



The Geneva Centre
for the Democratic
Control of Armed
Forces



Office for
Democratic
Institutions and
Human Rights

Integrating Gender in Security Sector Reform

Assessments, Monitoring and Evaluation:

Summary of a Virtual Discussion

June 04th – 29th

August 2000

Introduction

Men, women, boys and girls have distinct security needs, which must be taken into account by security sector personnel in their work to ensure an inclusive security for all members of society. The security sector is broad and embraces institutions from the police, military and rule of law agencies, to policy-making institutions and non-statutory security actors such as the media or armed militias. Moreover, country-specific contexts reflect different needs and practices. Assessment, Monitoring and Evaluation help to strengthen and sustain security sector reform (SSR) efforts. Assessing the condition and context of security before implementing SSR initiatives, measuring the success of reform efforts, and monitoring the process of SSR demand a gender perspective in order to respond adequately to the diverse security needs of men, women, boys and girls.

In order to begin a dialogue on how to integrate a gender dimension into systematic assessment of security needs, actors and entry points for reform, UN-INSTRAW organised a platform for discussion on this subject in June 2007. The issues raised during this discussion will serve as an input to a comprehensive tool on this topic, which will be published as part of the Gender & Security Sector Reform Toolkit developed by UN-INSTRAW, DCAF and ODIHR later this year.

During the four-week virtual discussion, almost 170 experts (the list of registrants is included as Annex 3) from various areas of expertise on gender and the security sector, and from across the world exchanged experiences and discussed what a gender-sensitive assessment, monitoring and evaluation process could look like. This summary attempts to highlight the main issues that were addressed by the participants of this virtual discussion. The discussion itself was divided into four modules:

1. Gender audits/assessments of the security sector
2. Integrating gender into SSR assessments
3. Integrating gender into SSR monitoring and evaluation
4. Monitoring and evaluating gender mainstreaming initiatives in the security sector

Bringing together two communities of practice - gender specialists and security sector specialists - was a challenge, especially with respect to methodologies, terminology and approaches to data collection and research. Terms such as indicators, audits, assessments and monitoring often have different meanings and imply different approaches depending on specific contexts, background and sectors. This discussion aimed to look at different strategies and methodologies in order to identify an operational basis for a gender-sensitive security sector reform based on reliable, valid and inclusive data. Evaluation and monitoring strategies for SSR from a gender perspective were also discussed in detail – and one of the recommendations of the discussion was a greater focus on the inclusion of a gender perspective in these processes. Finally, the discussion addressed how gender mainstreaming in SSR processes can be evaluated and monitored.

This summary looks at the challenges, opportunities, issues raised and suggestions made during the discussion, divided by module. In order to contextualize the discussion, common definitions of the different topics discussed in each module have been included. A list of organisations and institutions that were represented or referred to during the discussion is included as Annex 1, followed by a list of the documents that were referred to and exchanged during the discussion (Annex 2).

1. Gender audits/assessments of the security sector (Module 1)

Gender assessments and analysis of the gender-responsiveness of security institutions have been recognised as key entry points for the integration of a gender perspective into Security Sector Reform (SSR) processes. For the purposes of this discussion and the upcoming toolkit, the following definition will be referred to:

Gender audits provide a means of analysing gender issues at the level of policy, structure, budgets and personnel, including people's perceptions and understandings of gender in their own institutions but also on the equal participation in decision making processes. Specific gender audits and assessments can therefore serve as both a starting point and an evaluation and self-assessment of ongoing gender mainstreaming activities.

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During the discussion, Ingrid Jones (UNICEF) gave a very concrete description of what a gender audit of security sector institutions (SSI) could look like:

Look at the roles/occupations of females and males within the general public and then link the numbers/ratios to those females that are actually employed within the security sectors. How are security sector personnel recruited, does the role inspire females to apply and how are the interviews organised? An assessment of the organisational structure and promotion and roles of females and males should be undertaken to gain a base line of what is actually practiced. Recommendations with time limits for implementation could be given and then reviewed within the year. If possible both the people interviewed for the baseline survey and new recruits should participate in the review. This would provide an overall view if anything has changed or not.

Ingrid Jones, UNICEF

A. Challenges and opportunities

- **Starting Point:** Gender audits should be done before reform processes and gender mainstreaming initiatives are formulated or implemented. They should be undertaken at the beginning of the process in order to develop an accurate baseline for further evaluation and monitoring (*Emily Schroeder, Project Ploughshares*).
- **Who and how** data is gathered is also important as the participants will often give responses they believe the interviewer wants rather than what is actually the case. (*Ingrid Jones*)
- Assessment of security sector institutions can be effective only when the **goals/objectives** are clear, concepts are defined and actors are understood and engaged at all levels (*Jacqueline Ogega, Women's Program*).
- The tradition of **confidentiality** around the security sector makes it more difficult to access information and allow for broad participation in M&E processes.
- All SSR efforts and initiatives are embedded in the **socio-cultural context** in which they are carried out. It is important in measuring change within organisations vis-à-vis sex/gender-awareness and practice to be mindful that 'outside' the organization – other efforts will have an impact on the outcomes of internal processes.) (*Jocelynn A. Scutt, Independent Consultant*).

In some contexts, specific factors such as ongoing wars, droughts, lack of government (for example, in the case of Kosovo) become vital to the assessment of general initiatives and can change the outcomes to be measured (*Chris Corrin, International Centre for Gender and Women's Studies, Glasgow University*).

- More **financial commitment** from the international community to undertaking comprehensive gender audits is needed (*Emily Schroeder*).
- **Sufficient and reliable data:** Access to specific materials may be difficult and data collection often depends on the willingness security institutions to cooperate with audit processes. One challenge could be addressing the complexities of security sector institutions as both tools to help women exercise their rights, and instruments of repression/regulation. Nadine Jubb stated that in her academic and professional experience, the police in Nicaragua have been open to analysis and even criticism (*Nadine Jubb, Centre for Research on Latin America and the Caribbean/CERLAC, York University*).
- **Appropriate Indicators:** A need was expressed for wider agreement on appropriate indicators (*Emily Schroeder*).
- **Coordination:** Annette Sikka (*Emond Harnden LLP*) pointed out that “It is important to track other similar projects ongoing which may contribute to the factors which are being assessed (i.e. we often had several NGO’s and IGO’s implementing gender-based projects at the same time, thus impact could not always be attributed to one project).” Useful in this respect may be a greater understanding of SSR by category (i.e. police, prisons) and gender implications (*Emily Schroeder*).
- Issues such as **sexual harassment in the work place** often remain unaddressed and dealt with inappropriately (i.e. women may just be sent on sick leave) (*Jocelynn A. Scutt*).
- Gender assessments should be focused towards a gender mainstreaming process as a comprehensive evaluation method that can subsequently be used as part of the process of creating a **gender action plan**. (*Savka and Gordana, Union of Women’s Organizations of Macedonia*). By analysing a security sector institution the extent of its application of gender mainstreaming activities can be seen. This data can be furthermore be integrated in sustainable and comprehensive gender action plans. Furthermore such assessment outcomes can serve as an important baseline for further evaluation of gender mainstream activities.

