

## Terms of Reference

**Description of the assignment:** National consultant for Research on Female Municipal Police in Lebanon – Human Rights Dimension

**Project Title:** Enhancing Community Security and Access to justice in Lebanon Host Communities

**Period of assignment/services:** 4 months (23 July 2018 – 30 November 2018) (61 days)

### 1. Background & Rationale

The Municipal Police plays a crucial role in solving every-day issues faced by the population. Municipalities in Lebanon increasingly seek to professionalise their municipal police and turn them into a force that is better equipped to engage with the population in its diversity, and respond to people's concerns. UNDP supports the professionalization of the municipal police through its Community Security and Access to Justice project.

The recruitment of women is perceived by a small, but increasing, number of municipalities as a way to better engage with the population, especially with vulnerable groups; and to turn municipal police into a new modern institution that better reflects the diversity and differentiated needs of the population.

While there are no figures available on the number of municipalities hiring women municipal police, UNDP identified a number of municipalities with feminine representation in the municipal police. This is the case notably of Burj Hammoud, Tripoli Mina, Zahle, Amchit, and Ain Ar. Burj Hammoud and Zahle are pilots of the Community Security and Access to Justice Project.

UNDP encourages gender-sensitive police, and the promotion of women within security forces in particular. UNDP considers that gender-sensitive police reform contributes towards building police institutions that are non-discriminatory, reflective of the diversity of citizens and enhance the security of citizens at large. This is paramount for human development, human rights and social stability: when police services are not responsive to the different security needs of women and men, the threat of gender-based violence is far greater, particularly in situations of tensions, seriously undermining the rule of law.

Increasing women's representation in police services is seen as an important element of gender sensitive police reform for a number of reasons: It is expected to support more effective community relations, since a police service whose composition more adequately reflects the population it serves may result in a greater perception of legitimacy. It can potentially moderate extremes in the use of force. Above all, it can result in a police service that is more responsive to the different security needs of women and men, and the community as a whole.

For both reasons, the UNDP Community Security and Access to Justice Project is conducting a study aimed at highlighting the vision and efforts of municipalities hiring women municipal police, notably: highlighting the effects and benefits of hiring women in municipal police, promoting the image of women municipal police, and increasing the number of women recruits. This is within a broader agenda of institutionalizing, professionalizing and sensitizing the municipal police.

In this context, UNDP is requesting the services of a national consultant with a background in human rights to conduct the research as Team Member<sup>1</sup>. The consultant will work with a second researcher (Team Leader) that has anthropological/sociological expertise; as well as with a consultant that has knowledge of municipal police.

## **2. Scope of work, responsibilities and description of the proposed analytical work**

The scope of work will include, but not be limited, to the following activities:

- Desk-review & Production of the methodology and outlines:  
Production of a desk review of existing literature, data and documents on the research issues (female participation in municipal police, and security institutions at large in Lebanon); review of documents provided by UNDP; briefing with UNDP Project Team as well as with the members of the Research Review Committee (Committee); meeting and working sessions with the research team leader.

Under the leadership and guidance of the Team Leader: produce the methodology and the outlines of the study<sup>2</sup>. The methodology must (i) explain how the research team will respond to the research questions within the research framework provided by UNDP, as well as the elements enumerated in the below paragraph (“Production of the Research”); (ii) provide a workplan, including the necessary meetings to conduct the study<sup>3</sup>. The methodology should also include ethics.

The desk-review methodology and outlines must be informed by the consultant’s knowledge in human rights issues in Lebanon, notably institutional and social patterns of exclusion regarding disadvantaged groups, including women; initiatives and measures by national institutions to overall improve human rights records of security institutions and respond to specific needs of disadvantaged groups, including women; as well as improving representation and participation of women in security institutions.

- Production of the research: briefing with UNDP, work sessions with the Team Leader; meetings/interviews with the institutions/individuals identified in the interview list; field visits data collection from municipalities and any other relevant institution. The field visits will include at least 15 municipalities that have/not have female municipal police personnel<sup>4</sup>. The research will be based on the research design and questions provided by UNDP. It shall provide a factual description as well as analysis of the following:
  - Factual information on existing municipalities with female municipal police personnel: number of municipalities with female municipal police personnel; number of female municipal police personnel per municipalities; type of tasks assigned to female municipal police personnel; etc;

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<sup>1</sup> The consultant will work under the leadership and guidance of a second researcher (Team Leader).

