyes to the difficulties of designing valuable indicators and to the gaps that they leave behind.

Give trainees 15 minutes to fill out the table in the handout (two examples are given as to how items should be filled out). Mention that some typical indicators for measuring gender aspects in SSR are being (fairly randomly) suggested, each of which must be critically examined and commented on (later in plenary) by the trainees.

In the subsequent 20 minutes lead a discussion, inviting comments on insights trainees had during their individual work.

Conclude by presenting the following challenges when developing indicators (10 minutes). Hopefully some of these challenges will have been mentioned in the previous discussion:

- **Confusion of terms.** Terms such as indicators, goals, achievements and measurements are often used interchangeably, even though conceptually these terms denote different elements.
- **Lack of conceptual clarity in the design of indicators.** Indicators cannot both predict and describe at the same time, otherwise self-fulfilling prophecies are the result, such as “the security situation is unstable, because the country lacks stability.”
- **Lack of precision.** Indicators must be verifiable and as precise as possible, so that the effects of external and environmental factors, other than those one hopes to measure, are minimised. Also, selectivity is a challenge, as too many indicators are difficult to track.

Creating indicators for measuring gender dimensions of SSR

Exercise instructions

- **No means of verification.** Especially when it comes to indicators on gender, it is tempting to include an indicator such as “Increased awareness of the importance of gender issues.” However, vague qualitative changes such as these are very hard to measure. It is therefore always necessary to determine means of verification when designing indicators. For instance, “by the end of the training event, participants will demonstrate a basic understanding of five methods of integrating gender into penal reform”—this can be measured through a training monitoring exercise such as a quiz or included in the training evaluation.
- **Shopping list approach.** Indicators are generated for the sake of producing them, rather than in a way that helps decision-makers set priorities. The relationship of an indicator to a certain development needs to be clearly spelled out. Indicators must be tied to a coherent strategy.
- **Timing, sequencing and complementarity of indicators.** Indicators that are only measured once cannot show progress or decline. Also, indicators might change as programme objectives and outputs change, so they need tracking themselves. In addition, indicators must support each other/be complementary to each other. For example, an indicator for gender integration into SSR processes could be the existence of a vision statement on gender in the defence ministry. The timing of this vision statement and in what sequence (context) it was developed are clearly important factors in assessing its value. In addition, the indicator of the existence of such a statement alone doesn't yet tell the evaluator how important this statement is, how much support it has received and whether it is implemented. Hence, information on the date, sequence and the development of complementary indicators measuring importance, support and implementation are crucial.
- **Unintended consequences.** There is a need for risk assessment when using indicators to avoid unintended consequences. For example, if a key indicator of successful policing were the number of arrests the police makes per year, an unintended consequence might be police officers spending disproportionate amounts of time arresting illegal immigrants to boost the overall arrest numbers.

Possible variations

If you wish, you can replace the indicators on the handout with others.

If it works better with your audience, you could have the “conclusion” precede the exercise, i.e., you would present the challenges of designing indicators first, followed by a short discussion, and then request that your group to work with the handout. This approach might work well with audiences that are not very familiar with indicator development and that would not be able to discuss the challenges without a presentation.

A more substantial variation would be to get the teams to think up some additional indicators themselves. This would allow you to assess their understanding of what an indicator is and how to develop it. You would need to allocate at least 10 additional minutes for such a task.

HANDOUT

Using Indicators for Measuring Gender Dimensions in SSR

INDICATOR	Level of measurement	What does it measure?	What does it not measure?	Source of information/means of verification
Example 1: Male/female ratio of members of the judiciary, prosecutors, police officers, etc. at different levels	National	Gender balance in justice sector	Whether women or men in the justice sector have the capacity and will to represent women's interests and needs. Gender mainstreaming.	Review of organisational personnel data
Example 2: per cent of government expenditure targeted at gender mainstreaming and gender equality initiatives in the security sector	National	Financial commitment to attaining policy goals on gender equality in the security sector	Other signs of commitment (such as public affirmation by government officials of the importance of gender), which do not necessarily require large expenditures. Whether gender is being mainstreamed into security issues.	Budget review
Number of police stations with staff training in gender-based violence and other gender issues				
National legislation is revised in accordance with CEDAW				

HANDOUT

Using Indicators for Measuring Gender Dimensions in SSR

INDICATOR			
Level of measurement			
What does it measure?			
What does it not measure?			
Source of information/means of verification			
Number of court cases related to women's rights compared with the number related to men's rights			
Existence of official policy on gender equality in security services			
Military academy training curricula include human rights education			

9

Monitoring implementation of a
National Action Plan on SCR 1325

Type of exercise:	Topical
Audience:	Particularly government agencies or CSOs charged with monitoring National Action Plans
Time required:	About 65 minutes

Intended group size Up to 16 trainees

Supplies Handouts
Companion *SSR Assessment, Monitoring and Evaluation and Gender Tool*

Guidance to trainers This exercise should be set in the larger framework of M & E approaches; it is thus expected that trainees have basic knowledge of M & E. Ensure that all are on the same wavelength by preceding this exercise with a presentation of basic concepts. This exercise is focused only upon indicators, and not on the whole monitoring task, so that it is manageable while addressing the potentially most difficult aspect of monitoring.

Learning objectives After completing this exercise, trainees will be able to:

- Demonstrate the importance of monitoring the successful implementation of United Nations Security Council Resolution 1325 (SCR 1325)
- Develop some monitoring indicators

Exercise instructions Split your audience into sub-groups of no more than four people. Each group will be doing the same task. If you have a small group of trainees, have them work in pairs.

Explain that their task is to plan monitoring of implementation of a National Action Plan on SCR 1325 in the hypothetical country of Bromland. They have been asked to be on a CSO committee that will use the matrix on the handout to identify monitoring indicators against NAP commitments. 20 minutes are allocated for this task.

Then, in plenary, invite groups to share their indicators one at a time (i.e., all groups share No. 1 first, then all share No. 2, and so on) until all ten commitments have been discussed (40 minutes). Conclude by broadening the discussion to other preparation points, such as, who would do the monitoring, at what frequency, how, by what means, etc. There will not be time to answer these points in detail; they should just be listed as important elements of preparation (5 minutes).

Possible variations The National Action Plan commitments used in this exercise have been developed from a number of National Action Plans on SCR 1325. Use different National Action Plan commitments or commitments under a particular existing National Action Plan on SCR 1325 if more suitable to your audience.

With more time available (15 minutes) you could further emphasise the concluding discussion of what principal elements are necessary for successful monitoring. You could do this either in plenary, or as a second round of small group work followed by plenary.

HANDOUT

Monitoring implementation of a National Action Plan on SCR 1325

Background

The United Nations Security Council unanimously adopted Resolution 1325 on women, peace and security (SCR 1325) in 2000. Over the next four years, the newly elected government of Bromland has promised to actively implement SCR 1325. It cannot do so on its own, however, and Bromland civil society—women’s organisations, human rights organisations, faith-based groups, researchers and academics—is engaged in both implementation and monitoring of SCR 1325 activities. This commitment to work together was reflected in a “National Action Plan on SCR 1325”, which was drawn up by civil society and the government six months ago. This National Action Plan also foresees a monitoring process that is, however, not yet fully spelt out.

As members of a group of select CSOs you have come together to draft a monitoring plan for the National Action Plan on SCR 1325. Your first step is to outline monitoring indicators against commitments spelled out in the action plan. You have designed a matrix for this task.

Matrix of commitments and possible monitoring indicators

National Action Plan on 1325 commitments	Possible monitoring indicators
1. Ensure that gender elements are incorporated in the objectives of Security Council missions to areas of conflict, and that missions make recommendations relating to women and girls in any follow-up reports.	<i>Example:</i> <ul style="list-style-type: none"> • Terms of reference of Security Council missions include gender issues • Reports include recommendations relating to women and girls
2. Ensure that gender perspectives are reflected in all Security Council mandates for peacekeeping operations, and that gender perspectives are included when negotiating United Nations peace agreements	
3. Support the establishment of gender units within United Nations missions (with financial support and access to senior-level decision-making)	

HANDOUT

<p>4. Support gender-responsive reform of police and justice agencies in post-conflict contexts</p>	
<p>5. Engage with women’s organisations in peacebuilding efforts</p>	
<p>6. Encourage states and international institutions to take steps to increase the number of women at senior decision-making levels in conflict resolution and peacebuilding.</p>	
<p>7. Undertake an audit of gender content of Pre-Deployment Training within the Bromland Ministry of Defence. Where necessary, develop gender awareness training, and raise awareness of the UN Code of Conduct on personal behaviour. Incorporate gender perspective-related training into other military and conflict related personnel doctrines.</p>	
<p>8. Make public the violation of women’s rights in conflict and post-conflict contexts</p>	
<p>9. Work towards the harmonisation of international efforts to implement SCR 1325</p>	
<p>10. Intensify research into women, peace and security issues</p>	

10

Developing gender-sensitive questions and indicators for SSR

Type of exercise:	Conceptual
Audience:	For an audience somewhat familiar with M & E and indicators, but less experienced in developing and applying gender-sensitive indicators
Time required:	About 60 minutes

Intended group size Up to 20 trainees

Supplies Handouts
Companion *SSR Assessment, Monitoring and Evaluation and Gender Tool*

Guidance to trainers This exercise focuses on the subject of gender in indicator development. While it is assumed that the audience is somewhat familiar with M & E techniques and indicator development, emphasis is put on evaluating an SSR project for its gender dimensions. Trainees are asked to come up with questions and related indicators to assess gender-sensitivity of an SSR project. Possible questions and indicators are listed on the trainer's cheat sheet.

