



THE INTERNATIONAL SECURITY SECTOR ADVISORY TEAM  
THE GENEVA CENTRE FOR THE DEMOCRATIC CONTROL OF ARMED FORCES (DCAF)

# GENDER AND SSR REPORT 2016

PROGRESS REPORT FOR ISSAT'S 2016  
GENDER AND SSR RELATED WORK

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# ISSAT Gender and SSR Report 2016

## Progress Report for ISSAT's 2016 Gender and SSR Related Work

Gender-sensitive Security Sector Reform (SSR) processes are a priority for ISSAT. Through its current Programme of Work's first Strategic Objective<sup>1</sup>, ISSAT has explicitly committed to 'promote gendersensitive reform for its Members'. In spite of limitations linked to the nature, scope and available resources to its mandates, ISSAT continues to provide needed knowledge, skills and tools to mainstream gender into its Members' programmes and –when possible- strategic planning.

### Policy

On the policy level, when appropriate, ISSAT helps shape its Members' thinking and strategic focus on gender and SSR. In 2016 during an International Assistance Review Roundtable consultation organized by Canada, ISSAT provided evidence-based comparative analysis of Canada's role, niche areas and value-added in promoting gender equality and SSR. The paper submitted to this international event at Canada's request concluded that Canada has been one of the first and most prominent supporters of women empowerment and SSR. ISSAT has recommended that Canada build on its expertise in areas such as gender-sensitive strategic planning, Sex and Gender-Based Violence (SGBV) and working with men and boys to achieve gender-equality (Kenya, Myanmar, DRC, Somalia, Sudan) to scale up and mainstream its efforts throughout its SSR-related efforts.

Last year was also a milestone for the European Union's approach to Security Sector Reform. Gender equality was identified as a key priority for this institution. ISSAT provided [field-based, operational research in three countries \(Mali, DRC and Ukraine\)](#) examining achievements and shortcomings of EU programming with respect to gender equality and human rights. The study noted that gender equality aspects should be included as standard components of assessments for EU missions and programming and not simply as an add-on at the end of the process.

Beyond the study, ISSAT ensured gender concerns were mainstreamed across the activities it has completed on behalf of the EU in 2016, including the facilitation of Member States discussions in preparation of the new strategic framework. This event was one of the rare opportunities for EU Member states and bodies to discuss Security Sector Reform. The informal report produced by ISSAT highlighted the importance of the new framework to integrate provisions by UNSC resolution 1325 and provide adequate support to its female and male staff when they deploy to specific cultural contexts.

### National Security Strategies

Fiji was in process of developing its National Security Strategy (NSS) and a series of White Papers in 2016 with UNDP providing low-key support to this process. Upon request from UNDP, ISSAT provided its expertise and facilitation skills ensuring that attention to gender equality remain high on the agenda at such a decisive moment for SSR strategy in Fiji.

This case presents a good example of how ISSAT influences national strategies processes' using international good practice on gender equality measures. ISSAT provided UNDP with a "holistic" frame for approaching SSR strategies which put gender equality, accountability and oversight of the security sector at the basis

<sup>1</sup> Strategic Objective 1 and Outcome 1.4: « ISSAT support to its Members helps promote gender-sensitive SSR processes in line with international good-practice.»



of NSS. Also ISSAT provided key national figures and decision-makers with concrete data and information regarding women, peace and security informing their thinking about women's role in peacekeeping. This included a brief about key UN Security Council resolutions and advocacy-related efforts for an increase in number of women deployed to the field as a means to increase operational effectiveness of contingents and curb sexual abuse and exploitation.

This was all presented in a framework of latest thinking on preventive SSR that ISSAT is able to articulate and justify based on its international outreach, providing credible solutions to decisionmakers, such as:

- Launching of targeted recruitment campaigns ;
- Removal of barriers excluding women from various categories;
- Improvement and diversification of employment pathways;
- Integration of images of female military officers and soldiers in promotional and communication campaigns;
- Implementation of surveys and studies on recruitment and retention;
- Tracking of data on representation and experiences , analysis and integration into policies;
- Implementation of changes to family policies ;
- Provide specialised support to female soldiers regaining physical fitness after pregnancy;
- Reform of measures addressing sexual harassment and abuse;
- Implementation of changes to facilities, uniforms and equipment;
- As an example – South Africa has 34% women in the military, including several 2\* generals.