B. Tools and Tips

- Savka and Gordana noted that gender assessments or audits should be carried out by **independent consultants** or women’s organizations that can guarantee more objective results. All personnel from the organisation/institution should be consulted as a part of the sex/gender assessment and it should be made clear that their input will be taken into account. (*Jocelynn Scutt*)
- **Ownership** is important: Unless you have key stakeholders from the institution involved in the organisation, review and analysis processes, it is much more difficult to involve them in action planning for addressing gender issues and promoting equality (*Juliet Hunt, Independent Consultant*).
- **A pre-assessment checklist** can help to coordinate the gender audit process (*Emily Schroeder*). Before the actual assessment begins, clear terms of reference should be drawn up with input from civil society and the security institution. (*Jocelynn A. Scutt*)
- An **impact assessment** of security policies and **institutional culture** with respect to gender-sensitivity should both be included in the gender audit process (*Savka and Gordana*)
- **Interviews, focus groups, surveys, sex-disaggregated data** (as well as data disaggregated by age, ethnicity and other factors) were mentioned by the majority of participants as being core tools for any gender-sensitive data collection. **Personal interviews** may provide the opportunity to access more detailed information about perceptions of insecurities and gender relations, particularly taking into account the atmosphere of confidentiality (*Jocelynn A. Scutt*).

- **Indicators** for measuring the impact of gender and SSR processes should take into account that change in perceptions and attitudes on gender issues is a long-term process, particularly within the context of the security sector (*Sylvia Braun, Universitaet Regensburg*). It is also helpful to distinguish between indicators that capture more easily measured items (e.g., number of people trained or promoted) and those that try to capture a qualitative change in the relations between men and women in terms of values that many of the security services depend on, such as trust and respect among members of the same unit, or improved relationships between men security sector personnel and women in the surrounding communities. Some concrete suggestions for **indicators** generated by the discussion include:
 - The **presence or absence of “sexualised objects”** such as posters and other images that depict females as ‘objects’ in a degrading and/or sexualized manner (*Ingrid Jones*)
 - **Personal commitment** to gender mainstreaming expressed by chiefs and rank & file, both men and women. (*Nadine Jubb*)
 - Adequate human, financial, and material **resources** allocated (*Nadine Jubb*)
 - Change in numbers of **women recruited**, retained, trained, and promoted, in both decision-making and operational posts (*Nadine Jubb*)
 - **Mechanisms and sanctions that respond to GBV** perpetrated by the security institution exist and are applied. (*Nadine Jubb*)
 - **Gender-sensitive services or programmes** - for example, mentoring programmes, spokeswoman programmes, assertiveness training, management training for women, etc. and other programmes are in place to alert all personnel - staff and management - to sex/gender issues, their own biases, equal opportunity/anti-discrimination requirements, laws relating to these issues, etc. (*Jocelynn A. Scutt*)

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

Juliet Hunt

2. Integrating gender into SSR assessments (Module 2)

The Development Co-operation Directorate of the Organisation for Economic Co-operation and Development (OECD/DAC) defines these initial security sector reform assessments as a:

Process of consultation, information gathering and analysis (...) (and a) methodology that involves gauging the local context and identifying priorities for support to security and justice development.¹

Prior to programme or project development such assessments lead to the determination of the programme objectives and generate baseline indicators for future monitoring and evaluation. “The importance of such assessments cannot be over-emphasized, as it enriches follow-up initiatives” stated Ilemobola Bukola Akosile (*Women in Peacebuilding Program*).

¹ OECD/ DAC, “The OECD DAC Handbook on Security System Reform (SSR)- Supporting Security and Justice” 2007 Edition, p.43

A. Challenges and opportunities

- Because a lot of SSR takes place in post-violence contexts, **conflict analysis** can be a useful starting point (*Anna Orrnert, International Development Department, University of Birmingham*).
- Health issues can also be a good entry point for working with a community. Experiences from India reflect that overall health is one sector from which the confidence of a community can be built, and can then allow for addressing more sensitive issues such as gender-based violence. Sanchetna, an NGO in Gujarat, India, is working with lower middle class minority women and has shown how working with families on health issues allowed them to then address gender-based violence (*Manmeet Kaur*).
- There is a common misperception that 'gender' just means 'women'. Indicators need to be developed that can capture the diverse experiences of security/insecurity, as well as the impacts of SSR, on both men and women. (*Anna Orrnert*)
- Sonja Lokar talked about the transformation of **gender relations** in the beginning, during and after a conflict at the example of the former Yugoslavia. The interrelation between nationalism and the redefinition (and militarisation) of gender roles has to be taken into account when dealing with SSR assessments in post-conflict societies (*Sonja Lokar, Stability Pact Gender Task Force, CEE Network for Gender Issues*). Apostolova Ruzica highlighted the different roles women play during and after armed conflict in her publication on disarmament, demobilisation and reintegration (*Apostolova Ruzica, HANSM*).
- The change in gender relations and the disempowerment of women during and after armed conflict need to be evidenced through relevant **indicators** (*Deborah Rubin; Cultural Practice, LLC*)
- The lack of adequate **technical capacity** to address the issue of context can be a major obstacle (*Bridget Osifo Osakwe, Women in Peacebuilding*), including potentially poor working conditions among security sector personnel (*Fredrick Anyanga Oloo, African Hood Association*)
- Information on the gendered impact of insecurity, conflict and SSR on women and girls may be even harder to come by as it is often not disaggregated by sex, which means the needs and priorities of women and girls remain 'hidden' (*Anna Orrnert*). Ingrid Jones gave a concrete example from Albania of how difficult the access to marginalised women and men can be: "Men prevent their daughters and wives from interviews and meeting with people outside of the home. It takes much time and patience to be allowed to speak with women and girls. The men have to trust the organisation or interviewers." Children and young people are in the main taught to respond in one way which is acceptable to their parents or teachers. This has been discovered during research and surveys into children's experience of their rights and the levels of violence they experience daily in schools, homes and institutions."
- It may be more difficult to measure 'security' than it is to measure 'insecurity'. Overall, there is a lack of agreement on standards. (*Bridget Osifo Osakwe*)
- **Patriarchal structures** generally, and cultural and traditional restraints on women may require special responses or arrangements so that women can participate in interviews (*Bridget Osifo Osakwe*)

"The starting point should be to look at the various policy documents by various governments but these are never available publicly. The NGOs that address conflict have diverse indicators and so we need to discuss on the best way to seek to have global indicators that can then be adapted to different regions and conflict zones. It is a very tricky issue."