Learning objectives After completing this exercise, trainees will be able to:

- Develop evaluation questions and indicators on the gender-sensitivity of an SSR project

Exercise instructions Explain that this exercise will be a first attempt at developing gender-sensitive indicators for an SSR project. Split the audience in small groups of three and distribute the handout. Allot 30 minutes for small group work.

Debrief in plenary (25 minutes), requesting each group to share one question they have come up with and its indicators. Collect all questions and indicators on a flipchart (or electronically to be reproduced for all at the end of the training).

Possible variations Should your audience be challenged by this exercise, you could have them do only the first step of developing a set of questions. The most important learning element of this exercise is contained in this step. In this case, you will likely only need about 45 minutes for the exercise.

HANDOUT

Developing gender-sensitive questions and indicators for SSR

Task:

You are an evaluation consultant tasked with finding out whether the following security sector reform project paid attention to gender in its conception, formulation, design, implementation and presumed outcome. What questions might you ask, and what corresponding indicators might you use, to help you to determine this?

When developing your questions and indicators, consider not only the project itself, but the environment in which the project was embedded.

Some (but not all) of your questions may be directed at obtaining qualitative data, even though such questions would not easily lead to quantifiable indicators. For example, you might want to ask 'Why or why not?' concerning particular issues.

Use the table to record your ideas. You may have more than one indicator for each question.

Project Description:

Iraq—Security Sector Reform

In May 2003, Canada deployed two senior police officers to Baghdad to work with the Ministry of Interior to develop strategic plans for security sector reconstruction and police reform. As part of a multinational advisory team, Canadian police experts helped promote peace and security in Iraq. The police officers were mandated to support the creation of a democratic and credible police service.

Completed June 2006.

Expected Outcomes

- Promote peace and security in Iraq by providing police-related expertise.
- Support security sector reform and the creation of a democratic and credible Iraqi police service.
- Provide positive and professional support to coalition partners, the Ministry of the Interior and the Iraqi Police and influence policy decisions relating to Iraqi Police reform.

Results

- Established qualifying standards for government employees (including police).
- Created a central forensics lab and five sub-labs, all with comprehensive forensics equipment. Established a forensics training program in partnership with Baghdad University.
- Provided oversight and support to the Special Police Commandos and the Emergency Response Unit to ensure a controlled, systematic approach to these specialized police functions.
- Provided new computers and related training to support the National Crimes Records Branch.
- Efforts to develop a National Policing Plan were stalled due to the insurgency and related security concerns.

Source: Adapted from Royal Canadian Mounted Police, Completed Missions, 2006–2008 Biennial Review (Ottawa: RCMP, no date), <http://www.rcmp-grc.gc.ca/po-mp/rev-revue/page12-eng.htm> (accessed September 25, 2009).

HANDOUT

QUESTIONS	POSSIBLE INDICATORS

TRAINER'S CHEAT SHEET

Possible questions and indicators

QUESTIONS	POSSIBLE INDICATORS
<ul style="list-style-type: none"> Did gender relations in Iraq and in the Iraqi Police influence the formulation of the project? Why/why not 	<ul style="list-style-type: none"> Existence of discriminatory policies, laws, practice Ratio of female/male employees in the Iraqi Police
<ul style="list-style-type: none"> Did the project have gender-sensitive objectives? Why/why not? 	<ul style="list-style-type: none"> Gender-sensitive objectives in place
<ul style="list-style-type: none"> Are gender issues clarified in the project logframe/workplans/documents? 	<ul style="list-style-type: none"> Gender concepts and description of gender issues appear in project documents
<ul style="list-style-type: none"> Were local women and men involved in project planning, assessment, monitoring and evaluation? 	<ul style="list-style-type: none"> Ratio of local women/men involved
<ul style="list-style-type: none"> Who benefited from the results of the project: men/women/boys/girls? 	<ul style="list-style-type: none"> Fewer discriminatory policies, laws and practices Non-discriminatory qualifying standards for government employees Ratio of women/men meeting qualifying standards for government employees Ratio of women/men provided with training Increased gender-sensitivity in Iraqi Police practice Decrease in reports of discriminatory practice by Iraqi Police Increased evidence of trust in Iraqi Police regarding gender-related issues (e.g., sexual harassment, gender violence)
<ul style="list-style-type: none"> What measures could verify whether the benefits of the projects accrued to men/women/boys/girls? 	<ul style="list-style-type: none"> Enumeration of measures and their verification
<ul style="list-style-type: none"> Was sex-disaggregated data collected? If not, why not? 	<ul style="list-style-type: none"> Evidence of sex-disaggregated data
<ul style="list-style-type: none"> What environmental factors would sustain gender-sensitive results? 	<ul style="list-style-type: none"> Existence of a national plan on gender equality National policies show evidence of gender-sensitivity Increase in the number of male and female leaders publicly advocating gender equality Increase in number of women's civil society organisations

11

Developing diversity-sensitive outcome indicators

Type of exercise:	Topical
Audience:	The audience can be fairly unfamiliar with the practical development of indicators, but should possess conceptual knowledge of what indicators are
Time required:	About 40 minutes

Intended group size Up to 20 trainees

Supplies Handouts
Companion *SSR Assessment, Monitoring and Evaluation and Gender Tool*

Guidance to trainers This is an introductory exercise to development of diversity-sensitive indicators, but it should still be preceded by a more general introduction to M & E if the audience is unfamiliar with M & E concepts. For this reason, it might be useful to pair this exercise with EXERCISE 8 — *Creating indicators for measuring gender dimensions of SSR*.

Learning objectives After completing this exercise, trainees will be able to:

- Develop diversity-sensitive outcome indicators

Exercise instructions Explain that this exercise builds skills in developing outcome indicators, using the example of people with disabilities' access to justice.

You may have to clarify what an “outcome indicator” is. Outcome indicators measure the broader results achieved through the provision of goods and services to a target population. If, in the example given in the handout, a net change in the access to justice of people with disabilities is being achieved by building more ramps, so that people in wheelchairs can get into court, then “more ramps” would be an outcome indicator. One has to be careful to be able to verify the connection between cause and result. Were more ramps built because this project advocated it, or were they built for other reasons? Thinking about outcome indicators at the outset of a project is useful in shaping realistic expectations of what the project can achieve.

Split the audience into small groups of not more than four persons. Ask that each group select a facilitator to guide group discussions and a rapporteur to report back to the plenary. Groups take 15 minutes to work through the handout.

Plenary debriefing lasts a further 15 minutes. During the debriefing, have each group report only one row on their grid at a time, so that speaking time is not monopolised by the first groups' reporting. Add 10 minutes for possible questions and conclude by pointing to some of the difficulties in indicator development (as discussed in EXERCISE 8 — *Creating indicators for measuring gender dimensions of SSR*).

HANDOUT

Developing diversity-sensitive outcome indicators

Exercise instructions

On the basis of the excerpt below, what diversity-sensitive outcome indicators could tell you whether the project has achieved its objectives on its completion?

Organise your thoughts by considering the following questions*, and complete the indicator development grid:

1. **Definition of outcomes:** What does the initiative want to achieve? Think of attitudinal, environmental, practical or institutional changes to be achieved with regard to access to justice
2. **Development of indicators:** How can we tell if we have achieved them?
3. **Verification of information:** Where can we get information that will tell us this?
4. **Assessing assumptions/avoiding risks:** What else must happen if the initiative is to succeed?

Unique Scottish justice partnership launched

August saw the launch of a unique partnership between the Scottish justice sector and disability organisations aimed at improving disabled people's access to justice. The launch followed the publication of a survey showing that more than 40 per cent of disabled people and the people who support them do not believe disabled people have equal access to justice.

Many believe that, whether they are victims or witnesses of a crime, want to be a member of a jury or seek counsel on a legal issue, access to justice is made more difficult than it needs to be. The main complaints include physical access to outdated courtrooms (including non-availability of hearing loops), institutional and attitudinal barriers of the justice organisations, a disproportionate lack of disabled people in the law and order professions, and a lack of specifically tailored information on how to engage with the justice sector for people with communication and/or learning disabilities.

The partnership is the first time that public bodies will combine together as a sector to meet their duty to involve disabled people in policy making. The six month involvement and consultation programme will make it easier for disabled people to have their say because they are not limited to the exact remit of one justice organisation.

It also aims to develop ways that disabled people can remain involved in the process of improving access to justice on an ongoing basis. The justice sector organisations involved include: The Scottish Government, the Association of Chief Police Officers in Scotland, the Crown Office and Procurator Fiscal Service, the Scottish Court Service, The Law Society of Scotland, the Scottish Legal Aid Board and the Scottish Prison Service.