## Programming

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Aiming to influence donor future programming on an operational level, ISSAT has ensured that gender aspects are mainstreamed throughout its Advisory Field Support (AFS) services to its Members.

France, which is a key player in SSR in West Africa, requested ISSAT's support in conducting a review of its key SSR programmes in Guinea, Burkina Faso and Ivory Coast. The objective was to look at how French support has been contributing to SSR processes in these countries.



ISSAT used gender as one of the criteria for the review. It concluded that gender equality aspects need to be systematically mainstreamed starting at the assessment phase. It also recommended that awareness raising activities be implemented targeting project staff in mission areas. ISSAT also ensured that the views of the gender expert (when available) were integrated into the process.

As part of ISSAT's significant focus on francophone contribution to West Africa's reform processes in 2016, the Organisation

Internationale de la Francophonie (OIF) has requested ISSAT's expertise in 2016 to conduct a desk review of main achievements in terms of SSR in Guinea, DRC, Ivory Coast and Mali, emphasizing "good practice" and trends when they exist. ISSAT mainstreamed gender sensitivity aspects into each of the "good practice criteria" developed for the research. The selected country case studies permitted learning in relation to gender equality and SSR specifically. The final report highlighted tools and practices that were designed and implemented to capture and integrate needs of men, women, boys and girls of the community into SSR programming. ISSAT highlighted participatory approaches used in Guinea, Mali, Ivory Coast and DRC and showcased how these permitted men and women of the community (of all cultural backgrounds) to contribute meaningfully to the reform process. One of the key messages from the report was encouraging OIF to build on its cultural knowledge of West Africa and play a stronger role in promoting participatory approaches as one of the key enablers of for more gender-sensitive SSR.

ISSAT has also been trying to reinforce capacity on gender mainstreaming and SSR in the Latin America and Caribbean region (LAC). In terms of programme design, [ISSAT has been assisting the Swiss Agency for Development and Cooperation \(SDC\)](#) to integrate gender indicators in their new programming cycle in Honduras.

In this endeavour, ISSAT has capitalised on strategic entry points in its support to SDC to incorporate gender issues and indicators in the surveys, studies and mapping exercises that have been recently implemented. This exercise created awareness of the impact of SDC's interventions in the security and justice sector and the need to operationalise a stronger gender-sensitive impact analysis of SDC's programming on girls, women, boys and men.

In supporting the Inter-American Development Bank (IDB) to develop [human rights risk mitigation guidelines for supporting citizen security](#), ISSAT promoted gender-sensitive approaches in programme design and implementation. Gender-sensitive approaches were mainstreamed throughout the guidelines in the form of good practices stemming from a mixture of international norms on gender equality and the IDB's own positive country experiences. Tools such as "conflict sensitivity" and "do no harm" were encouraged as a means for the IDB to capture the differential impact of their support on women, girls, boys and men. As a means to promote inclusivity, participation and non-discrimination the guidelines provide orientation towards a focus on genuine needs, a Whole of Government approach, including with agencies working on gender-based violence (GBV) prevention and the development of a strategic communications plan. A human rights risk tool was also included in the guidelines providing the IDB an analytical framework to identify the different dimensions of vulnerability people/groups face as a result of some form of societal discrimination—a key element to addressing and preventing GBV. ISSAT's support to the IDB consisted of workshops on the above issues and tools as a means to bridge the guidelines and their updated Institutional Strategy 2016-2019 which prescribes for gender equality and diversity to be given special attention as a cross-cutting issue.

One of the highlights of 2016 and as part of its support to multilaterals, ISSAT undertook a [key review of the Functions, Structure and Role of the United Nations Police Division \(UNPD\)](#) which could have an impact on how future UN policing could be shaped. In this capacity, ISSAT used this opportunity to try and influence UNPD's thinking and support to gender-sensitive international policing.