Jacqueline Mogeni, CBSI Project, Nile Basin Initiative

- According to a research project that looks at the latest Eritrean anti-FGM law: "It is a typical situation where a government has 'interestingly' used the law as a tool to attract 'foreign aid' and not truly as a genuine **commitment** to eradicate FGM, one of the worst manifestations of VAW in Eritrea. This reflects on a discussion of VAW in the context of a purely private domain and somehow outside the parameters of political violence. Still, it makes a major component of the discussion on gender insecurity." (*Daniel R Mekonnen, Eritrean Movement for Democracy and Human Rights*)
- **Fear** among the public about reporting cases of violence is also a factor, especially in cases where the reporters can be stigmatized (*Fredrick Anyanga Oloo*). "Fear within the population, from women as mothers, wives, and sisters, for the men gone to fight, fear of physical violence against them. Worries about continuing with daily life. These insecurities are inherent through history but are very difficult to measure" (*Nurit B. Gillath, Haifa*). "As for fear of crime, there are plenty of qualitative analyses that show the "altruistic fear" that women express in everyday life, which is linked to the probability that daughters and sons will be victimized. Still, we believe that fear of crime is also used as a 'scapegoat' to disguise other insecurities related to the provision of health, education and employment" (*Lucia Dammert, Programa Seguridad y Ciudadanía*).
- There is a need to develop **generic AND context-specific indicators** and these indicators need to acknowledge multi-level objectives which include gender dimensions. (*Bridget Osifo Osakwe*) **Interpreting indicators** may be a challenge as Juliet Hunt states in the following example: "In some programs that I work with, we interpret an increase in reporting of crimes of violence against women and children as an indicator that women and children are increasingly becoming aware of their rights - and increasingly demanding some response from the legal and security sector - which is one step towards addressing the problem and may also indicates that the security sector (police in this case) has improved" (*Juliet Hunt*).
- **Language** cannot be underestimated – so may international reports are prepared in English and not translated, so that local women's groups and other actors are not aware of studies undertaken on their behalf and which could have profound impact on the ways in which they understand policy decisions and design strategic interventions (*Chris Corrin*).

b. Tools and Tips

- A baseline survey is advisory in order to get a snapshot of the current situation. Only then the conduct of comprehensive gender audits/assessments can be successful. (*Anna Orrnert, Research Fellow, International Development Department (IDD), University of Birmingham*) This baseline should give both qualitative and quantitative data that is provided by men and women, and girls and boys (*Ingrid Jones*). Gender audits and assessments can serve as baseline data. If there has no specific gender auditing or assessment being conducted, other forms of baseline surveys integrating a gender perspective are needed.
- **Results-based management and impact indicators** were mentioned during the discussion as useful instruments that help to distinguish between more immediate project/programme outcomes and their longer-term impacts.
- A thorough understanding of the **legal context** is also essential to addressing issues of gender and violence. More important still is the general context of **governance**. If "good governance" is a problem in most aspects of society, it is not likely that it will be easy to focus on issues of gender, which implies that a review of the general state of governance is also important (*Luc van Goor, Clingendael*).
- The involvement of **women's organisations and local institutions** can help in generating a gendered perspective on the security sector. If these organizations

distribute questionnaires and help with interviews, this might prove of utmost assistance to the SSR assessment (*Nurit B. Gillath*).

- **Religious organizations** are important actors that should also be assessed as security sector institutions. During the genocide in Rwanda for example, religious institutions remained central players, and religious leaders were key actors - religious institutions have been used to perpetuate both insecurity and security (*Jacqueline Ogega*).
- **Pre-assessment checklists, interviews** in private spaces (i.e. where men aren't around), **surveys** (for example on gender-based violence), **sex-disaggregated** data collection, **document analysis** (especially of institutional registries), focus group discussions, and **participatory methods** were some of the elements whose usefulness participants emphasised repeatedly during the discussion.
 - Existing **academic articles** available through search engines such as JSTOR can facilitate literature overviews at the beginning of the assessment (*Tammy Smith, Belfer Center for Science and International Affairs, Harvard University*).
 - It would make sense to have **focus group interviews** and to pay attention to the feeling of insecurity of various groups in society. This could be done in relation with the questions raised below about the need to disaggregate data (*Luc van Goor*).
 - The use of focus groups is very limited in terms of gaining the trust of vulnerable groups in order for them to feel safe enough to be able to fully share their views. Generally **small group work within communities** is more usefully carried out with specific groups such as women/men survivors of abuse, refugee groups, IDP groups and so on to gain meaningful and measurable needs assessment of concrete ideas for changing policies and practices specifically to gain broader insight into gendered insecurities (*Chris Corrin*).
 - "In my view the most important material is the **record keeping equipments** be it the machines and paper work and especially when the security officers and the public is not aware that such records are taken." said Fredrick Anyanga Oloo. Newspaper clippings (women journals, daily newspapers, military journals, etc.) can also help the data collection process (*Nurit B. Gillath*).
 - Different spheres for **disaggregated data** were discussed: sex, age, race/ ethnicity, economic patterns, religion, etc. Conclusively all patterns that may reflect unequal power relations are from major importance when it come to measuring (in)securities. Often these different spheres intersect in one person or group, for example elderly women who are part of a minority ethnic group (*Jocelynn A. Scutt*).
 - **Indicators** need to be realistic and practically measurable (i.e. not too complex, not too costly) and should conform to a basic international standard such as SMART: specific, measurable, achievable, realistic, time-sensitive (*Nadine Jubb*). Designing useful indicators relies on a good understanding of the objectives of a process or programme, in this case gender mainstreaming in SSR processes. Quantitative indicators that measure effectiveness need to be balanced with qualitative indicators that highlight outcomes such as attitude or behaviour change and provide more detail (*Anna Orrnert*).
- The **use of young people and women** to conduct surveys and assessments will gradually improve the accessibility of women and girls to information-gathering processes. International males could provide the lead by addressing some of the issues with local male counterparts (*Ingrid Jones*).
- **Gendered Insecurities:**
 - **Domestic violence** is a gendered insecurity which still must be made more visible and must also be taken into account in decision-making on 'high' policies such as security policy. In Germany there are excellent legal instruments to address this kind of violence, but it remains poorly considered (*Sylvia Braun*).

- Gendered insecurities can be better addressed through the development of a comprehensive methodology for its measurement using set indicators, including in the case of security for example: **physical and psychological violence, economic dependence**, etc. (*Savka and Gordana*).

