



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



Monitoring ISSAT's Contribution to Gender Equality-Pilot Report

Findings and Recommendations

20.09.2018



Monitoring ISSAT's Commitment to Gender Equality Pilot Report

Background:

At the beginning of 2018, a pilot a case-study approach to demonstrate ISSAT's commitment to gender equality during the 2017 reporting cycle was initiated. The purpose of the case studies pilot is to develop a model for internally monitoring ISSAT's gender-sensitive approach that would enable senior management to quality control our commitment to gender equality as well as select the most emblematic case studies for internal learning, public dissemination and reporting to the Governing Board.

The diversity of ISSATs mandate methodologies including, but not limited to, long-term SSR programme backstopping, scoping missions, assessments or M&E of SSR programmes positions us to produce an array of insightful takeaways useful not only for SSR/G practitioners but also for the development community in general. Previous conversations with UNODC, OHCHR, OSCE and the EU have indicated a need for experience sharing and demonstrating problem solving when it comes to incorporating a gender-sensitive approach into methodologies supporting SSR/G.

As there is already a generalised institutional expectation to demonstrate a gender-sensitive approach to ISSAT's work¹, the case-study model takes our commitment further. The model proposes the added task of collectively agreeing on the takeaways and recommendations to share in mandate reports; a process comprising of continuous reflection throughout the mandate.

Methodology:

The methodology of the pilot was based on the assumption that case studies requiring a capture of experience-sharing takeaways would oblige mandate teams to continually reflect on the gender-sensitive approach from a methodological perspective in line with ISSATs guiding principles.

The methodology also worked on the assumption that the selected SSRAs and roster member participating in ISSAT mandates were sufficiently prepared to apply a gender-sensitive approach to SSR, or at least contribute actively towards a group effort in this endeavour.

Each mandate case study was expected to be 1-2 pages long (maximum) and include a very concise description of the mandate and methodology followed by three examples of how a gender-sensitive approach was incorporated into the methodology design process. The takeaways would employ a problem-solving approach of what worked and why.

The mandates selected for this pilot process included:

1. Backstopping support in Honduras
2. Sectoral Analysis in Niger, Chad and Burkina Faso for the European Trust Fund for Africa
3. Baseline Study: Juvenile Justice System in Albania

¹ See ISSAT's working principles



4. Nepal Justice Sector Assessment

Each mandate was allocated 1-2 junior ISSAT staff who volunteered to interview (semi-structured) available mandate team members. General guidance was provided to help junior staff frame the questions with the goal of extracting the mandate team member experience. Desk review of the report (if available) and methodology preceded the interviews.

In parallel, DCAF GSD was engaged to provide advice and tools useful for the development of guidance for the case-study model.

General findings case-study approach:

- The case studies provoked a collective reflection necessary for the identification of good practices employed but also missed opportunities. Such reflection is normally a fundamental step before lesson learning and subsequent steering can be internalised.
- Previous gender equality reporting was mainly activity based and did not provide enough substance for reflection, internal learning nor steering;
- In some cases, the team members had very different interpretations of how a gender-sensitive approach was incorporated into the methodology.
- The junior staff member(s) was thus challenged when deciding on which version should be shared in the case study. Junior ISSAT staff was instructed to note the emblematic shortcomings for meth cell discussion but to document in the case studies in a forward-looking manner;
- Interviews with mandate team members demonstrated disparate methodologies on how ISSAT should incorporate gender equality principles and on what ISSAT's gender-sensitive approach encompasses;
- The past and current internal quality control mechanisms for ISSAT's methodology did not consistently cover gender-sensitive approaches.

General findings gender-sensitive approach:

- All four mandates were able to demonstrate analysis that provided insight into the differential impact on women, men, boys and girls in relation to their mandate focus. However, the superficial mention of gender equality in reports and general lack of explicit mention in the methodology proposal gave the impression that a gender-sensitive approach was not cohesively applied or was simply addressed in an opportunistic, but limited manner. For example, the collection of sex disaggregated data was perceived as the main entry point for a gender-sensitive approach but no information was provided as to why or how this information was contributing to a process that aimed to steer the beneficiaries towards national policy goals and/or compliance with international norms;
- There was a common practice of describing one measure to mainstream gender as "gender perspective was adopted". This gives the false impression that gender was mainstreamed in all parts of the process which was not necessarily the case.
- Mandate team members identified inherent challenges in being able to unpack key gender issues in detail when gender equality is not the specific focus especially when the mandate seeks a more general overview (ex. Nepal case study) of the sector(s). There is very limited "what works" methodological guidance in general for SSR practitioners working on evaluations or assessments with such broad scopes.