Achieving gender-balance in terms of representation and participation has remained difficult throughout the United Nations Police Division External Functional Review process, despite it being a priority for DCAF-ISSAT and the UN. For instance, during the selection of personnel for the review team no Member State put forward a qualified female Police Officer for selection. As a result, the individuals selected to represent that expertise (three of the expert panel) could not be drawn on a gender-balanced basis. At the senior leadership level of the review team, one of the joint heads of the expert panel was female, which provided a clear representation of gender-equal leadership. The UN Member States' nomination of SSR thematic experts upheld the gender parity rule.

Broadly speaking, the issue of gender-equal representation in UN policing has proved intractable, with many national police services providing a disproportionate number of female officers (in comparison to their current national balance) in an attempt to meet UN quotas. During the consultations, ISSAT explicitly encouraged the equal inclusion of female and male voices. In some instances (particularly in the field), ISSAT had to specifically reach out to females to support equal participation.

Substantively, ISSAT dedicated a whole session to UNPD staff in charge of the gender equality agenda at headquarters. The findings of the review report acknowledged the opportunities (such as coordination networks, training toolkits, resource packages, UN resolutions and policies, etc.), highlighted the innovations (such as the specialized civilian training teams on Sexual and Gender Based Violence-SGBV- from Rwanda and Uganda in South Sudan) but also noted the challenges that persist in terms of representation and field-adapted solutions (gender equal representation for deployment, SGBV and curbing Sexual Exploitation and Abuse).

Key recommendations from this mandate included the need for the Deputy Head of UN Police Division become the focal lead for in-house gender mainstreaming, sending a strong leadership message and ensuring top-down management commitment to gender equality. Another important recommendation was the need to conduct a gender review of recruitment and selection strategies of the Police Division to encourage criteria and procedures that facilitate and actively encourage stronger access for women who are underrepresented in current policing capacities.

## Training

Gender-sensitive SSR processes are also a key priority for ISSAT trainings. The course material for all ISSAT supported trainings is designed with specific attention to gender issues. Pre-course readings include UN Security Council resolutions with specific focus on women, children and peace and security issues (1325, 1820, 1888, 1889, 1920, 2106, 2122). All DCAF publications dealing with gender and SSR are part of the resource package for the courses. ISSAT ensures an adequate balance between policy-level gender equality frame-



works and project-management specific tools (such as the DCAF Gender and Security Sector Reform Toolkit). In all ISSAT trainings, gender-sensitive SSR examples are used, especially as part of group work and exercises, and the importance of gender equality in achieving effective reform outcomes is stressed throughout the course. In addition, all of ISSAT DCAF/ISSAT trainings include at least one female and one male facilitator to maintain gender balance in terms of approaches and experiences.

In terms of in-house gender capacity building, DCAF holds an organisation-wide training workshop on gender equality and security sector reform; all ISSAT staff regularly attends this awareness-raising event.

**The Level 1 Introductory training on SSR.** In both its online and face-to-face versions— this introductory course to SSR includes a dedicated module on Gender and SSR. ISSAT has developed this module three years ago adopting a holistic approach to SSR under the human security lens. This approach that is used throughout the course aims to raise awareness of training participants to the needs of women, men, boys, girls and the elderly as the foundation of SSR processes.

**The Level 2 Advanced training on Security Sector Reform.** This course which adopts a sectoral and thematic approach to SSR uses a gender mainstreaming approach to integrate gender issues throughout the material. The course provides entry points for considering gender-specific issues during programming and allows the identification of entry-points for integrating gender data and analysis. It provides specific examples of the effectiveness of gender-sensitive approaches to SSR. For example, the police reform module develops a key message related to the importance of fully mainstreaming gender into police development, leading to more effective reform outcomes for both the police and community.

In terms of specialized training courses, ISSAT developed a module on addressing **Sexual Exploitation and Abuse for the annual Swiss Peacebuilding Training Course**. The module aims predominantly to help the participants understand the mechanisms that can be put in place at a variety of levels to address Sexual Exploitation and Abuse, including by the military, the United Nations, the host nation government, Troop Contributing Countries, local NGOs and the media. ISSAT has been also delivering this module for a mix of military, government officials, multilateral representatives and NGOs from around the world. ISSAT is looking to replicate it elsewhere where we are asked to do so.

The [Police Masterclass](#), is a good example of putting gender at the heart of police reform capacity building. The course aims to provide knowledge and concrete experience-sharing between senior police reform advisors regarding SSR with a human security lens through approaches such as community policing. Concrete examples are provided showcasing the inclusion of gender equality in the access, use and accountability of security institutions.