Source: Adapted from: Capability Scotland, "Unique Scottish Justice Partnership Launched," http://www.capability-scotland.org.uk/1in4poll_1.aspx (accessed September 14, 2009).

* Source: L. Farrington and J. Nelson, "Using Logframe to Monitor and Review Farmer Participatory Research" (ArGen Network Paper No. 73, London: Overseas Development Institute, 1997).

HANDOUT

Developing diversity-sensitive outcome indicators

Indicator Development Grid

OUTCOMES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS/ RISKS

12

Designing an evaluation
questionnaire

Type of exercise:	Conceptual
Audience:	Staff charged with evaluation responsibilities in security sector institutions, donors, independent bodies and CSOs
Time required:	About 70 minutes

Intended group size 20–30

Supplies Handouts
Cards
Companion *SSR Assessment, Monitoring and Evaluation and Gender Tool*
Police Reform and Gender Tool

Guidance to trainers This exercise intends to practice just one tool (a questionnaire) to evaluate the integration of gender into security services. It is thus important that the exercise is embedded within the larger context of what a full evaluation entails. Either precede your session with a presentation addressing this, or ensure that during your conclusions you point out that a proper evaluation contains much more than the development of a questionnaire.

If necessary, selected parts of the *Police Reform and Gender Tool* can be used to guide trainees on appropriate issues for gender-responsive police services.

Learning objectives After completing this exercise, trainees will be able to:

- Identify key issues for inclusion in an evaluation questionnaire on gender issues for a police service
- Develop one aspect of such a questionnaire

Exercise instructions Split the audience into seven groups of approximately 3–4 trainees. Explain that the scenario is that the Director of the National Police's Force's Gender Unit is preparing a self-evaluation workshop on gender integration in the police force. For this workshop, a questionnaire must be designed. Each group is tasked to develop one aspect of this questionnaire. The seven aspects below should be written on individual cards and put in a big hat (or box) for each group to draw one from.

- Operational protocols and procedures
- Addressing gender-based violence in the community
- Recruitment of staff
- Retention of staff
- Human resources policies
- Promotions
- Preventing sexual harassment and discrimination within the service

Groups have 25 minutes to develop their assigned aspect of the questionnaire, using the handout.

Invite each group to run through their list of questions in plenary (5 minutes each). Rather than use a group rapporteur, ask each group member to contribute at least one question.

Have a volunteer draw up a master questionnaire by noting down the questions each group has come up with. Distribute a copy of this master questionnaire later to each trainee.

Meanwhile, conclude the session by pointing towards the larger considerations of a successful (self-)evaluation, such as evaluation management, methods for data collection and analysis, measurements, standards, benchmarks, time considerations, reporting and communication (5 minutes).

Possible variations

If the audience is smaller and you have more time, you could ask each group to develop all aspects of the questionnaire. You will get less depth and more overview as a result

HANDOUT

Designing an evaluation questionnaire

You are the Director of the Gender Unit in the National Police Headquarters and you are planning a self-evaluation exercise in each of the sub-offices of the National Police Force. The central question to be answered by the self-evaluation exercise is:

To what extent are the National Police Force's activities and policies gender-responsive?

You plan to run a workshop with invited members from the sub-offices.

The objectives of the workshop are:

- To reflect on the **extent to which gender sensitivity considerations have been taken into account** in specific areas of activity
- To identify **opportunities for and barriers to** making these activities gender-responsive
- To agree on **key results** achieved by the sub-office with regards to gender-sensitivity
- To assess **institutional capacities** (skills and knowledge) for making activities gender-responsive
- To formulate **recommendations and lessons learned** for better advancing gender sensitivity within the national police force.

In preparation for this workshop, you want to design a questionnaire to be sent out to participating offices ahead of time.

What might be the questions you propose for this questionnaire? Develop only that aspect which you have been assigned from the following:

- Operational protocols and procedures
- Addressing gender-based violence in the community
- Recruitment of staff
- Retention of staff
- Human resources policies
- Promotions
- Preventing sexual harassment and discrimination within the service

13

Including gender in terms of
reference for evaluation

Type of exercise:	Application-in-context
Audience:	All audiences tasked with evaluation responsibilities, including security sector institutions, donor agencies, CSOs
Time required:	About 65 minutes

Intended group size Any (works best with fairly large groups)

Supplies Handouts
Companion *SSR Assessment, Monitoring and Evaluation and Gender Tool*

Guidance to trainers This exercise helps to hone practical skills related to including gender concerns in SSR evaluations. The focus should be on methodologies for the integration of gender concerns rather than on the issues themselves. This exercise is better placed towards the end of your training, when trainees should feel confident about the subject matter.

Be careful that you don't run overtime on this exercise, as the timelines given are fairly short for the amount of reading and thinking that has to be done. However, in terms of results this exercise does not gain from providing more time, so try to have your audience respect proposed times.

Learning objectives After completing this exercise, trainees will be able to:

- Identify key methods of integrating gender concerns into SSR evaluations
- Comment on the importance and the challenges of doing so

Exercise instructions Explain that the goal of this exercise is to practice how to integrate gender concerns into an SSR evaluation. Split the audience into four groups. Provide each with the handouts and allow for 5 minutes reading time (you might advise the groups not to worry if they don't know what all the acronyms stand for). Then, request that each group discuss the four lead questions in 30 minutes. Ask that each group select a facilitator to guide group discussions and a rapporteur to report back to the plenary.

In plenary, invite the rapporteur of group 1 to report back on lead question 1, the rapporteur of group 2 on lead question 2 and so on. Each rapporteur has 4 minutes to report. After each lead question is reported on, allow for some additions by the other groups (total time for additions is 8 minutes, 2 minutes per group). Conclude by inviting general insights on what has been learned: what did you experience by doing this exercise? What are your practical conclusions (5 minutes)?

HANDOUT

Exercise instructions

**Excerpts of a draft
Terms of Reference for
an internal review of
United Kingdom (UK)
support to Security and
Justice Sector Reform
work in Africa**

Source: N. Ball, P. Biesheuval and F. Olanisakin, "Security and Justice Sector Reform Programming in Africa" (Evaluation Working Paper No. 23, London and Glasgow: Department for International Development (DFID), April 2007), 53

Including gender in terms of reference for evaluation

You are the director of an evaluation consultancy company, which has years of experience with gender evaluations.

You have been shown the draft Terms of Reference of a DFID Security and Justice Reform evaluation in Africa (extracted below). You have been asked to advise DFID on how they might amend the Terms of Reference to ensure that gender considerations are addressed in the evaluation.

Use the lead questions below to think through your proposals and give examples:

- How can DFID address gender considerations in the composition of the review team, including the consultants and steering group?
- How can DFID address gender considerations in the language of the Terms of Reference?
- How can DFID address gender considerations in the scope and methodology of the review?
- How can DFID address gender considerations in the reporting and dissemination of the review?

As a member of a civil society organisation working on sexual violence issues, strategise your efforts to help make the Board carry out effective work. Use the worksheet to assist your planning.

1. BACKGROUND

Security and Justice Sector Reform (SJSR) has become a key area of work for the UK Government. This is based on the recognition that security is an essential condition for sustainable development. SJSR includes, but extends well beyond, the narrower focus of more traditional security assistance on defence, intelligence and policing ...

The UK recognises security as a necessary and important function of the state and works from the premise that security should be provided in an appropriate, accountable and affordable way. SJSR programmes are therefore intended to address policy, legislative, structural and oversight issues set within recognised democratic norms and principles. A policy paper on fighting poverty to build a safer world commits DFID to the following:

- DFID will consider security as a basic entitlement of the poor, like health or education. To this end, we will make support for effective and accountable security and justice systems a more regular feature of our work. This means expanding the number of countries where we support security sector reform (SSR) and safety, security and access to justice (SSAJ) initiatives, either directly or through the Global and Africa Conflict Prevention Pools.
- Security and justice sector reform should be routinely considered in our programme design, and DFID will promote stronger collaboration between UK development, diplomatic and defence professionals in supporting these reforms. We will also explore how SSR and SSAJ programmes can be integrated into a single framework which incorporates human rights ...

2. OBJECTIVES

Against this background this review has two principal objectives:

- To assess the coherence, effectiveness and impact of UK security sector reform programmes in Africa over the past four years
- To identify lessons and recommendations for the strategic direction and management of future security sector reform programmes in Africa and elsewhere. Note: Recommendations should be as concrete and detailed as possible to ensure that the review is operational and policy relevant to UK programmes.