Recommendations for a stronger gender-sensitive approach:

1. Encourage case studies to be authentic in problem-solving, no matter the extent of the shortcomings. However, the description should employ a forward-looking narrative proposing gender equality as a solution rather than an obligation. Examples of problem-solving under this narrative will be more constructive for internal learning;
2. The institutionalization of the GSD NAPRI instrument (annex 1) can over time position ISSAT to better apply a gender-sensitive approach even in mandates where gender equality is not a principle focus;
3. The [OECD's Gender Equality Policy Marker](#) (GPEM) is the instrument member states are now internalizing for reporting guidelines. The SDC for examples, have confirmed the GPEM has replaced their Gender Check List in January 2018. ISSAT should internalize its use particularly during mandates to guide the gender-sensitive approach. The GSD should be outreached for a quick tutorial on how it can best be applied;
4. Mandate ToRs should prescribe the (ISSAT) team lead with the responsibility for ensuring the team members have a structured way to channel their individual experiences and views for applying a gender-sensitive approach.

Recommended next steps²:

- To give the proposal legitimacy, the case-study model needs to be owned by senior management and communicated as such. The original initiative is currently viewed as a bottom-up approach;
- Develop a case study template and with a guidance one pager. The guidance should be aligned with SDG 5 & 16 with reference to DCAF (GSD) tools such as the NAPRI. Institutionalization of the GSD NAPRI tool will help align ISSAT language with that of the GSD;
- Implement GSD's recommendation to include the OECD-GPEM as part of the ISSAT's gender-sensitive approach (and monitored in the case studies). The GPEM is a light tool that will facilitate alignment with our bi-lateral GB member's approach. It uses a simple scoring system to qualify 5 key levels of intervention;
- Propose the original case-study versions to be managed by OAK as internal documents. In coordination with the mandate team lead, OAK should decide upon the utility and quality of the case study including how the information will be used for internal learning, public dissemination, shared only with the mandator and beneficiary, and which will be used for professional development;
- Request mandate teams from the pilot exercise (Honduras, Nepal, Albania and Sahel) to update the case studies incorporating GSD feedback (by Loraine Serrano) for submission for OAK processing. See the updated Honduras case study in annex 2.

² Assuming the case-study model proposal is accepted by senior management.



Annex 1: NAPRI" GENDER ANALYTICAL TOOL

N EEDS	Does the policy/practice/project meet the needs of women, men, girls and boys?
A CCESS	Do women, men, girls and boys (employees and/or population) have access to the rights, benefits and resources afforded by the policy/practice/project?
P ARTICIPATION	Have women and men (within the institution and/or society/CSOs) been involved in developing, implementing, and evaluating the policy/practice/project?
R ESOURCES	Is the distribution of resources (monetary, human, natural, structural, equipment, etc...) equitable and consistent with the identified needs of women, men, girls and boys?
I MPACT	What is the impact of the policy/practice/project on women, men, girls and boys (employees and/or population)?

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Annex 2: SDC's Citizen Security Programme in HONDURAS- Mainstreaming Gender to Promote a More Inclusive and Representative Police Force

The Swiss Development Cooperation's (SDC) Citizen Security programme in Honduras, in partnership with the Inter-American Development Bank (IDB), supported the implementation of the Government Policy on Comprehensive Civic Coexistence and Public Safety from 2013 to 2018. DCAF-ISSAT and Swedepace partnered as the Swiss JSSR Team to provide technical backstopping support³ to SDC and their partners during this period with a focus on supporting the police reform process.

As part of the police reform process, the National Police are driving forward a doctrinal shift towards a comprehensive community policing strategy that, amongst other goals, seeks to strengthen cooperation with government agencies including those working on gender equality and protection of vulnerable groups, and to reform the police education system which is considered to be military in culture.