## Advocacy and Outreach events

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ISSAT (on behalf of DCAF) substantively supported the Geneva Peace Talks in September 2016. This public event co-organized by the [United Nations Office at Geneva, Interpeace](#) and the [Geneva Peacebuilding Platform](#) was organised to celebrate the International Day of Peace. ISSAT used this international platform to facilitate the participation of a prominent politician and activist, who was also the first woman to ever run for President in Guinea. ISSAT selected an experienced and charismatic female figure, Hadja Saran



Daraba Kaba, who has first-hand experience in peace negotiations and Disarmament Demobilisation and Reintegration (DDR) processes implementation. The intention was to highlight the key role of women in areas that are perceived to be dominated by males (mediation, DDR and peace negotiations). [Her speech](#) successfully showcased to an international audience of political and development decision-makers and practitioners that in the most hostile and challenging SSR environments some women are achieving successes on grass-roots level that are not getting the attention they deserve from mainstream processes.

Another significant event for gender equality and SSR in 2016 for the LAC region was the first Meeting of the Regional Platform for Reflection and Discussion on the « Implementation of UNSCR 1325 under the Security and Justice Sector Reform Processes ». This event was organised jointly by the Institute of Education for Sustainable Development (IEPADES) and the Ministry of Foreign Affairs of Guatemala. ISSAT played a role of advocacy and awareness-raising through a presentation on integrating 1325 provisions in the implementation of national Justice and Security Sector Reform Plans. This issue being a significant gap in SSR planning in general, ISSAT took the opportunity to inform more than 50 participants from the region of Central America and who play a key role on peace, women and security how SSR can create an enabling environment for the implementation of UN Resolution 1325 national action plans.

## Knowledge management

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Another area for ISSAT to have an impact on international support for gender-sensitive SSR is to generate cutting edge knowledge products that are useful for SSR programming. ISSAT communicates those products to a Community of Practice of over 2000 members. The weekly Digest, a regular SSR-focused newsletter prepared and circulated by ISSAT, is a tool that is used to highlight gender-specific tools and resources to the larger SSR community.

Some of the examples of knowledge products that were produced in 2016 are:

- [Sustainability Top Ten Tips](#): Gender was mentioned as a specific element for sustainable SSR programmes in this product;
- [National Security Strategy](#) in Principles in Practice section: Gender equality is developed as a specific section of national security strategies with concrete examples and links to national security strategies that have included gender mainstreaming or specific reference to SGBV and LGBT rights;
- [A video on SGBV and SSR](#): was recorded as part of the lesson-learning process designed for the Zimbabwe Peace and Security Project (ZPSP);
- [Understand to Prevent](#): ISSAT has been working for the past two years on the SSR and DDR aspects of a Handbook being produced for Troop Contributing Countries. It is being carried out under the auspices of the Multinational Capability Development Campaign (MCDC). Chapter 8 of the current draft of the Handbook is on Gender Perspectives, with a section specifically on Conflict Related Sexual Violence.

From its female staff who have served in security forces, ISSAT has also provided contextual knowledge and background evidence to the recent DCAF publication [Teaching Gender in the Military](#).

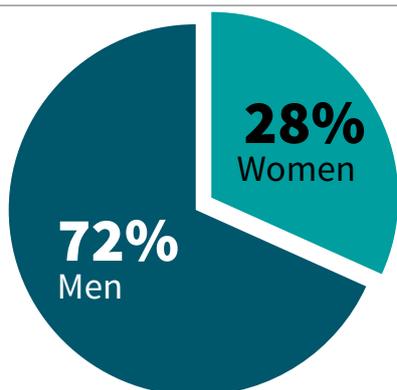
Lastly, ISSAT's Community of Practice forum hosted, moderated and promoted a discussion titled:

- [Is SSR male-dominated?](#)