HANDOUT

3. SCOPE AND METHODOLOGY

The following approach is proposed for this review exercise:

a) Phase I: Pre-assessment preparation (up to 30 days)

- i. Consultants will undertake a desk review of secondary sources, including proposals, regional and country strategies, project reports and existing evaluations and reviews, etc. A preliminary list of documents will be prepared and made available at the start of the consultancy.
- ii. Consultants will identify key issues for the evaluation, develop an evaluation framework, including appropriate tools, and identify key stakeholders for interviews, identify country case studies and plan field visits. In developing the assessment framework, we encourage the consultants to draw on the draft OECD DAC SSR Implementation Framework. Other key issues to consider in developing the framework include the following:
 - To what extent are ongoing programmes and activities informed by an overall national SSR strategy and as part of a coordinated donor effort?
 - How are programmes designed? What are their objectives and timeframes? Who is typically involved and what sort of consultation process is followed?
 - An assessment of the quality of programme/project design, implementation and sustainability.
 - Analysis of the institutions and mechanisms used to deliver SSR programmes and projects.
 - How do we identify and manage risks associated with SSR programmes?
 - To what extent are SSR programmes linked to wider governance, justice, civil service reform and public financial management programmes? Are security and justice sector reform issues reflected in national development planning processes such as I-PRSP's, PRSP's, PEAP's and, in a post-conflict environment, Transitional Results Matrixes? Are there opportunities to promote the integration of security-related issues into broader development programming. What would be the benefits and risks of supporting such an approach?
 - An assessment of the accuracy of the classification of SSR projects and programmes.
 - How do we monitor progress and measure the outcomes, impact and effectiveness of our programmes?
 - Analysis of how we undertake SSR programming in post-settlement contexts and whether there are effective links with other military/security transition programmes, e.g., disarmament, demobilisation and reintegration. Do we distinguish between stabilisation programmes and broader, longer-term security sector reform/development programmes? How do we manage the transition between the two?
 - How do we work with international partners, bilaterals and multilaterals, in supporting SSR?
 - How do we address regional challenges to security through SSR programmes? How do we engage with regional institutions and the AU?
- iii. The Steering Group will provide feedback on the proposed assessment framework and preliminary findings in a meeting following the submission of the inception report. Decisions on country case studies will be taken at this meeting.

b) Phase II: Assessment (up to 40 days)

1. This will include country visits and interviews in London. For the fieldwork, consultants will prepare country review plans in consultation with country teams. Agreed plans should be forwarded to the steering group.
2. Consultants will produce aide memoires for discussion with country teams at the end of each visit and prior to departure. These should be forwarded to the steering group following each visit.

c) Writing up and presentation of findings (up to 20 days)

The consultants will present review findings to the steering group in a feedback session in London before producing a final draft...

14

Assuring follow-up to evaluation

Type of exercise:	Application-in-context
Audience:	Programme and management staff of security sector organisations, CSOs and donor agencies
Time required:	About 65 minutes

Intended group size 20–25 (divisible by five for small group work)

Supplies Handouts
Companion *SSR Assessment, Monitoring and Evaluation and Gender Tool*

Guidance to trainers Even if your audience is not well versed in the challenges of making an organisation receptive to evaluation recommendations on gender-sensitivity, the background information given for this exercise provides enough pointers for a discussion to take place. This exercise can be used even with a fairly “junior” audience or where there is resistance to addressing gender issues, because the outcome will nevertheless be valuable.

It is, however, important that the note-takers for each group are well chosen, so that they are well able to summarise information heard during the meeting, and record only important decisions. It is recommended that you handpick the note-takers.

Learning objectives After completing this exercise, trainees will be able to:

- Name points to consider when planning evaluation follow-up
- Identify key strategies for assuring follow-up of evaluation results

Exercise instructions Explain that this exercise will be a role play in groups of five: a senior evaluation officer requesting the meeting, the evaluator, the director, a communications director, and a note-taker who is charged with writing down all important decisions. The setting is within the prison services, but the exercise could take place in any other security sector organisation, CSO or donor agency. Adapt as necessary.

Split your audience into groups of five. Use a simple counting method when assembling groups (taking care over identification of note-takers).

Allow 15 minutes reading and preparation time, then allot 25 minutes role play time. After the role play, bring the groups together in plenary and have each note-taker share the decisions taken in their group (20 minutes). Learning points for each group will be self-evident and are not likely to need further emphasis. If desired, allow for a few clarification questions in an additional 5 minutes. End the exercise by thanking each group for their contributions.

Possible variations The starting point for this exercise is the realisation that many organisations mistakenly believe that evaluation recommendations will be automatically implemented. Unfortunately, follow-up is often a painstaking process. If time allows, you could invite a short discussion on this point, before launching into the exercise itself: what is the experience of your audience with this? What strategies have been deployed to assure follow-up of evaluation? You are likely to need about 10 minutes extra discussion time.

HANDOUT

Assuring follow-up to evaluation

Background

You are the senior programme officer responsible for managing an evaluation of the gender-sensitivity of the prison services.

Your plan is to hire an external consultant to carry out the evaluation. You know that the time frame for the evaluation will be fairly short (3 months) and you are concerned about assuring follow-up of any of the potential recommendations that will be forthcoming. You have developed a list of points that you think need mentioning before even beginning the evaluation.

In order to take the issue forward, you have requested a meeting with the external evaluation consultant, your director (of the prison services) and the director of communications (of the prison services) to consider strategies for successful follow up. In addition, you have asked that your colleague come along to take notes on important decisions taken.

This is your list of points to raise:

1. How will we ensure that the programme evaluation includes concrete recommendations for follow-up initiatives?
2. How will we ensure this follow-up occurs?
3. How and to whom will the results of the evaluation be communicated?
4. How will we deal with staff resistance if behavioural change is requested?
5. What is the current extent of internal institutional commitment to follow through on gender sensitivity? How can we improve on it, should it be weak?
6. Do existing institutional structures support the practice of gender sensitivity? If not, how might they need to change?
7. What skills are needed in the organisation as a whole, so that gender sensitivity can be fully implemented?

You have also been liaising with a Japanese colleague, who works at the Japan International Cooperation Agency (JICA) office in your country. She has given you a copy of a table on including gender into programmes taken from the *JICA Handbook for Transition Assistance*. While this table comes from a different context, you find it useful for the discussion you want to have and have distributed it to the invited colleagues

Challenges	Possible Responses
Linkages with other issues are not perceived	<ul style="list-style-type: none"> • Formal recognition of the issue by hierarchy necessary • Insert the issue into strategic planning exercises
Issue is not considered important/staff resistance	<ul style="list-style-type: none"> • Provide more information on the issue • Lobby • Set up an interest group • Provide "safe space" to air concerns
Organisational culture not conducive	<ul style="list-style-type: none"> • Develop appropriate mission statements and governance principles to shape organisational culture • Model gender-aware behaviour
Resistance to male participation in gender issues	<ul style="list-style-type: none"> • Gender Self-Awareness training • Provide safe space to discuss perceptions/issues

Source: Adapted from: A. Johannsen, "Mainstreaming Cross-Cutting Issues," in *JICA Handbook for Transition Assistance* (Tokyo: JICA, 2006), 88

HANDOUT

Advocacy for the issue is weak	<ul style="list-style-type: none">• Develop a communications strategy• Set up a working group• Obtain adequate resources
Issue is marginalized in terms of funding	<ul style="list-style-type: none">• Establish funding criteria
Implementation structures are weak	<ul style="list-style-type: none">• Train and build the capacity of staff• Monitor progress• Obtain adequate resources

Discussions

Suggested discussion procedures

Certain training events might involve facilitated discussion, either as a part of and/or instead of exercises. Here are a few examples of ways to get your audience to engage well in a discussion.

- Each trainee brainstorms individually on sticky notes, which are later posted to a large flipchart and discussed.
- Split the audience into “buzz groups” of two to three people. Most often used for introductory exercises, a buzz group is a small discussion group formed for a specific task, such as generating ideas or reaching a common viewpoint on a topic within a specific period of time. Hence, you would use the buzz group to discuss the chosen topic during a pre-defined timeframe and then have them report back to the plenary.
- Write four different answers to a question on four large sheets of paper and post one in each corner of the room. Each trainee is asked to go to the answer s/he most agrees with, and each group is asked to present their point of view most persuasively.
- Write four quotations that sum up particular aspects of the question you are discussing on large flipchart paper, then post one in each corner of the room. Assign trainees numbers from one to four. Ask trainees to move to the flipchart paper on which their number is written. Have trainees discuss their group’s quotation and write down responses on the flipchart. Stop discussion after a few minutes. Ask trainees to move to the next piece of flipchart paper, so that each group will be facing a new quotation. Repeat the process until all groups have discussed and responded to all quotations —then have the groups move back to their original quotation. Ask each group to read the responses of the other groups and to compare those responses with their initial answers.
- List four to six statements relating to a theme you are discussing on a large sheet of paper or whiteboard. Pass out note cards to the trainees, on which they write ideas or reflections on each statement. Collect these cards and sort them according to the statement they relate to. Assign groups to each stack of cards. Request that trainees (a) make a presentation to the plenary, (b) organise the cards into challenges and opportunities, or (c) find another way of creatively reporting back on what the group read on the cards.

Discussions

Topics for discussion

The following suggested topics for discussion are loosely organised around key themes elaborated in the *Security Sector Reform Assessment, Monitoring and Evaluation and Gender Tool*.