3. Integrating gender into SSR monitoring and evaluation (Module 3)

The United Nations Development Program (UNDP) Handbook on Monitoring and Evaluation defines monitoring as:

A continuing function that aims primarily to provide managers and main stakeholders with regular feedback and early indications of progress or lack thereof in the achievement of intended results. Monitoring tracks the actual performance or situation against what was planned or expected according to pre-determined standards. Monitoring generally involves collecting and analyzing data on implementation processes, strategies and results, and recommending corrective measures.²

The OCED – DAC Glossary defines **evaluation** as:

The systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfillment of objectives, development efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors. Evaluation also refers to the process of determining the worth or significance of an activity, policy or programme.³

The findings [of research on “The Public and the Military” in Serbia and Montenegro by Jasmina Glisic]

...show that gender was highly discriminative variable, and that the number of men who claimed to be informed was two times bigger than the number of informed women. At the same time, significantly less women than men said they were interested in military and defence and this raises the question of possible mutual generating these two trends. Unequal social distribution of political knowledge makes reason for concern. As a rule, those who are already better positioned in political and social influence matrix at the same time have a higher level of general political sophistication. Therefore the cognitive deprivation reinforces the exclusion out of the political processes and decision-making. Therefore there is a strong and dangerous possibility of political abstinence in security relevant issues.

A. Challenges and opportunities

- Non-availability of M&E tools, even though gender policies and protective legislation might exist, is a major challenge during SSR processes (*Puleng Letsie, United Nations Development Programme*). Lessons learned and research efforts should be widely disseminated and shared with other organisations working on similar issues (*Anna Orrnert*).

² UNDP Handbook on Monitoring and Evaluation. See: http://stone.undp.org/undpweb/eo/evalnet/docstore3/yellowbook/glossary/glossary_m_o.htm

³ Working Party on Aid and Evaluation, “Glossary of Key Terms in Evaluation and Results Based Management”, OECD/ Development Assistance Committee, Paris, 2002, p.21/22.

- A key issue will be to identify whether gender is already included in current policies. An important entry point could be to use quantitative data for putting the problem of violence against women on the agenda, or for mapping the role of women in the security sector in relation to their role in other sectors of society. If on the basis of the latter mapping exercise, it is found that women are highly underrepresented in all sectors, it would be an extra reason to raise attention to the issue as a whole and to come with concrete entry points for improving the situation in relation to SSR (*Luc van Goor*).
- Data collection and evaluation in post-conflict scenarios/ developing countries can be extremely difficult due to inadequate or non-existent **infrastructure**. "The issue becomes more complex when leading global actors such as the EU continue to support a most notorious dictatorship [Eritrea] under a misguided 'foreign aid' scheme." (*Daniel R Mekonnen*)
- **Record-keeping** and information systems are often sparse, if available at all, and it is sometimes extremely difficult to impress upon the actors the genuine need for records and statistics (*Annette Sikka*)
- Giving specific examples and being able to interpret and develop the lessons from them will go a long way towards providing **practical means** to sensitise security providers across the whole spectrum in terms of what security means for women/men and girls/boys in different contexts and over time. (*Chris Corrin*)
- Rebecca Besant reported: "Our largest challenges have been **developing indicators** that we have the capacity and budget to measure, and not to simplify them so much because of these factors that they no longer valuably measure change." (*Rebecca Besant, Search for Common Ground*). Deborah Rubin also emphasised that "the issue of developing meaningful indicators that can actually measure change in key gender relations is one of the most important yet hardest components of any gender monitoring and evaluation plan. It requires both a clear and shared definition of gender and a **clear and shared vision** of the desired end result of the intervention before you can develop an indicator that measures the desired change." (*Deborah Rubin*)
- **Sexual violence perpetrated by security forces** towards women (*Fredrick Anyanga Oloo*) "I think one of the dangers of not paying adequate attention to security organisations that commit violence against women is that some of these forces are deployed on peacekeeping missions and carry this behaviour with them, thereby becoming a threat to the populations they are supposed to be protecting (the case of the Nigerian police contingent in the DRC, for example"⁴ (*Titi Ajayi, Centre for Peace and Conflict Studies*).

b. Tools and Tips

It helps to think of what we need or want to know to measure success, and then to think of how we can best find that out, within the constraints of resources and capacity (which often leads to the question of if/whether we can find in fact find it out), and how valid and reliable our methods and information will be - and then of course, who needs this information and why do we need it.

Juliet Hunt

- **Raise public awareness** through, for example, campaigns against all forms of discrimination within the security sector (*Fredrick Anyanga Oloo*)
- **Involve a broad group of stakeholders** in reviews, assessments and interim evaluations of SSR. Such involvement not only enhances local involvement (ownership) and capacity, but also helps in providing more direct feedback and input to the SSR process (*Luc van Goor*). **Consulting with local gender experts** and

⁴ http://watchlist.org/reports/files/dr_congo.report.20060426.php?p=11

civil society organizations including visiting the geographical area of study can also be a useful element (*Cristal Tojeiro, UNMIK*). Existing infrastructure and formal & informal networks from the local to the international levels should be used for assessment, monitoring, and other processes – faith communities were cited as one example (*Jacqueline Ogega*)

- It is useful to consider the **links between SSR, good governance and poverty reduction**, as governance and poverty reduction indicators might be useful in monitoring and evaluating SSR from a gender perspective (*Anna Orrnert*). Issues such as **corruption** need to be addressed consistently and with no exceptions (*Fredrick Anyanga Oloo*).
- Those undertaking evaluation need to be seen as legitimate - legitimacy can be strengthened by putting together a diverse team (which includes country, technical, evaluation and gender expertise). M&E should be built into core functions of management. It might therefore be useful to identify, encourage and train '**gender champions**' within management to ensure that gender is adequately addressed in M&E. It is important to get men as well as women in leadership positions involved as gender champions (*Anna Orrnert*)
- Directly, M&E could be used as part of an ongoing **involvement of women's input** by encouraging 'stakeholders' of various backgrounds to have input into how certain projects are to be evaluated – evaluating the evaluation process. (*Chris Corrin*)
- **Community policing and exchange programmes** where different security officers from different countries share ideas and experiences can be a particularly useful tool (*Fredrick Anyanga Oloo*)
- **Clear definitions** need to be established for terms such as 'review', 'assessment', 'monitoring' and 'evaluation' (M&E) in order "...to make sure that people are talking about the same thing. For example, monitoring and evaluation should be seen as two separate activities with separate purposes. Monitoring is an ongoing internal process to assess whether projects/ programmes are meeting their objectives at given stages of the process and take into account changing contexts, allowing for adjustment where necessary. Evaluation on the other hand is an external dimension that takes place at the end of a project or programme cycle" (*Anna Orrnert*) It's crucial to make the **distinction between project/ programme outcomes and their longer-term impacts** - even when programme outcomes might be successful, they might have longer-term impacts and unintended consequences with different gender impacts (*Anna Orrnert*)
- A **combination of methodologies** is probably the most useful approach, depending on what the purpose of the M&E exercise is (*Anna Orrnert*), as demonstrated by the example of gender training and recruitment at UNMIL. Recruitment figures alone do not tell you enough, since many women leave after a short period of employment. A quantitative measure like this could be supplemented by a qualitative approach, including interviews with both women who leave after a short time, and those who stay in order to develop a better understanding of the reasons that both encourage and discourage women security sector personnel (*Deborah Rubin*).