<sup>2</sup> based on the concept note (cf. Annex 1), research design and questions provided by UNDP. UNDP will also provide the consultants with a desk review on similar studies conducted in Lebanon and worldwide.

<sup>3</sup> Those will include at minimum: Ministry of Interior and Municipalities, Ministry of Women’s Affairs, mayors; heads of municipal police; members of municipal council; municipal police personnel (female and male); female municipal police personnel that have quit/retired; ISF representatives, UNDP, UNWOMEN, UNFPA; as well as national and local NGOs working on gender equality.

<sup>4</sup> Those will include the following UNDP pilot municipalities: Halba; Zgharta; Batroun; Baalbek; Majdel Anjar; Saida; and the Federation of Iklim Al Qaroub.

- Legal, policy and regulatory framework at national and municipal level that can be/is used by municipalities to recruit female municipal police candidates;
- Rationale for municipalities (not) to hire female municipal police personnel; Challenges faced by municipalities in the recruitment of such personnel; Measures taken by municipalities to address the challenges;
- Impact of female municipal police recruitment in the police station and within the municipality; lessons learned;
- Experience of female municipal police personnel; socio-economic profile; rationale for female candidates to apply to municipal police positions; challenges faced to apply and work within a police municipal force, and strategies put in place to address those challenges;
- Recommendations to increase the number of female recruits within municipal police.

The research must be informed by the consultant’s knowledge in human rights issues in Lebanon and the human-rights based approach: (i) human rights records of the security institutions, notably at local level; (ii) institutional and social patterns regarding representation and participation of women in security institutions; and (iii) initiatives and measures taken by security institutions and municipal authorities to respond to specific security needs of disadvantaged groups, notably women, and to improve representation and participation of women in security institutions.

- Exchanges with the Committee:  
Submission of the data and analysis to the Committee for review and discussion. Include the recommendations made by the Committee; and provide any additional information requested by the Committee.
- Presentation at the national event: After completing the research, the consultant will present the findings of the research at an event to take place in November 2018.

The consultancy will require a total of 61 working days over a close-to 4 months' period starting from contract signature.

<b>INDICATIVE DURATION OF THE WORK</b>	
<b>MAIN TASKS</b>	<b>DURATION</b>
Reading of documents provided by UNDP (research design and desk review); meeting with the research team leader; and completion of the methodology.	3 working days
Briefing with UNDP and the Review Committee; Technical exchanges with the Review Committee along the production of the study.	6 working days
Data Collection	30 working days
Data Analysis	12 working days
Draft analytical report produced	5 working days
Final report. The report will include a list of recommendations for additional studies.	3 working days
Presentation of the study to an event organized by UNDP: inputs to the written presentation and PowerPoint; and debriefing with UNDP	2 working days
<b>Total:</b>	<b>61 working days</b>

### 3. Expected Outputs and deliverables

#### Expected Outputs:

The Ministry of Interior and Municipalities, the Ministry of Women's Affairs, pilot municipalities of the project and UNDP have a good understanding of the reasons for municipalities to recruit female personnel for the municipal police service, impact of their presence in the police force, and challenges faced by both municipalities and women; and can take necessary measure to increase the number of female recruits.

#### Expected Deliverables:

The consultant will submit the following deliverables in English and Word Format:

<b>Deliverables</b>	<b>Estimated Time for Completion</b>	<b>Target Due Dates</b>	<b>Review and Approvals Required</b>
1. Methodology (including interview schedule and interviewees list) and workplan	5 working days	27 July 2018	UNDP
2. Data set	31 working days	10 September 2018	UNDP
3. Draft analytical report	20 working days	10 October 2018	UNDP
4. Final report. The report will include all deliverables produced during the consultancy.	3 working days	29 October 2018	UNDP
5. Presentation of the study to an event organized by UNDP: inputs to the written presentation and powerpoint; and debriefing with UNDP.	2 working days	29 November 2018	UNDP

### 4. Institutional arrangements

The consultant will work under the overall supervision of the CTA in close coordination with a project coordinator. The consultant will work under the technical guidance of the Study Review Committee, notably its secretary.