1. Why should data be disaggregated by sex?
2. What are the core tools for any gender-sensitive data collection? Provide examples of how you would employ them.
3. What measures can be taken to make the work of an evaluation team gender-responsive? Name at least eight.
4. Suppose you were tasked with an SSR assessment and in order to obtain effective results wanted to consider the change in gender relations during and after a war in country x. How would you go about finding this information, what tools would you use and how would you verify your data sources?
5. What practical advice do you have to overcome possible cultural and traditional restraints on women when mounting your evaluation mission?
6. What could be the contribution of women's organisations and other CSOs to A, M & E of SSR?
7. Do you agree that the tradition of confidentiality around the security sector makes it more difficult to access information and allow for broad participation in A, M & E processes? If yes, how can this hurdle be overcome?
8. What types of indicators do you think are most useful to measure gender-sensitivity of the security sector in an evaluation?
9. How can gender audits/assessments of security institutions become key entry points for the integration of a gender perspective into SSR processes?
10. How would you describe the relationships between gender audits/assessments, monitoring, evaluation and action plans in SSR?
11. What might be some key issues for the success of gender audits? Name four.
12. How can people in rural areas (who in many countries are often illiterate) be included in A, M & E processes?
13. What do you think can be the roles of international actors in supporting gender-responsive A, M & E of SSR processes?
14. What is the importance of using gender-responsive language in your A, M & E materials?
15. What arguments would you use to persuade a member of your assessment or M & E team who is opposed to addressing gender issues in A, M & E?

Training challenges to consider

The *Guide to Integrating Gender in Security Sector Reform* discusses challenges to implementing gender-responsive SSR training. While training on issues related to A, M & E and gender you might also come across the following challenges:

- Bringing together three specialist areas (often not combined in one person)—gender, security sector reform, and A, M & E—is a challenge, especially with respect to terminology and approaches used. Terms such as audits, assessments, monitoring, evaluation and indicators often have different meanings and imply different approaches depending on specific contexts, background and sectors. You must clarify the concepts and definitions used in your particular training before you start. If your audience shows signs of confusion, it is imperative that you stop and re-clarify.
- A likely challenge will be to get the balance right in each session as to how much general content on A, M & E you need to provide before the trainees can usefully engage in the exercise. It is recommended always to precede exercises with brief presentations of expected knowledge.
- You might be challenged on the importance of being gender-responsive in A, M & E activities. Someone in your audience might point out that gender discussions add too much complexity to A, M & E and should therefore be left out, or (the opposite) that gender will be naturally subsumed in any of the A, M & E activities and doesn't need a special emphasis. In the first case, try to use examples to show why it is important to have a specific focus on gender as one area of enquiry during A, M & E, particularly if you are aware of discrimination. In the second case, you can agree that gender concepts should be “mainstreamed” into A, M & E and that several exercises are indeed helping to learn how to do that.

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Integrating gender into the Post Conflict Needs Assessment

Increasingly, Post Conflict Needs Assessments (PCNAs) are used as the platform for post-conflict recovery and reconstruction planning by international donors and actors such as the United Nations (UN) and the World Bank.

The PCNA methodology identifies gender as a crosscutting issue that needs to be integrated into all phases of a PCNA process, following these six principles:

1. Recovery needs differ by gender and age
2. Gendered marginalisation must be consciously reversed
3. Gender must be addressed from the start and adequate resources allocated
4. Gender expertise cannot be assumed, it must be commissioned
5. Cultural sensitivity should not be a cover for discrimination
6. Gender balance in team formation helps make PCNA teams more accessible to women in-country¹

Post conflict needs assessment in Liberia

In Liberia, the PCNA started after the Security Council deployed the United Nations Mission in Liberia (UNMIL) on 19 September 2003.² The newly installed National Transitional Government of Liberia and the Special Representative of the Secretary-General agreed that an assessment of Liberia's needs during the official "transition period"—from 14 October 2003 to 31 December 2005—was required to secure both donor engagement and funding.

The PCNA, known as the "Joint Needs Assessment", was instructed by six guiding principles and five crosscutting themes.³ The six guiding principles were:

- a) National ownership and participation
- b) National Transitional Government of Liberia leadership
- c) Broad support from all partners
- d) Legitimacy through immediate re-capacitation of key government agencies and institutions
- e) Security through full UNMIL deployment
- f) Economic stimulus and restoration of productive capabilities and humanitarian support and protection of vulnerable and special groups.

The five crosscutting themes were:

- 1) HIV/AIDS
- 2) Human rights, protection, and gender
- 3) Environment
- 4) Forestry
- 5) Shelter and urban management

The needs assessment effectively engaged the Transitional Government, which participated in consultations and technical meetings. National NGOs and members of civil society were invited, based on their expertise, to participate in meetings with sector working groups during the assessments. Some sector working groups also organised validation workshops exclusively for national actors. A number of regional bodies were also active in the Joint Needs Assessment and its implementation.

The *Joint Needs Assessment Synthesis Report* and accompanying *Results-Focused Transition Framework matrix* were completed in January 2004 and presented to and endorsed at multi-stakeholder meetings in Monrovia. These convened members of the Liberian legislative assembly, the business community and the media, and culminated with

1 United Nations Development Group, PCNA-TRF Toolkit: Note on Integrating Gender Perspectives, January 2009, <http://www.undg.org/docs/9925/FINAL-Toolkit-Note-Gender.doc> (accessed September 9, 2009).

2 UNMIL deployment began on 1 October 2003, while the National Transitional Government of Liberia was officially established and inaugurated on 14 October 2003. Also see: United Nations Security Council, Resolution 1509 (2003), S/RES/1509 (2003), 19 September 2003, [http://www.peacewomen.org/un/sc/1325_Monitor/RW/Res/1509%20\(2003\).pdf](http://www.peacewomen.org/un/sc/1325_Monitor/RW/Res/1509%20(2003).pdf) (accessed September 9, 2009).

3 United Nations Development Group, PCNA Review: Phase One. Liberia Needs Assessment Case Study, October 2006, http://www.undg.org/archive_docs/8886-Liberia_PCNA_Case_Study.doc (accessed September 9, 2009).

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a high-level summit of the Transitional Government, the Economic Community of West African States, donors, civil society and international non-governmental organisations.⁴ As a final step in the needs assessment process, a Liberia Reconstruction Conference was held in February 2004 at UN Headquarters in New York.

Integrating gender in the PCNA

As stated above, gender was identified as a crosscutting theme for the Joint Needs Assessment. To assist integration of gender into each priority area, in December 2003, the UN Office of the Special Adviser on Gender Issues and the Advancement of Women prepared a "Gender Checklist for Liberia."⁵ The underlying idea was that determining the differences in how women, men, boys and girls experience conflict would help the assessment team to identify their respective needs and priorities. In particular, understanding the role women play in all sectors of activity (economic, social, cultural, political, etc.) would help ensure that reconstruction activities are planned in a way that does not reinforce past discrimination, and helps women to gain equal access and control over resources and decision-making processes.

The Gender Checklist posed general/cross-cutting questions related to men and women's experiences of the conflict, gender roles and resources, etc., as well as specific questions concerning gender dimensions of: the deployment of UNMIL; armed forces restructuring; disarmament, demobilization and reintegration; refugees and internally displaced people; building of democratic institutions and the Governance Reform Commission; judicial sector and reform; police service sector and reform; human rights, protection and the Truth and Reconciliation Commission; elections; basic services, such as health and education; livelihoods, employment, agriculture and development; infrastructure; and economic policy and development strategy.

The following parts of the Gender Checklist demonstrate how issues related to gender and security sector reform can begin to be addressed in an assessment:

Building of democratic institutions and Governance Reform Commission:

- What women's groups and networks existed before the conflict? What role did/do they play? Were they actively involved in policy-making?
- Will the emerging political system recognise and protect women's rights and interests? And will women be enabled to influence and participate in the political process? (OECD gender tipsheets)
- Are women included in transitional government and planning processes? Are they in decision-making positions? Do constitutional committees ensure gender perspectives?
- If data on participation in various committees or groups is supported, provide sex-disaggregated information.
- What are the government mechanisms dealing with women's issues (such as a Ministry or national machinery for women)? Is the government a signatory to CEDAW?

⁴ National Transitional Government of Liberia, *Results-Focused Transition Framework*, Progress Review Report (Monrovia: National Transitional Government of Liberia, September 2004), <http://www.lr.undp.org/UNV%20protected%20data/RFTF%20Progress%20Review%20Report%20FINAL%2011%20Sept%202004.doc> (accessed September 9, 2009).

⁵ The full Gender Checklist for Liberia is available at: <http://www.peacewomen.org/resources/Peacekeeping/Liberiagender-checklist.pdf> (accessed September 9, 2009).