4. Monitoring and evaluating gender mainstreaming initiatives in the security sector (Module 4)

Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all spheres so that women and men benefit equally and inequality is not perpetuated.⁵

A. Challenges and opportunities

- **Power structures** are often based on relationships between institutions (rather than their structure), and understanding these relationships is important in order to identify power imbalances and dynamics regarding gender (*Anna Orrnert*).
- The effective implementation and analysis of gender-sensitive indicators and data collection was identified by discussion participants as a major challenge. (*Bridget Osifo Osakwe*)
- "Frequently there is **no allowance for a follow up** to actually measure the change in behaviour and beliefs that is the truest indicator of real and long-term change. Donors and institutions should **budget** for follow up to see if training or awareness raising programmes actually change behaviour and attitudes" (*Ingrid Jones*)

B. Tools and Tips

- Two possible dimensions of **Gendered Impact Evaluation** proposed during the discussion were: 1) Gender Equality in Security Sector Reform, and 2) Empowerment of Women (*Emily Schroeder*)
- The effectiveness of gender mainstreaming initiatives could be monitored and evaluated through a **set methodology** in order to consistently measure impact, for which good reporting strategies are essential. In-depth research has to be conducted in order to measure the impact on men, women, boys and girls of mainstreaming activities (*Savka and Gordana*)
- Mainstreaming can be measured by **qualitative and quantitative assessment** of change in both policy and practice, as well as attitudes, behaviours and the existence of gendered discrimination (*Ilemobola Bukola Akosile*). One example would be opinion poll research of men, women, boys and girls as to their views of who should participate in the security sector (*Ingrid Jones*).
- **Frequency of data collection should be** every 6 months, and for least 1-3 years after the completion of the programme (*Emily Schroeder*).
- Changes in organizational culture are also necessary, such as a focus on positions given on merit, the number of **female recruits** and how many are promoted in similar circumstances to males, or recruitment materials that depict females as well as males in front line or decision-making roles (*Ingrid Jones*).

⁵ United Nations Economic and Social Council, Agreed Conclusions on Gender Mainstreaming (Geneva: UN ECOSOC, 1997).

Remaining Questions:

- **How** do we engage people in rural areas and include their knowledge, needs and priorities when they often cannot read or write, and do not use computers? (*Jacqueline Ogega, Director, Women's Program*).
- **When** is it useful to conduct a gender assessment of security sector institutions? As part of an SSR process? As a first step towards gender mainstreaming? As an evaluation method? As part of the process of creating a gender action plan? (*Jocelyne A. Scutt*)
- **What** should be the role of international and regional actors in this regard? (*Daniel R Mekonnen, University of the Free State*)
- After conflict, we have to measure how international actors are dealing with the process of political empowerment of women. Do they ignore potential partners or help them to grow? How are they equipped for this cooperation? How are the people sent to work on these issues in international missions (UN, OSCE), trained and how do they really act? **Are women included** in the negotiations for peace? Are they given the possibility to be equal partners in the processes of post-conflict, reconciliation, normalization and development? (*Sonja Lokar, Stability Pact Gender Task Force, CEE Network for Gender Issues*)
- Given the difficulties in accessing information, how could existing data (collected, for example, by civil society or other actors) be used to inform security sector audits? Might governance and/ or poverty reduction indicators be useful to inform and/ or supplement security-specific indicators? [...] what types of indicators are most useful? Understanding these relationships is important - **what types of indicators** can capture these relationship? (*Anna Orrnert, International Development Department, University of Birmingham*)

Next Steps and concluding comments:

This virtual discussion has started a dialogue that needs to be continued. Different methods of assessing, analysing and auditing security institutions contexts and dynamics, measuring performance, and evaluating reform processes and gender mainstreaming can be confusing. Therefore it is important to establish clear definitions, comparable data and consistent security sector reform assessment, monitoring and evaluation frameworks. In all these processes of data collection, evaluation and monitoring a gender perspective needs to be integrated. This discussion suggests further research, dialogue and gender sensitive SSR assessment, monitoring and evaluation instruments. Different tools of how to integrate gender in these initiatives have been suggested but need inclusive frameworks, consistent application and comparable data, indicators and figures.

- o Gender audits and assessments of security institutions help to make the degree of gender responsiveness visible. More of such assessments should be conducted.
- o SSR assessments need to reflect the realities of men, women, boys and girls.
- o Monitoring should be more participatory and inclusive.
- o More gender sensitive evaluations of SSR processes need to be conducted.
- o Gender mainstreaming initiatives should be monitored and evaluated itself.