The consultant will work under the leadership and guidance of the Team Leader (anthropologist/sociologist). The consultant will provide the deliverables for review and comments to the Team Leader, as requested by the Team Leader.

The consultant will rely on his/her own means of transportation from home to duty stations as well as for the field visits. The consultant will rely on his/her own means of communication during the consultancy. UNDP has full ownership of the activity and of its final product. Thus, any public mention (including through social media) about the activity should state clearly that ownership. In addition, any public appearance or related published work related to the activity should be coordinated and approved, in writing, by UNDP in advance.

#### REPORTS VALIDATION MODALITIES

Provisional approval of submitted reports shall take place at each of the defined milestones shown in section 3. It is expected that such approval shall not exceed 7 working days from the notification of the completion of a specific milestone.

On submittal of the final report, the Chief Technical Advisor (CTA) shall respond within maximum of 7 working days and the decision may either be:

- a) Approval,
- b) Approval with reservations upon which the Consultant shall reply within 3 working days under penalty of rejection,
- c) Rejection with clear justifications.

## **5. Duty station**

The consultant will be working in Lebanon. He/she will be conducting the field visits to 15 different municipalities across the country. The consultant will be requested to meet with UNDP in Beirut.

## **6. Requirements for experience and qualifications**

The Individual Consultant should possess the following minimum qualifications and competencies:

### **a. Academic Qualifications:**

University degree in Law, Humanities, Social Sciences, criminology, multidisciplinary studies or any other related field.

### **b. Professional Experience:**

- 10 years of experience in studies research related to human rights in Lebanon;
- Demonstrated experience in data analysis (qualitative and quantitative);
- Publication of scientific articles on issues related to human rights, peace and security, or social stability in Lebanon; publications on gender studies is an asset;

### **c. Competencies:**

- Fluency in Arabic and English;
- Strong oral and written communication skills;
- Strong analytical skills;
- Substantive and interpersonal skills;
- Flexibility and reflexivity;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability;
- Ability to communicate clearly and concisely for external and internal audiences;
- Responds positively to feedback;
- Ability to handle a large volume of work in an effective and timely manner.

Annex 1:  
Concept Note of the Study



## Women in the Municipal Police Service in Lebanon Representation and Participation

### 1. Background and Rationale:

Municipal Police play a crucial role in solving every-day issues faced by the population. In Lebanon, both the Ministry of Interior and Municipalities (MoIM) and municipalities increasingly seek to professionalise their municipal police and turn them into a service that is better equipped to engage with the population in its diversity, and service the population in line with democratic policing principles. UNDP supports the professionalization of the municipal police through its Community Security and Access to Justice project (Project).

The recruitment of women is perceived by a small, but increasing, number of municipalities as a way to better engage with the population, especially with vulnerable groups; and to turn the municipal police into a new modern institution that better reflects the diversity of the population and to provide services that are more responsive to the different needs of society. Overall, there are gaps in available data on levels of female representation and the quality of their decision-making which challenge to the advancement of gender diversity in the police in Lebanon. While there are no figures available on the number of municipalities hiring women, municipal police, the following municipalities recruited women within their municipal police service: Burj Hammoud (Mount-Lebanon), El Mina (North), Zahle (Bekaa), Amchit (Mount-Lebanon), Chekka (North) and Ain Ar (Mount-Lebanon).<sup>5</sup> Figures on the number of female municipal police agents per municipalities are indicated in Annex 1. Also, no research has been conducted on the reasons for municipalities to recruit or not women for the municipal police service. Interviews of the mayors of Burj Hammoud, Tripoli Mina and Zahle, conducted by UNDP in 2017, demonstrated those mayors recruit female candidates in order for municipal police to better engage and communicate with the population.<sup>6</sup> While the statements of those three mayors were similar and may highlight a trend in Lebanon, such hypothesis remain anecdotal at this stage. Also, there is no information on the impact of the presence/absence of female personnel within the municipal police, including on delivery of services.

Increasing women's representation in police services is an important element of gender inclusive and responsive police reform for many reasons: Not only does investing in more female police help to achieve gender equality and advance women's empowerment; it also supports more effective community relations as a foundation for long term growth and peace. A police service whose composition more adequately reflects the population it can result in increased public trust and legitimacy of the institution. Gender inclusive and responsive police can also empower women, including encourage those that are victims of crimes to report their cases. Above all, it can result in a police service that is more responsive to the different security needs of women and men; and further positively impact efforts to improve justice delivery.