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Police Service Sector and Reform:

- What types of law enforcement services are available in the country? What are the numbers/percentage of women by grade and category? Are women police officers involved in all operational aspects of the police work or limited to administrative functions only? Are measures in place to actively increase the number of women in the security forces?
- Do law enforcement service personnel receive training on gender awareness, sexual crimes, domestic violence, and human rights?
- Are there facilities to meet the specific needs of women police officers (e.g. separate accommodation, hygiene facilities)? Is the working environment set up in a manner that is conducive to the needs of women police officers?
- Are there specific provisions to facilitate women police officers to be assigned closed to their home areas, or if married to police to remain together in the same location?
- Are breaches of discipline by women and men police officers dealt with in the same manner?
- What is the general/prevalent attitude of the current police leadership and of the male police officers towards women police officers?
- What are the main crimes committed against women and girls within the home and outside of the home? What are the cultural and other barriers that discourage the reporting of crimes by women/girls?
- Do police have established protocols, specialized personnel and units (e.g. crimes against women cell or family support units) for dealing with sexual crimes and domestic violence? Are such police cells staffed by policewomen?
- Are there separate police holding cells for women? Are women detainees supervised and searched by female officers and staff? Have feminine hygiene needs been addressed where women are kept in holding cells?
- What specific facilities and services are pregnant and nursing mothers provided with in detention?
- Are there traditional and non-traditional services (e.g. women help lines) available to women to facilitate their reporting of crimes, especially of a sexual nature?

Judicial Sector and Reform:

- Are there efforts to build the capacity of women and men in order to enable them to fully participate in legal/justice issues and governance?
- Are there plans to review the relevant legal (e.g., inheritance law, family code, credit regulations), policy (e.g., water, waste disposal, or housing fee subsidy policy), and institutional framework (e.g., current administrative system for concerned urban infrastructure services), and its gender implications?

Armed Forces Restructuring:

- What role do women play in the military, armed groups, police or any other security institution such as intelligence services, border police, customs, immigrations, and other law enforcement services (per cent of forces/groups, by grade and category)?
- Are actions supported to ensure women can be part of military, police or any other security institutions such as intelligence services, border police, customs, immigrations, and other law enforcement services?
- What plans are in place on giving women ex-combatants the option of joining the peacetime army and other security institutions such as intelligence services, border police, customs, immigrations, and other law enforcement services?
- What are the training needs of women in the military and armed groups?
- Is gender training included in the training package for the new army and other security institutions?

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Integrating gender into the Post Conflict Needs Assessment

The focus on gender in the Joint Needs Assessment helped to highlight how Liberian women have unequal access to areas such as education, public administration, the justice and political systems, and development and post-conflict peace building efforts more broadly.⁶

The Joint Needs Assessment Synthesis Report called for:

- Under the heading of *protection and monitoring*: a) establishing policies and related medical, psycho-social and economic interventions and legal redress for victims of sexual and gender-based violence; and b) establishing community monitoring mechanisms and advocacy campaigns against all gender-based violence.
- Under the heading of *transitional justice and peace building*: a) starting a nationwide inclusive reconciliation process through a Truth and Reconciliation Commission with broad-based national consultations, involving women and vulnerable groups; and b) establishing a fully functioning administration of justice, including an independent judiciary and a police service in conformity with international human rights standards in particular relating to juvenile justice and the protection of women's rights.
- Under the heading of *national capacity building in the fields of human rights, protection and gender*: a) building an adequate government capacity to promote and protect human rights, including women's rights, through the strengthening of the Ministry of Justice and the Ministry of Gender and Development; and b) ensuring the organisational, human rights and protection capacity of Liberian human rights, child welfare, and women's civil society organisations in order to create a culture of accountability.⁷

The methodology for Liberia's PCNA was reviewed by a multi-stakeholder group in 2006, which looked at how crosscutting issues were dealt with in the PCNA process. The examination highlighted that, during the PCNA, mainstreaming crosscutting issues into sector assessments represented a major challenge. In the case of gender, for example, the extensive checklists that were produced for each cluster, and of which the UNMIL Gender Checklist is an example, revealed themselves far too ambitious, and were not necessarily reflected by concrete implementation in the post-conflict reconstruction phase.⁸ Analysis by Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) of needs assessment in Liberia confirms these findings, further recommending that "future guidelines should clearly define the mechanisms for integration of cross-cutting sectors in the cluster analysis and reports."⁹

Outcomes of integrating gender into the PCNA

That gender was integrated into the PCNA in Liberia from its inception allowed gender-related issues and concerns to be raised during the Liberia Reconstruction Conference, with calls for donors' acknowledgement of and attention to the gendered dimensions of the Liberian conflict and post-conflict reconstruction efforts.

The findings of the PCNA process in Liberia influenced, at least in part, the integration of gender into the security sector reform process. The PCNA helped highlight that women must be included in the disarmament, demobilization and rehabilitation programme. By February 2005, 22,370 women and 2,440 girls had been disarmed and demobilized (out of a total of 101,495 persons). By the end of 2006, 13,223 of these women had been "reinserted" mainly into agriculture, formal education or vocational training.¹⁰ UNMIL developed a Gender Policy for the reform and restructuring of the Liberian National Police, under which

6 African Development Bank, *Liberia: Country Dialogue Paper 2006* (Abidjan: African Development Bank, September 2006), <http://www.afdb.org/fileadmin/uploads/afdb/Documents/Project-and-Operations/ADB-BD-WP-2006-99-EN-LIBERIA-2006-COUNTRY-DIALOGUE-PAPER.PDF> (accessed September 9, 2009).

7 National Transitional Government of Liberia, United Nations and World Bank, *Joint Needs Assessment, Synthesis Report*, February 2004. http://www.lr.undp.org/needs_assessment.pdf (accessed September 9, 2009).

8 United Nations Development Group, *PCNA-TRF Toolkit: Note on Integrating Gender Perspectives*, January 2009, <http://www.undg.org/docs/9925/FINAL-Toolkit-Note-Gender.doc> (accessed September 9, 2009).

9 Thomas Schaef, "Needs Assessment in Post-Conflict Situations, Case Study: Liberia" (Working Paper No.9, GTZ, January 2004), http://www.undg.org/archive_docs/4941-PCNA_-_Country_Studies_-_Liberia.pdf (accessed September 9, 2009).

10 UNMIL, Disarmament, Demobilization, Reintegration and Rehabilitation web-page: <http://www.unmil.org/1content.asp?ccat=ddrr&zdoc=1> (accessed September 9, 2009).

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a female recruitment program was established.¹¹ More than 100 female police recruits had completed their basic training by the end of 2007.¹² A Women and Child Protection Unit was institutionalised within the Liberian National Police in April 2005, tasked with, inter alia, the training of selected police officers to address crimes against women and children.¹³ A Women and Children's unit was created in Liberian prisons.

In the 2006 *Common Country Assessment for Liberia: Consolidating Peace and National Recovery for Sustainable Development*, a follow-up from the PCNA, an even more explicit gender-sensitive lens was adopted. For example, the assessment notes the need for finalising a national plan on sexual and gender-based violence, involving strategic interventions such as reform of the legal system (e.g., the establishment of fast-track courts and of psycho-social support mechanisms and 'safe homes' for survivors of gender-based violence), and ensuring that planning, programming, monitoring and evaluation processes are supported by gender responsive data and analysis.¹⁴

To date, gender constitutes one of the main pillars of Liberia's development strategy. For example, the UN Development Assistance Framework for Liberia 2008–2012 considers gender equality and women's empowerment as a cross-cutting issue, to be mainstreamed into all its programmed activities. Under the heading of peace and security, the UN Development Assistance Framework identifies the need to ensure that "national security policy and architecture is functioning in conformity with Liberia's human rights obligations, with particular attention to violence against women".¹⁵

Although it would be hazardous to say that the above results derive solely from the attention that was paid to gender during the PCNA process, they illustrate the importance and benefits of identifying gender-related concerns and issues from the initial assessment phases of any peace building and development processes.

11 William G. O'Neill, "Liberia – Background", *Paper prepared for UNDP*, January 2007. See also, UNMIL, *Launching of Special Education Programme for Potential Female Recruits of Liberia National Police* (UNMIL Press release, 22 January 2007).

12 From : http://gender.developmentgateway.org/Print-Item.10966.0.html?&no_cache=1&tx_dgcontent_pi1%5Btt_news%5D=272592&MP=10966-8509 (accessed September 9, 2009).

13 UNICEF, *New women and children protection section for Liberia's police*, (UNICEF Press Release, September 2005), http://www.unicef.org/media/media_28159.html (accessed September 9, 2009).

14 United Nations, *Common Country Assessment for Liberia: Consolidating Peace and National Recovery for Sustainable Development*, (Monrovia: UN, June 2006), <http://www.lr.undp.org/CCA%2028%20July%20FINAL%20FULL%20SMALL.pdf> (accessed September 9, 2009).

15 United Nations, "Consolidating Peace and National Recovery for Sustainable Development", *UN Development Assistance Framework for Liberia 2008-2012* (Monrovia, May 2007), http://planipolis.iiep.unesco.org/upload/Liberia/Liberia_UNDAF_2008_2012.pdf.

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Gender audit as a tool for enhancing gender in programming

The United States Agency for International Development (USAID)'s office in Tanzania carried out a gender audit between February and July 2006, in order to assess gender in programming issues as well as in practices and policies of the mission, including human resource issues, budgeting, and management.¹ The experience of USAID/Tanzania in conducting a gender audit - in the methodology used and in the follow up of outcomes - can be usefully applied to gender audit processes in other sectors, including in the security sector.

USAID's mission in Tanzania aims to improve public accountability at both the national and local levels; strengthen the educational and health systems; and increase agricultural productivity, market access, investment and trade so as to foster economic growth in the country.² Mainstreaming gender into all of these areas of activity is critical to their effective implementation, which implies the need for gender to be integrated into all practices and policies within the USAID mission.