Annex 1 - Additional reading as recommended by participants

Name/description of document (website if available)	Recommended by:
"The Public and the Military," seven books, published after each survey, conducted quarterly (2003, 2004, 2005). Belgrade: CCMR (not available in English)	Jasmina Glisic,
ADB (Shireen Lateef and Helen Thomas) (how gender action plans really helped to move things along, and the key features needed for effective gender plans). See http://www.adb.org/Documents/Books/Gender-Equality-Results/default.asp?p=gender	Juliet Hunt
Assessment for the World Bank's Multi-country Demobilization and Reintegration Program (MDRP) on gender integration into their DDR programmes http://www.mdrp.org/PDFs/Study_GenderDesk_En.pdf	Emily Schroeder
Brambilla, P., 2001, 'Gender and Monitoring: A Review of Practical Experiences', BRIDGE Report 63, BRIDGE, Institute of Development Studies, Brighton http://www.bridge.ids.ac.uk/reports/re63.pdf	Anna Ornnert
Budlender, D., 2005, 'Expectations versus Realities in Gender-Responsive Budget Initiatives', United Nations Research Institute for Social Development (UNRISD), Geneva http://www.unrisd.org/80256B3C005BCCF9/(httpPublications)/0D98E65D9D993D4AC1257013005440D1?OpenDocument&fromsearch=yes&q	Anna Ornnert
Burt, Martha R. et al. 1997. Evaluation Guidebook for Projects Funded by S.T.O.P. Formula Grants under the Violence against Women Act. Washington, D.C.: Urban Institute. http://www.urban.org/publications/407365.html	Nadine Jubb
CIDA's gender equality results – tool 1(a) in particular (pp. 8-9) http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/GenderEquality3/\$file/GE-framework.pdf	Nadine Jubb
DFID's Governance and Social Development Resource Centre, topic guide on monitoring and evaluation, with a page dedicated to gender and conflict sensitivity that may be of interest: http://www.gsdrc.org/go/topic-guides/monitoring-and-evaluation/gender-and-conflict-sensitivity	Anna Ornnert
Frameworks provided by international and regional human rights instruments and mechanisms, e.g. CEDAW, Beijing PAF (criminal justice portions addressed in ICCLR document noted above), UN SC Resolution 1325, Belem do Pará Convention, AU Protocol on the Rights of Women in Africa, etc.	Nadine Jubb
Gender in development, UNDP http://www.sdn.undp.org/gender/links/Gender_in_Development/Selected_Publications/UNDP_Gender_Publications/	Cristal Tojeiro
Getting Right, Doing it Right: Gender and Disarmament, Demobilization and Reintegration, UN Development Fund for Women (UNIFEM), October 2004, http://www.womenwarpeace.org/issues/ddr/gettingitright.pdf	Bridget Usifo Osakwem
Getting Right, Doing it Right: Gender and Disarmament, Demobilization and Reintegration, UN Development Fund for Women (UNIFEM), October 2004, http://www.womenwarpeace.org/issues/ddr/gettingitright.pdf	Emily Schroeder
Governance and Social Development Resource Centre website: http://www.gsdrc.org/	Anna Ornnert
http://unstats.un.org/unsd/databases.htm	Cristal Tojeiro
http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTPOVERTY/0,,contentMDK:20240661~menuPK:497974~pagePK:148956~piPK:216618~theSitePK:336992,00.html	

http://www.uis.unesco.org/ev.php?URL_ID=5275&URL_DO=DO_TOPIC&URL_SECTION=201	Cristal Tojeiro
Huseby-Darvas, Eva; "Feminism, the Murderer of Mothers: The Rise and Fall of Neo-Nationalist Reconstruction of Gender in Hungary" (In Brackette Williams (ed) 1996 'Women out of Place')	Deborah Rubin
International Centre for Criminal Law Reform and Criminal Justice Policy (ICCLR). 1999. Model Strategies and Practical Measures on the Elimination of Violence against Women in the Field of Crime Prevention and Criminal Justice: Resource Manual. http://www.icclr.law.ubc.ca	Nadine Jubb
Moghadam, V.M., and Senftova, Lucie., 2005, 'Measuring Women's Empowerment: Participation and Rights in Civil, Political, Social, Economic, and Cultural Domains', International Social Science Journal, Vol. 57, No. 2, pp. 389-412 Not available electronically but can be ordered via the British Library for Development Studies	Anna Ornnert
Puddephatt, A., McCall, E. and Wilde, A., 2006, 'A Guide to Measuring the Impact of Right to Information Programmes', United Nations Development Programme, Oslo http://www.undp.org/oslocentre/docs06/A%20Guide%20to%20Measuring%20the%20Impact%20of%20Right%20to%20Information%20Programmes%20-%20final%20(11%2004%2006).pdf	Anna Ornnert
Roundtable and public panel on gender and peacekeeping in Vancouver, Canada, as part of the 50 th Anniversary of UN Peacekeeping (February 26, 2007). The findings from that roundtable can be found at: http://www.unac.org/peacekeeping/en/pdf/academic_publication/chapter7.pdf	Emily Schroeder
Schroeder, E., 2004, 'A Window of Opportunity in the Democratic Republic of the Congo: Incorporating a Gender Perspective in the Disarmament, Demobilisation and Reintegration Process', Conflict and Development, no. 5, University of Bradford Peace Studies, Bradford http://www.iss.org.za/pubs/Other/windowdrc.pdf	Anna Ornnert
Scott, C. and Wilde, A., 2006, 'Measuring Democratic Governance: A framework for selecting pro-poor and gender sensitive indicators', United Nations Development Programme, Oslo http://www.undp.org/oslocentre/docs06/Framework%20paper%20-%20entire%20paper.pdf	Anna Ornnert, Research Fellow, International Development Department (IDD), University of Birmingham
Security Council Resolution 1325 - A Tool Box: http://www.womenwarpeace.org/toolbox/toolbox.htm	Bridget Usifo Osakwem and Emily Schroeder
SEESAC ACTIVITY REPORT – AR/100, "ROUNDTABLE ON GENDER MAINSTREAMING IN THE SECURITY AND SALLW CONTROL SECTORS", South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC), 25 June 2007	Emily Schroeder
SNV Gender Audit: http://www.snvworld.org	Jacqueline Mogeni
Stability Pact Gender Task Force for SEE: http://www.gtf.hr	Sonja Lokar
The PeaceWomen Project 1325 Security Council Monitor, Monitoring the Gender Content of the Security Council's Resolutions Addressing All Current and Upcoming Peacekeeping Operations: 2000-2006 http://www.peacewomen.org/wpsindex.html	Bridget Usifo Osakwem and Emily Schroeder
The Secretary-General's in-depth study on all forms of violence against women http://www.un.org/womenwatch/daw/vaw/SGstudyvaw.htm	Tony Beck, OSAGI
UN project in Liberia carried out by the Office of the Gender Advisor: http://www.unmil.org/content.asp?ccat=gender	Deborah Rubin
http://www.ssronline.org	Laura Smith

Annex 2 – List of Participants

Facilitator: Deborah Rubin; Cultural Practice, LLC; Director

Moderator: Nicola Popovic; UN-INSTRAW; Associated Expert, Gender, Peace and Security