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<sup>5</sup> The municipalities of Burj Hammoud and Zahle are pilots of the Community Security and Access to Justice Project. The Ministry of Interior and Municipalities does not have yet data on number of female municipal police agents in Lebanon.

<sup>6</sup> <https://www.youtube.com/watch?v=xwmDTdgG8YI> (Burj Hammoud Mayor and Head of Municipal Police);

<https://www.youtube.com/watch?v=P6ru122-ZbA> (Zahle Mayor and Head of Municipal Police);

<https://www.youtube.com/watch?v=ErkZIECI7sw> (Mina Tripoli Mayor and Head of Municipal Police)

For those reasons, the Project is conducting a study on female municipal police personnel. The study will inform a national event on female municipal police aimed at sensitizing municipalities on the benefits of recruiting female personnel for the municipal police service; and highlighting key challenges faced by women in applying to those positions. The study aims at generating policy-making and programmatic follow up to increase the representation of women in the municipal police, increase females in decision making positions in the police, as well as improve the institutional environment to attract females to apply, hire and retain them.

The study will also contribute operationalizing the Sustainable Development Goals (SDGs) 5 (Gender Equality), 10 (Reduced Inequalities) and 16 (Just and Peaceful Societies) in Lebanon by identifying gender gaps and generating policy and programmatic recommendations for national institutions and international development partners alike.

## **2. Objective:**

The overall objective of the study is to provide in-depth analysis and solid recommendations to increase the proportion of women in the municipal police and strengthen the quality of their decision making and service delivery.

The specific objective is to assess the situation regarding the recruitment of female municipal police personnel: characteristics, if any, of municipalities hiring female municipal police agents; rationale for and challenges in hiring and retaining female candidates; impact of the presence of female municipal police within the police service and among the communities; motivations of women that apply to municipal police positions and barriers they face.

## **3. Scope and Issues to be considered:**

- Experience of municipalities that hired women within their municipal police force and trends: type of tasks assigned to female municipal police agents; impact on the municipal police service, among the population, on municipal police personnel (including female agents); barriers women experience and challenges faced by the police to recruit and retain female personnel and measures taken by municipalities to address those challenges;
- Historical and sociological background of municipalities that hired female municipal police personnel (origins for that decision);
- Background/origins and reasons for municipalities not to hire female municipal police personnel; Negative impact of low numbers of female municipal police agents on policing and delivery of municipal police services (if any);
- Experience of women that apply to municipal police positions (added-value, challenges, lessons learned); Experience of male municipal police personnel with female colleagues;
- Identify individuals that have a compelling story about the topic of the study (mayors, members of municipal council, heads of municipal police, female and male municipal police personnel);
- Experience of ISF Academy with female municipal police personnel;
- Measures put in place by central ministries (MoIM and Ministry of Women's Affairs) to improve recruitment of female personnel in security institutions and municipal police in particular;
- Propose policy and programmatic recommendations to increase the representation of women in the police, and strengthen the quality of their participation in decision making and delivery of services (including recommendations to fill the gap of data);
- Lessons from other countries (desk review and contributions by the Review Committee) in order to situate Lebanon in current and past efforts of countries to close the gender gap within security institutions.

Quantitative aspects, such as the number of female municipal police personnel in Lebanon, won't be covered in the study due to lack of resources at this stage to generate such information.<sup>7</sup>

#### **4. Methodology:**

**4.1. Sample size of the Study:** Interviews to take place in 15 municipalities from at least 5 different governorates in order to ensure representability of the sample. At least 8 of the municipalities surveyed should have female municipal police personnel. At least 6 municipalities that do not have female municipal police personnel will be surveyed. Those municipalities, covering the 6 governorates, should include: Halba, Nabatiye, Saida, Majdel Anjar, Jbeil and Baalbeck (potential additional municipality: Sour or Tripoli). Total number of individuals to be interviewed: approximately 200. Individuals to be interviewed: mayors, members of municipal council, heads of municipal police, female and male municipal police personnel; representatives of the Ministry of Interior and Municipalities; representatives of the ISF Academy and social skills training instructors.

**4.2. Research Methodology:** A combined quantitative and qualitative study using interviews, questionnaires, focus group discussions that will produce descriptive statistics<sup>8</sup>. More information on the methodology available in the Research Design.