Over the preceding five years, USAID/Tanzania had focused on gender as a crosscutting theme in mission programming. A gender assessment was conducted in 2003,³ after which USAID/Tanzania created a post of gender advisor within the mission, established a gender advisory group, institutionalised reporting on gender as part of the periodic portfolio reviews, and improved attention to gender issues in the procurement process. However, the mission had not implemented all recommendations included in the 2003 gender assessment, such as: the development and implementation of a gender strategy and gender monitoring system, and/or the establishment of a systematic process for measuring program impact on gender relations. Together with these identified gaps, two simultaneous conditions prompted the request for a gender audit from USAID headquarters. First, the mission was asked to develop a new country strategy statement for 2006–2010. Second, the mission recognised the importance of expanding action beyond programming, committing itself to addressing gender inequalities at all levels of programme and front office structures through the gender audit process.

The main purpose of USAID/Tanzania's gender audit was to be a tool for the mission's organisational planning, through a participatory process of self-assessment. The process was based upon a gender audit methodology developed by InterAction, an umbrella group of US-based non-governmental organisations.⁴ The audit followed the following sequence:

- a) Review of the current gender integration strategy and results
- b) Staff survey of attitudes and actions concerning a range of gender issues in the organisation and analysis of the survey responses
- c) Focus group discussions of the survey responses
- d) Drafting of an action plan to address issues raised during the audit process⁵

The audit was carried out in two phases: the gender audit survey was conducted in late February/early March 2006, and follow-up discussions were held in May 2006, with the final report completed in August 2006.

The gender audit at USAID/Tanzania was assisted by structural elements already in place within the mission to assist and support gender mainstreaming, including:

- Guidelines for gender mainstreaming in the procurement process
- A gender advisor and a Gender Working Group
- Statements supporting the targeting of gender inequalities in existing Country Strategic Plans and Country Strategy Statements

1 See: Deborah Rubin, and Elizabeth Missokia, *Gender Audit for USAID/Tanzania* (USAID, August 2006), http://pdf.usaid.gov/pdf_docs/Pnadh239.pdf (accessed September 11, 2009).

2 USAID, "USAID: Sub-Saharan Africa, Tanzania," USAID, http://www.usaid.gov/locations/sub-saharan_africa/countries/tanzania/index.html (accessed September 17, 2009).

3 USAID, *Gender Audit for USAID/Tanzania* (The Women in Development IQC, Office of Women in Development, USAID, September 2003), http://www.usaid.gov/our_work/cross-cutting_programs/wid/pubs/ga_tanzania.pdf (accessed September 11, 2009).

4 See: InterAction, "Commission on the Advancement of Women." InterAction, http://www.impactalliance.org/ev02.php?ID=7716_201&ID2=DO_TOPIC&collapse=7716 (accessed September 11, 2009).

5 Rubin and Missokia, *Gender Audit for USAID/Tanzania*.

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Gender audit as a tool for enhancing gender in programming

- Inclusion of gender issues as a topic on portfolio reviews forms
- A high level of awareness of the importance of addressing gender inequalities and their effects on development work among staff
- Completion of a previous gender assessment in 2003.⁶

USAID/Tanzania chose to bring in assistance to facilitate the audit: a consultant was appointed to organise and facilitate the audit process, including the design and analysis of the questionnaire, preparation of presentations, and writing of the reports. The USAID/Tanzania gender advisor, with support from the Gender Working Group, monitored the overall process, led the focus group discussions, and provided feedback at key points. The analysis of the survey data and the development of the action plan were commissioned to the consultant and the Gender Working Group, with feedback from other mission staff.

The gender audit survey

The gender audit survey was conducted between February 23 and March 3, 2006.⁷ The questionnaire model developed by InterAction was shortened and revised to be more relevant for an office within the US Federal Government. The number of questions was reduced from ninety to just over fifty. Questions relating to areas on which the federal government had established regulations, such as maternity and paternity policies, were not included, and questions about programming were revised to reflect the programming process at USAID.

The survey was distributed to 66 staff members at the USAID/Tanzania office in Dar es Salaam, including employees in all departments. A total of 57 surveys (86 per cent) were returned and included in the analysis, although not all of the returned surveys were complete.⁸ Of the 57 respondents, 49.1 per cent were female staff members, representing 90 per cent of all the women in the mission. Men comprised 47.4 per cent of the respondents, representing 77 per cent of the men in the mission. There was a consistent drop off in the response rate towards the end of the questionnaire, suggesting that an even shorter questionnaire would have been better.

Each question of the gender audit survey was analysed in three ways:

- a) for the mission as a whole
- b) disaggregated by sex
- c) disaggregated by staff position

The response provided a useful review of the general level of awareness of gender equity issues at the mission. For example:

- Although over 50 per cent of staff stated that gender criteria are either frequently or always part of USAID/Tanzania's acquisition and assistance procedures, there was little knowledge of the existing guidelines for gender mainstreaming in the procurement process, suggesting that a workshop on this would be helpful.
- Staff were aware of the existence of the gender advisor, and of the responsibilities associated with that position. However, only 30 per cent of respondents said that they were assigned responsibilities for gender integration "to a significant extent." Since it is not possible for the gender advisor to handle all the work of gender integration for the entire mission, this set of responses suggested the need to strengthen the Gender Working Group's skills in gender integration and to clarify their responsibilities, so that the responsibilities for ensuring that gender is mainstreamed in all offices was shared more widely.
- On the program side, there was a widespread perception that the views of men and women are incorporated into project design through a participatory process, and that

⁶ USAID, *Gender Audit for USAID/Tanzania*.

⁷ USAID, *USAID/Tanzania Gender Audit Newsletter*, Issue No.1, May 2006, <http://www.devtechsys.com/publications/documents/GenderAuditNewsletter1-Final.pdf> (accessed September 11, 2009).

⁸ Deborah Rubin, and Elizabeth Missokia, *Gender Audit for USAID/Tanzania*, USAID, August 2006, http://pdf.usaid.gov/pdf_docs/Pnadh239.pdf (accessed September 11, 2009).

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project design was influenced by women's groups or networks. However, while over 70 per cent of staff thought that sex-disaggregated data provides useful information for project design, only 15 per cent said sex-disaggregated data was collected, and only 43 per cent said sex-disaggregated data was analysed at the activity level to a significant extent or to the fullest extent. These responses pointed to the need to more systematically utilize the sex-disaggregated data that is collected.⁹

The gender audit focus group discussions

In the focus group discussions, many staff members took the time to discuss the results of the survey and to brainstorm possible action steps for the mission to better integrate gender issues into programming and to achieve a higher degree of gender equality in the mission's human resources, procurement, and other operations.

A total of 68 people from the mission participated in one of the six focus group sessions, being 80 per cent of those who were invited to participate.¹⁰ The focus groups were organised primarily in groupings of the same sex and the same staff position, based on the outcomes of the survey. Firstly, the sex-disaggregated survey results did not show many important differences between men's and women's responses, and the gender audit team thought that single-sex focus groups might provide greater clarity as to whether opinions on some topics differed to any extent. Secondly, it was evident from the survey results that the administrative and technical staff returned the greatest number of "don't know" answers. As a consequence, administrative and technical staff were grouped together, so as to have the opportunity to provide them with additional explanations about gender, and to explore their views on the survey questions more easily.

Each focus group started with introductions of the team members facilitating the discussions. The facilitators were primarily members of the mission's Gender Working Group. After the introductions, a short exercise looking at men's and women's expected roles or characteristics helped to warm up the group for discussing their own opinions and experiences. Each group viewed a short presentation to remind them about the gender audit process and the highlights of the survey results. After that, the floor was opened to the views of the group. The focus groups' discussions were organised into three parts: first, to hear the participants' reactions to the survey results; second, to explore the meaning of their survey answers; and third, to brainstorm about ideas for moving forward.

The Questions Posed*:

Reaction to the survey results

- What surprised you most about the survey findings?
- Do you think that the survey results give an accurate reflection of the situation in the mission?
- Which are the key areas of difference that you see between men and women in working together?
- Who in the mission is responsible for ensuring that gender equality goals are met?

Exploring the meaning of the results

- How many of the group members have had any training on gender, gender analysis, or other aspects related to gender?
- What are the strengths of the mission's current approach to gender in programming and/or management?
- What are the main challenges facing the mission in gender integration?

Brainstorming ideas for moving forward

- What actions do we need to take to deepen our commitment to achieving gender equality in programming and mission management?

* USAID, *USAID/Tanzania Gender Audit Newsletter*, Issue No.3, May 2006, <http://www.devtechsys.com/publications/documents/GenderAuditNewsletter3-Final.pdf> (accessed September 11, 2009).

9 *Ibid.*, 9.

10 USAID, *USAID/Tanzania Gender Audit Newsletter*, Issue No.3, May 2006, <http://www.devtechsys.com/publications/documents/GenderAuditNewsletter3-Final.pdf> (accessed September 11, 2009).