The methodology designed by the Swiss JSSR Team to support SDC and partners, the Secretary for Security (SEDS), was adjusted in accordance with expressed needs over time. This resulted in a heavy focus on strategic change management of the police applying tools consistent with a [conflict-sensitive programme management \(CSPM\)](#) approach.

However, it was only in the later phases of the backstopping that the Swiss JSSR Team was able to effectively exploit a key entry point for gender equality promotion. When supporting the SEDS Strategic Planning Unit (SPU) theory of change (ToC) design for the implementation of their national strategy, the Swiss JSSR Team was able to steer the ToC Working Group towards alignment with national policies on gender equality.

Key to this was the vocal support of the Head of the SPU who would also become a key ally and cornerstone of the proposed ToC (see video link). The subsequent missions were able to build on this momentum by actively seeking more gender equality entry points as part of the monitoring of the SDC support programme results framework, which was a central component of the backstopping. Other factors that enabled the Swiss JSSR Team to promote gender equality in the backstopping was the incorporation of a national expert, who brought valuable experience working with women's organisations, and an ISSAT SSR Officer specialising in human rights-based approaches (HRBA).

During one backstopping mission in 2017, workshops with the SDC were conducted in Tegucigalpa to specifically identify HRBA and gender equality entry points in their new police reform support programme. Working through a conflict-sensitive scenario analysis it was recommended that the new programme should seek the development of internal policies that would strengthen system-



[Former Head of the SEDS SPU and Police Commissioner Gerzon Velasquez speaking on gender equality in the Honduras National Police](#)

³ Specifically, the Swiss JSSR Team engaged the SDC and partners in strategic change management of the police, strengthening civil society participation and influence, providing technical advice and support to SDC and counterparts, including JSSR thematic training, and introducing tools for conflict sensitivity, political dialogue, stakeholder analysis, scenario analysis and theory of change (ToC).





wide internal complaints mechanisms. Such policies should include those specifically for addressing gender quality and sexual harassment, in contrast to another proposal to support the creation of a gender unit in the police basic training college which would be expected to respond to complaints in the backdrop of a system lacking supporting policies. A parallel recommendation included the promotion of a female police officer's association, which would aim to influence internal policy on gender equality. This recommendation was inspired by the [female police officer's Association](#) created in Ecuador in 2017. However, after consulting with the national counterpart, it was decided the timing was not appropriate citing a fear of stigmatisation or backlash against officers championing such a proposal.

In this context, the methodology's conflict-sensitive approach, such as using the scenario analysis tool, enabled the backstopping to gain a greater appreciation of the challenges that female and male gender champions in police institutions are facing, as well as a deeper understanding of the conditions necessary for institutional change towards gender equality. This information would later influence the gender equality strategy contemplated for the 2018-2022 SDC programme of support to the government of Honduras.

Takeaways from 2017 backstopping:

- Consistent messaging backing gender equality from the senior SEDS SPU police manager was the catalyst for steering discussions during the ToC workshops in a direction that allowed the Working Group to identify gender equality entry points for inter-institutional synergies.
- The focus on strategic change management in the backstopping methodology enabled the close interaction with SEDS police managers that was needed to effectively support them to incorporate elements of the national gender equality policy, as outcomes, in the proposed national police strategy ToC.
- The Swiss JSSR Team national expert's previous experience working with women's organisations on the topic of security played an important role in understanding the challenges that police institutions face when promoting gender equality. Consultations with the National Police Gender Unit also benefited as did the overall quality of conflict sensitivity analysis in backstopping methodology.

Recommendations:

- Include in the backstopping team local relevant expertise when advising justice and security sector partners towards greater compliance with gender equality principles. This means incorporating gender equality into the methodology from the design, including when planning for a conflict-sensitive approach.
- When applying a ToC framework to similar backstopping support, HRBA and gender equality principles need to be framed as solutions to insecurity rather than adherence to an obligatory institutional check list process. This narrative should also influence the conflict-sensitive approach.
- Consultations with national counterparts should be continuous in the backstopping methodology to ensure the promotion of gender equality is informed and driven by the beneficiaries but also to ensure that no harm is done in the process.



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