**4.3. Architecture & Institutional Arrangements:** The research will be conducted by a team of two researchers, under the supervision of the Community Security and Access to Justice Chief Technical Advisor, in close coordination with the Community Security and Access to Justice Project Coordinator, and under the technical guidance of a Review Committee.

Research Team: The Research Team will conduct the study. Composition of the Research Team: 1 anthropologist (Team Leader) and 1 expert in security or human rights studies (Team Member) to conduct the study.

Review Committee: Review Committee composition, mission, and tasks:

- *Composition:* UNDP Lebanon (3 representatives), UNDP HQ ROL Gender Focal Person, Gender Junior Consultant, Representatives of Ministry of Women Affairs and MoIM, Representative of 1 municipality with female municipal police personnel (Burj Hammoud), 1 Representative of Abaad (NGO), 1 Representative of Canada (donor).
- *Secretariat:* Gender Junior Expert.
- *Mission:* (i) Ensure the study is informed by existing international and national norms, literature and good practice; is in line with international scientific standards; and can be used for policy-making in Lebanon; and (ii) Provide technical advice and suggestions, and ensure quality assurance through all stages of the study (especially the draft analysis); and (iii) Support the dissemination and communication on the study.
- *Tasks:* (i) Communicate with the Research Team as necessary; (ii) Review and input the draft analysis and draft report; and (iii) Validate the finale version of the study.

Gender Rule of Law Junior Expert: 1 international consultant (junior) will support UNDP Lebanon in producing the research design and doing the quality assurance of the study. The Gender Rule of Law Junior Expert will serve as the secretary of the Review Committee.

#### **5. Expected Results:**

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<sup>7</sup> There are no figures on the number of municipal police personnel per gender. However, an estimate will be provided by UNDP, through reports from UNDP field offices across the country. UNDP will propose to the MoIM to include a question on female municipal police personnel in the Security Cells questionnaire sent to municipalities twice a year across the country.

<sup>8</sup> A set of questions will be drafted by UNDP and revised/completed by the Research Team



The study will produce a report on:

- GoL, MoIM and municipalities have (i) a better understanding of the benefits in hiring female personnel for the municipal police service, female personnel, and the wider population; as well as barriers preventing their recruitment and quality participation; (ii) a better understanding of why some municipalities do not hire female personnel and possible negative impact on low numbers of female municipal police personnel; and (iii) useful policy and practice recommendations to increase the number of female municipal police agents across the country, retain existing recruits, and close the identified gender gaps.
- United Nations and international partners have (i) a better understanding of challenges faced by municipalities and women to recruit/apply to municipal police; (ii) data that can be used for policy making and programming; (iii) useful policy and programmatic recommendations to support GoL and municipalities in the recruitment of women in the municipal police service and develop an integrated response to close the identified gender gap.

#### 6. Activities & Timeline:

Month	Activities
June-July	<ul style="list-style-type: none"> <li>- Establishment of the Review Committee;</li> <li>- Recruitment of the Research Team;</li> <li>- Review of the Desk Review and set of questions.</li> </ul>
July-September	Data collection by the Research Team
September	<ul style="list-style-type: none"> <li>- Review of Data by the International Consultant;</li> <li>- Communication of the review of data to the Scientific Committee;</li> <li>- Production of the analysis by the Research Team.</li> </ul>
September	<ul style="list-style-type: none"> <li>- Review of the Draft Analysis by the Review Committee;</li> <li>- Study writing by the Research Team</li> </ul>
October	<ul style="list-style-type: none"> <li>- Review of the Draft Study by the Review Committee</li> </ul>
November	<ul style="list-style-type: none"> <li>- Publication of the Study;</li> <li>- Presentation of the Study;</li> <li>- Dissemination of and communication on the study at national level</li> </ul>
December	Dissemination of and Communication on the study to relevant regional and international partners

Annex A – Figures on the number of female municipal police agents per municipalities

Municipality	Governorate	Number of female municipal police agents	Number of municipal police agents (male and female)
Ain Ar	Mount-Lebanon		
Amchit	Mount-Lebanon		
Bourj Hammoud	Mount-Lebanon		
Chekka	North		
El Mina	North		
Zahle	Bekaa		