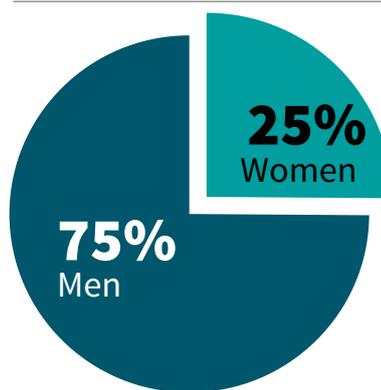
## Gender-sensitive representation

In terms of gender sensitive representation, ISSAT encourages its Members to nominate equal numbers of women and men for all its mandates. It encourages cultural representation but also diversification of views between headquarters and field-level representatives. However, despite it being a priority for most mandators, it remains difficult to attain gender-equal representation in ISSAT mandates. For example, in 2016, only 28% of all participants put forward by Governing Board Members to ISSAT's face-to-face trainings were women. Women were also under-represented in the e-learning participation rates. [Introduction to SSR](#) has registered 34% women and 66% men participants. The other two e-learnings ([Police Reform](#) and [Strategic Advising](#)) have had even lower percentages with 20% women and 80% men. This being said, 100% of the women trained by ISSAT -and surveyed one year after the training- have found that the ISSAT trainings have allowed them to better do their jobs.

**Gender Breakdown of Participants in ISSAT Face-to-Face Trainings**



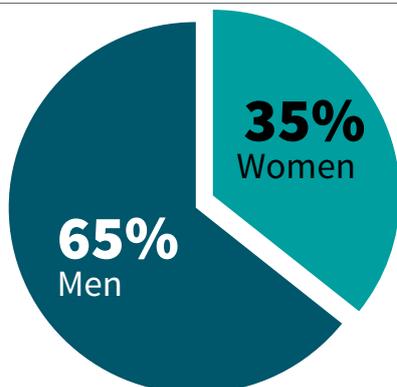
**Gender Breakdown of Participants in ISSAT E-learnings**



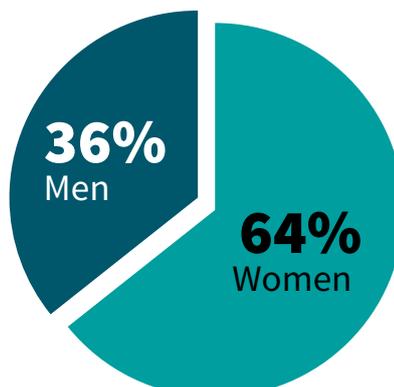
Advisory Field support mandates track gender representation in mandate teams' composition and in terms of the interlocutors contributing to the mandate's implementation (as partners or as target audience). Overall, most mandates reflect a gap between males and females in terms of interlocutors. In fact, out of the 55% of AFS mandates, for which data is available, 65% of the interlocutors were men and 35% women. For the same mandates, team breakdown figures were significantly higher for women with on average 64% women team members and 36% men team members.

Gender-balanced representation has always been a challenge for ISSAT which has little leverage on who participates in its mandates beyond its own team. SSR as a thematic expertise is a niche for which the right capacity with the relevant linguistic and cultural competencies can become quickly scarce. ISSAT strives however to overcome this challenge through paying particular attention to the substance of its work. Indeed in terms of AFS, in spite of having received only 55% of its mandate requests with specific mention of gender-sensitive issues, 90% of ISSAT's mandates mainstreamed gender throughout implementation and included gender specific provisions in the final products.

**Gender Breakdown of Interlocutors (partners and target audience) in AFS Mandates**



**Gender Breakdown of Team Members in AFS Mandates**





THE INTERNATIONAL SECURITY SECTOR ADVISORY TEAM  
THE GENEVA CENTRE FOR THE DEMOCRATIC CONTROL OF ARMED FORCES

# Providing operational support to reinforce the international community's security and justice reform capacity



## CONTACT US

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THE GENEVA CENTRE FOR THE  
DEMOCRATIC CONTROL OF ARMED FORCES

WEBSITE: [WWW.DCAF.CH](http://WWW.DCAF.CH)

THE INTERNATIONAL SECURITY  
SECTOR ADVISORY TEAM (ISSAT)

TELEPHONE: +41 (0)22 730 9400

FAX: +41 (0)22 730 9405

E-MAIL: [ISSAT@DCAF.CH](mailto:ISSAT@DCAF.CH)

WEBSITE: [HTTP://ISSAT.DCAF.CH](http://ISSAT.DCAF.CH)