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- **Findings**

The focus groups both confirmed many of the results of the survey and provided clarification on ambiguous results. In particular, they confirmed two important and very positive findings from the survey:

- a) There was a wide general awareness and acceptance of USAID's mandate for gender integration across the Agency's programs and operations;
- b) Employees at USAID/Tanzania, both US and Tanzanian, felt comfortable with the working environment and felt that they were respected and valued members of a common team, regardless of their sex.

In particular, the gender audit revealed the following strengths in the USAID/Tanzania mission, with regards to gender equality:

- Having a mission director who is at the forefront in raising awareness about gender issues all the time
- Having accomplished women as role models and having men able to work with accomplished women
- Many women employees in positions of responsibility
- Having a gender advisor
- No job discrimination or segregation
- Strong support for integrating gender in procurement
- Willingness to commit time and resources to a gender audit

And the following challenges:

- Finding an appropriate allocation of time and resources for gender integration
- Addressing gender issues early in programme design and identifying meaningful indicators for tracking progress in reducing gender inequalities
- Help technical staff access relevant information on gender issues
- Identifying best practices in gender integration
- Improving reporting on activities that are achieving successes in gender integration

The gender audit suggested that gender mainstreaming could be enhanced through a series of measures. For example:

- Targeted training of the Gender Working Group could empower them as leaders in gender integration for their respective teams and administrative offices
- A coordinated and sequenced action plan to build an integrated programme to enhance gender equality in the workplace and reduce gender constraints in mission programming could be put in place
- Successful efforts in gender integration should be shared, and greater attention be paid to identifying substantive gender issues in the procurement process and in the design of program activities.

One of the results expected from a gender audit was the articulation of USAID/Tanzania's vision about its goals in relation to gender equality. The focus group discussions provided several clear statements relevant to the articulation of a gender vision, which served as a basis for drafting the following gender vision statement:

USAID/Tanzania supports the achievement of gender equality in all mission offices and programs. Each member of the mission, from technical staff to the front office, from procurement to the motor pool, shares the responsibility for working toward the goal of gender equality and has a distinct role to play in its achievement. Each staff member will treat others with respect, regardless of sex, whether in their offices or in the community. Mission management will establish appropriate gender policies in consultation with mission staff and will be responsible for disseminating and implementing those policies. In their relations with each other, the staff of USAID/Tanzania will be a model for gender equitable relations in carrying out of both their development programs and their relationships with implementing partners, government officials, and members of the wider Tanzanian community.

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The United States National Center for Women & Policing (NCWP), a division of the Feminist Majority Foundation, was established in 1995 with the objective of educating criminal justice policy makers, the media and the public about the impacts of increasing the representation of women in policing. Its goals include ensuring that gender is always considered during analysis of policing issues and that law enforcement agencies strive for gender balance. The NCWP provides training and assistance programs to communities around the United States on strategies to increase the numbers of women in policing and improve response to domestic violence, including police family violence.¹

The NCWP self assessment guide

In 2005, with a grant from the Department of Justice, the NCWP developed a “self-assessment guide” to assist police agencies to examine their policies and procedures, and to identify and remove obstacles to hiring and retaining female employees. The self-assessment guide is organised as follows: each chapter contains a section stating the problem, and listing those aspects of the various issues that may require legal input and review. The following section provides solutions that may assist agencies in removing obstacles to hiring and retaining women. Whenever possible, model policies in use by other law enforcement agencies are included. References, resources and points of contact are then provided for persons or agencies with pertinent expertise and innovative programs. A comprehensive checklist gives an overview of the steps involved at each stage of the self-assessment process.²

The guide recommends that before a police department develops a strategic recruitment plan to increase the number of women recruits it should:

1. Conduct a *self-assessment* to compare what it is doing to recruit women to the universe of known strategies.
2. Perform a *statistical analysis* of its selection process by gender to determine whether women are being disproportionately screened out at any stage.
3. Determine which *women-specific recruitment strategies* would require the least amount of effort while likely yielding a high return and, as a second choice, which strategies would require high effort in exchange for a high return. Options may vary from one department to another.

The guide contains recommendations for continuous monitoring and evaluation of recruitment programmes, once these are implemented. For example, it suggests that the application for law enforcement officers contain questions about how the applicant learned about the position. At least once every six months, the recruitment committee should meet and review the recruitment program. Careful data needs be kept in order to determine which pieces of the recruitment plan are successful.

Effective use by the Albuquerque Police Department

The Albuquerque Police Department, in the state of New Mexico, used the self-assessment guide in their *New Workplace for Women* project, initiated after the Department realised it had a dwindling number of female applicants. The first phase of the *New Workplace for Women* project was needs assessment, and building of support for the project. This consisted of:

- a. Assessment of the Department’s readiness to integrate women into traditionally male jobs, by means of: anonymous surveys of female and male officers, focus groups, interviews with key stakeholders, reviews of policies and procedures, examinations of statistical information, as well as of equipment, uniforms, bathrooms, and changing facilities. This workplace environmental assessment was conducted for the Department

¹ NCWP, “NCWP Training Programs,” NCWP, <http://www.womenandpolicing.org/training.asp> (accessed September 9, 2009).

² NCWP, *Recruiting and Retaining Women: A Self-Assessment Guide for Law Enforcement*, (Los Angeles: NCWP, 2005), <http://www.ncjrs.org/pdffiles1/bja/185235.pdf> (accessed September 9, 2009).

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- by the Institute for Women in Trades, Technology & Science (IWITTS), using the NCWP self-assessment guide.³
- b. Involving key stakeholders and development of a leadership team supporting the recruitment of women into the police force.
 - c. Building support for the *New Workplace for Women* initiative in the Department by means of: presentations about the new initiative in staff meetings, use of newsletters and other internal communications mechanisms, one-to-one discussions and focus groups.

At the end of this exploratory phase, the IWITTS recommended the Albuquerque Police Department conduct a self-evaluation to address, *inter alia*, the following questions (taken and summarised from the self-assessment guide):

- *How are you recruiting? Even more importantly, are you doing active recruitment?*
- *What messages are you sending? Look at your recruitment brochure: are you reflecting that women are welcome?*
- *Look at your retention rates—do they differ in terms of gender and race?*
- *Look at your sexual harassment policy, and at behaviours that are tolerated or not in your organisation.*
- *What are your childcare, family leave, and pregnancy policies?*
- *Does your department provide or have access to appropriate equipment and uniforms for women?*

Findings and steps taken

As a part of the IWITTS assessment, the *New Workplace for Women* project team examined hiring practices by means of an adverse impact study, which assessed at what stage of the selection process applicants were being lost on the basis of race and gender. The study revealed that a disproportionate number of female and racial minority applicants were being screened out in the physical agility testing. To address this problem, the Albuquerque Police Department offered a “pre-test” for physical agility, during which applicants were given advice on how to improve their physical agility so to increase their chance of passing the test.

The next step of the *New Workplace for Women* project consisted in examining the recruitment program. This was found to be passive - many departments just waited for applicants to walk in the door. The Albuquerque Police Department then initiated an active recruitment programme, which consisted of advertising in newspapers, on billboards and on city buses, as well as placing flyers in places where women could see them, such as gyms, community centres and grocery stores, involving the media, and organising career fairs for women.⁴

The *New Workplace for Women* project also included:

- *A plan of action:* IWITTS created a report and plan of action based on the assessment.
- *An implementation team:* The Albuquerque Police Department formed a team of female and male officers in leadership positions to be responsible for implementation of the plan of action.
- *Initiatives to ensure political will:* Recruitment and retention of female officers was given top priority by all leaders in the Department.
- *Changes to the selection process:* Board interviews were replaced with a critical incident interactive video that rated, *inter alia*, how participant responses eliminated gender

³ The IWITTS is a US non-governmental organisation that aims to provide the tools to successfully integrate women into male-dominated careers by means of training, publications, products, e-strategies and research projects. See: National Institute for Women in Trades, Technology and Sciences, “New Workplace for Women,” NIWTTTS, http://www.iwitts.com/html/new_workplace_for_women_projec.html (accessed September 9, 2009).

⁴ National Association of Women Law Enforcement Executives, *NAWLEE News*, volume 1, no.24, January 2006, http://www.nawlee.com/newsletter/2006_january.pdf (accessed September 9, 2009).

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- bias. Female officers were involved in the selection process.
- *Initiatives to prevent sexual harassment*: An anonymous climate survey was conducted; a zero-tolerance sexual harassment policy instituted; 8-hour police-specific training on preventing sexual harassment for supervisors.
 - *Improving retention strategies*: Uniforms and equipment in smaller women's sizes were made available; physical education instructors adjusted training regimes to prevent women recruits from suffering disproportionate leg injuries; a study on child-care issues was initiated.

Outcomes

In less than two years the *New Workplace for Women* project showed significant success in recruiting female officers and creating a supportive work environment for them. The proportion of female recruits in the academy increased from 10 per cent to 25 per cent and the women were retained at rates comparable to those for men.⁵

⁵ Joseph Polisar and Donna Milgram, "Recruiting, Integrating and Retaining Women Police Officers: Strategies that Work," *The Police Chief*, (October 1998): 42–53.

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