Name	Organisation	Area of Work / Position	Country / Region
Abdalmageed Salih Abker Haroun	peace youth association (PYA)	project manager	Sudan/ Dafur
Abiodun Baiyewu (Ms)	Negotiation & Conflict Management Group	Assistant Manager	Nigeria
Ahmad Nawaz	Monitoring and Evaluation Trust for Voluntary Organizations	Senior Programme Officer	Pakistan
Akosile, Ilemobola 'Bukola	Women in Peacebuilding, West Africa Network for Peacebuilding-Nigeria	Program Officer	
Alison Thompson	International Alert		UK/Global
Alissa Tolstokorova	Center for Research on Family and Gender at this Institute, expert group at the International School for Equal Opportunities in Kyiv	Chair	Ukraine
Andy Bickford			
Anette Sikka	Emond Harnden LLP	Researcher	
Angela Mackay	ICMPD - Border Police Training, KCPSD	Gender and human rights expert	Kosovo
Angela Nakafeero			
Anna Ornert	Governance and Social Development Resource Centre, International Development Department The University of Birmingham	Research Fellow	UK
Anne-Kristin Treiber	UNIFEM, Governance, Peace and Security	Programme Analyst	
Anu Pillay	Centre for the Study of Violence & Reconciliation	Peacebuilding Programme Manager	South Africa
Apostolova Ruzica	HANSM		
Ariho Paul Karombano	Partners for Development Uganda.	Executive Director	Uganda
Arturo Mutate	UNDP	project manager	Guatemala
Arun Lakshman	Kerala edition of The Pioneer news paper	Managing Editor	India
Assia Kanzayire			
Atia Saleem	Executive Board of Pakistan Labour Federation (PLF)	Chairperson	Pakistan
Barbara O'Dwyer	AusAID	Gender Equality, Thematic Group	Australia
Barie Maulid			Tanzania

Basma Atassi			
Ben Kelly	International Development Department, School of Public Policy, University of Birmingham	GFN-SSR, Information and Research Officer	UK
Beth Woroniuk	Gender, peace and security issues including human security, disarmament and gender mainstreaming		
Bridget Osakwe	Women In Peacebuilding of the West Africa Network for Peacebuilding Nigeria	Program Manager	Africa
Carla Amoroso	Argentine Ministry of Foreign Affairs	Gender Advisor	Argentina
Carlos M. Molina Rosales	International Social Service	Director of Policy and Program Development	USA
Caroline Moser			
Cassandra Fernandes	City of Toronto, City Manager's Office Strategic and Corporate Policy Division	Diversity, Management and Community Engagement Consultant	Canada
Charlotte Onslow	GAPS	Coordinator	UK
Chongsi Ayeah Joseph	Centre for Human Rights and Peace Advocacy (CHRAPA)	Executive Director	Cameroon
Chris Corrin	University Glasgow	Professor	UK
Christina M. Yeung, Ph.D.	Directorate of Strategic Analysis (14NT), National Defence Headquarters	Strategic Analyst	Canada
Christine Chinkin	LSE UK	Professor	UK
Clare Hutchinson	Office for Gender Equality, Office of the Prime Minister	Gender Advisor	Kosovo
Clare Jefferson	SaferAfrica		Africa
Colao, Gabriella	NATO	Legal and Political Analyst	Italy
Cristal Tojeiro	UNMIK	Associate Conduct & Discipline Officer	Kosovo
Dale N. Tokpah	Action by Christians for the Abolition of Torture in Liberia (ACAT-LIBERIA)	Secretary-General/ Executive Director	Liberia
Daniel R Mekonnen	Eritrean Movement for Democracy and Human Rights	Research Fellow	South Africa
Daniela Jodhan	Caribbean Sub-regional Resource Facility, United Nations Development Programme	Gender-Net Research Officer	
Dieu-Donne Wedi Djamba	Congolese Law Clinic for Justice and Reconciliation		DRC
Digna Peter	Institute of Cultural Affairs Tanzania	Advocate for Children and Women Rights	Tanzania
Dr Christiane Agboton Johnson	Malao	Exécutive Director	Senegal
Dr. Jacqui True	Department of Political Studies University of Auckland	Senior Lecturer	New Zealand

Elisabeth Porter	University of South Australia	Head, School of International Studies	Australia
Elizabeth Joseph	Collective Capacity for Peace and Development		Nigeria
Emily Schroeder	Project Ploughshares	Program Associate	Canada
Esther Carmel Hakim	University of Haifa	PhD	Israel
Eva Zillén	Kvinna till Kvinna		Sweden
Fabrice Warneck	Property Maintenance, cleaning, security services and temporary agency workers	Secretary	Europe
Faridah Nakayiza	Makerere University	State Attorney with the Directorate of Public Prosecutions	Uganda
Federal Agent, Glyn Lewis	Pacific International Development Group - Australian Federal Policy	Coordinator – Regional Office	Australia
Florence Kaddu Molumba			
Folade Mutota	Women's Institute for Alternative Development (WINAD)	Project Coordinator	Trinidad and Tobago
Franck Kamunga	Africa Democracy Forum	Coordinator	Kenya
Frederick Anyanga	Africanhood Association	Group Coordinator/ Training Facilitator	Kenya
Gemma Huckerby	Geneva Call	Gender Issues Coordinator	Switzerland/ Global
Giji Gya	International Security Information Service, (ISIS Europe) / Chair, European Peacebuilding Liaison Office - Gender Peace and Security group (EPLO GPS)	Programme Officer, Responding to Conflict and Gender & Security Programmes	Belgium
Gordana Comic	National Assembly of Serbia, Committee for Environment and member of National Parliamentary Delegation in Parliamentary Assembly of OSCE	MP, Member of the Committee for EU integration	Serbia
Gunhild Hoogensen	Department of Political Science, University of Tromsø	Associate Professor	Norway
Gwendolyn Beetham	UN DPKO		USA/ Global
Hakikur Rahman	SchoolNet Foundation	Chairman	Bangladesh
Haley Paige Horan	Bureau for Development Policy, United Nations Development Program	Democratic Governance Research Analyst	USA
Haris Azhar	Impunity Watch and Institution Reform	Head	Indonesia
Heidi Peeters	Belgian Armed Forces	Kapitean	Belgium
Helena Vazquez	CTA EUSAC (Kosovo), UNDP	Office of the Prime Minister	Kosovo

Hélène Lagacé	CECI		
Hilary Anderson	UN-INSTRAW	Information Officer	Dominican Republic/ Global
Hortensia Arcacha	Université d'abomey calaci	Assistant Professor	Benin
Ina Curcic	Institute of Romania - PATRIR	Gender and Peacebuilding	Romania
Ingrid Jones	UNICEF	Consultant	Sudan/ Dafur, Albania
Ingrid Kraiser	OSCE ODHIR	Human Rights Officer	Europe
Islene Araujo			
Jacqueline Berman	Berkeley Policy Associates	Phd, Principal Analyst	USA
Jacqueline Mogeni	CBSI Kenya, Nile Basin Initiative Ministry of Water	National Project Coordinator	Kenya
Jacqueline Ogega	Women's Program, Religions for Peace	Director	
Jacqueline O'Neill	The Initiative for Inclusive Security	Policy Associate	
Janey Lawry-White	Central Strategy and Policy Cluster Bureau for Crisis Prevention and Recovery UNDP	Monitoring and Evaluation Specialist	global
Jared Rigg	Peacekeeping Best Practices Section Department of Peacekeeping Operations, United Nations	Security Sector Reform Adviser	global
Jasmina Glisic			
Jennifer C. Park	Women In International Security, Center for Peace and Security Studies, Georgetown University	Outreach Coordinator for WIIS & CPASS	
Jhon Manning	Office Global Operations, Africa CHF International	Program Officer	USA
Jocelynn A. Scutt		Barrister & Human Rights Lawyer	
Johanna Herman	Centre on Human Rights in Conflict School of Law, University of East London	Research Assistant	UK
Jorge Luis Escobedo	International Women's Tribune Center IWTC		
Joy K. Mbaabu	Family Mediation and Conciliation (FAMEC)	Executive Director	Kenya
Juliet Hunt	OECD		Europe
Kani Coulibaly	SaferAfrica		Africa
Karen Barends	International Alert	Programme Officer, Peacebuilding Issues Program	UK/Global
Katherine Webber	UNIFEM Pacific		Pacific

Kathleen Schneider	UN Observer		
Kristin Valasek	DCAF	Project Co-ordinator	Switzerland/ Global
Kumari Lama	Village Women Welfare Centre (VWWC)	Vice Chairperson	Nepal
Lara De Klerk	SaferAfrica		Africa
Laura Zimmerman	Office of Strategic and Technical Support	Program Development Assistant	USA
Lea Biason		Gender Consultant	Global
Lelia Mooney, LLM	Center for Civil Society and Governance	Director	USA
Lilian Wang	Department of Social Work, Director of Social Policy Research Center, National Taiwan University.	Director	Asia
Liz Dartnall	Sexual Violence Research Initiative Gender and Health Research Unit Medical Research Council		South Africa
LTC Diane M. Ryan	Psychology in the Public Interest Department of Psychology North Carolina State University	Student	USA
Luc van Goor	Clingendael		Netherlands
Lucia Dammert	Programa Seguridad y Ciudadanía FLACSO Chile	Director	Chile
Lumka Tetani	SaferAfrica		Africa
MAI IZELDEEN OSMAN	Ahfad University for Women Institute of Women Gender and Development	Cordinator of gender and development master program	Sudan
Makda Taddele Maru	University for Peace	MA Candidate in Gender and Peace Building	
Mamura Nasirova Manmeet	UNDP		
Marcela Bordenave	Ministry of Foreign Affairs	Gender and Social Participation Adviser	Argentina
Marcia Simpson- James		Professor of x Regeneration & Race	
Marie-Christine Heinze	BICC		
Mary Duwe			Tanzania
Mary Hope Schwoebel	George Mason University		
Meena Karna	Nepal Bank Limited (running micro- credit for women)	Manager	Nepal
Megan Birnie	Graduate student from the University of Auckland, New Zealand	Graduate student	New Zealand
Minna Lyytikäinen	UN-INSTRAW	Gender, Peace and Security	Dominican Republic/

			Global
Monica McWilliams	Northern Ireland Human Rights Commission Temple Court	Chief Commissioner	Notern Ireland
Nadine Jubb		Consultant	Latin America, Sub-Saharan Africa
Nahla Valji	Transitional Justice Programme Centre for the Study of Violence and Reconciliation Johannesburg	Project Manager	South Africa
Nalini Kasynathan	OXFAM	Program Co-ordinator	South Asia
Natalie Hudson	Department of Political Science, University of Connecticut	Ph.D. Candidate	USA
Nathalie Gahunga			
Nicholas Tomb	Center for Stabilization and Reconstruction Studies Naval Postgraduate School		USA
Nomasomi N Mpofu (Ms)	UNDP Zimbabwe	Gender and Social Analyst	Zimbabwe
Nurit B. Gillath	Haifa	PhD	Israel
O. C. Nwaorgu	Global Health Awareness Research Foundation (GHARF)	Professor/ Executive Director	Nigeria
Onyinye Onwuka	Institute for Peace and Conflict	Gender focal officer at the Presidency	Nigeria
Pablo Tangelson	Ministry of Foreign Affairs	Gender and Social Participation Adviser	Argentina
Paul J. Nuti	American Anthropological Association	Director of External, International & Government Relations	USA
Paulette Beat Songué	NPO Gender, culture and rights UNFPA Office		Cameroon
Peter Alexander Albrecht	Peacebuilding Issues Programme International Alert	Senior Programme Officer	UK
Pranita Bhushan Udas	Wageningen University, the Netherlands	PhD candidate	Nepal, Netherlands
Puleng Letsie	UNDP Lesotho	HIV & AIDS Programme Officer	Lesotho
Rakesh Chand			
Rebecca Besant	Search for Common Ground	Africa Programme Manager	
Robert Albro	Dept of Anthropology Culture in Global Affairs		USA
Robert Muggah	Small Arms Survey		South Africa
Ruth Kurzbauer	Regional and Security Affairs East Asia Bureau (EAP/RSP) U.S. Department of State	Global Affairs Officer	USA

Ryan Marks	Pearson Peacekeeping Centre	Project Officer, West Africa Police Project	
Sandro Jiménez		Social Scientist	Colombia
Santigie Lawrence Sesay	UNMIL	Acting OIC of the DDR Unit	Liberia
Sarah Farnsworth	Initiative of Inclusive Security	Deputy Director	USA/ Global
Sarah Masters	International Action Network on Small Arms (IANSA)	Women's Network Coordinator	UK/Global
Savka and Gordana	Union of Women's Organizations of Macedonia - UWOM		Macedonia
Shelby Quast			
Sherrill Whittington	Gender, Governance and Peacebuilding	Consultant	Australia
Slu Hlongwa	SaferAfrica		Africa
Sofia Figueredo			
Sonja Lokar	Stability Pact Gender Task Force, CEE Network for Gender Issues		Europe
Stroosnijder, Tilly	UNMIK Police Gender Advisor		Kosovo
Sylvia Braun	Universitaet Regensburg	Student	Germany
Taban Shores		International Alert	
Tammy Smith	Belfer Center for Science and International Affairs, Harvard University	PhD	USA
Tara Denham	CARE Canada	Programme Manager	Canada/ West Africa
Tiruwork Tizazu	Head, Women's Affairs Department	Ministry of Finance and Economic Development.	Ethiopia
Titit Ajajayja			
Toiko Kleppe	UN-INSTRAW	Gender, Peace and Security	Dominican Republic/ Global
Tony Beck	OSAGI	Consultant	USA/ Global
Ute Hegener	Forum Crisis Prevention	Senior Peace Policy Consultant	Germany
Vic Getz Ph.D.	International Programs/Research and Development, Washington State University	Environmental Sociologist/Gender Specialist	
Ximena Jimenez	UNITAR-POCI	Professor	Chile
Yaliwe Clarke	Centre for Conflict Resolution	Senior Project Officer	