

Training Resources on Defence Reform and Gender

**Gender and Security Sector Reform
Training Resource Package**



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

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The Gender and Security Sector Reform Training Resource Package

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

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

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

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

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

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DCAF

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Using the Gender and SSR Training Resource Package

A gender-responsive defence reform process seeks to:

- » Respond to the different security needs of women and men, boys and girls
- » Create capacity to address gender issues, including gender-based violence, in operations
- » Achieve the full integration of women in the armed forces, defence ministries and defence oversight bodies
- » End any discrimination or human rights violations by armed forces personnel
- » Strengthen relations between the armed forces and civil society
- » Comply with international and regional laws, instruments and norms concerning security and gender, such as the Beijing Platform for Action and UN Security Council Resolutions 1325 and 1820

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

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

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

The Training Resource Package

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

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

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

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

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

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

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

Using the Gender and SSR Training Resource Package

Each set of training resources contains the following:

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

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

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

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

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

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

Additional training resources.

The trainees

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

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

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

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

Using the training exercises

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

Using the Gender and SSR Training Resource Package

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

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

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

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

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

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

When selecting an exercise, keep in mind:

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

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

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

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

Key messages

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

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

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

Why gender is important to defence reform

- The integration of gender into the defence sector involves bringing the experience, knowledge and interests of women and men into policies and structures for national defence. This will produce better, stronger, more responsive policies and structures.

Respond to different security needs within society

- Defence reform must respond to the needs of both the state and its people. To be comprehensive and sustainable, defence reform must meet the diverse security needs of people—which depend upon factors such as sex, ethnicity, age, physical ability, sexual orientation, economic status, religion and citizenship status. Addressing gender is a necessary part of this.
- Gender-based violence (GBV) remains a significant threat to human security worldwide. Ensuring the protection of men, women, girls and boys from GBV both during and after armed conflict should be a priority for any defence reform agenda.
- Members of the armed forces are at times perpetrators of GBV against civilians and/or other members of the armed forces. An approach to human rights promotion that takes gender into account, for example through gender sensitivity training and the enforcement of codes of conduct, can strengthen prevention, comprehensive response and accountability.

Respond to the changing needs of the defence sector

- Many defence forces are involved in complex peacekeeping and reconstruction missions which require skills such as communication, facilitation and cooperation with civilians. Diversity in force composition and gender mainstreaming in operations enables the defence sector to better perform the new tasks required of it.
- In certain contexts, the inclusion of women in defence forces is an operational imperative. As well as tasks that both men and women perform, women can carry out critical tasks that men can only take on with difficulty, if at all. In the context of multidimensional peacekeeping operations, these include:
 - Screening of female ex-combatants
 - Widening the net of intelligence gathering
 - Searching of women
 - Assisting in the aftermath of sexual violence

Anecdotal evidence also points to women peacekeepers as better able to:

- Gain the trust of civilians
- Engage and work towards the full involvement of local women
- Exercise communication and crowd control skills

See: *Defence Reform and Gender Tool*, pages 3-4.

See: *Defence Reform and Gender Tool*, pages 5–6.

Key messages

Create representative defence forces and security institutions

- Defence forces should be representative of the society they serve. Women are under-represented in armed forces, defence ministries and defence oversight bodies. Even without formal barriers, there are often ceilings to women's career advancement.
- The full integration of women into the armed forces maximises the military's ability to fulfil its role of protecting democratic societies, including the defence of core values such as citizenship and equality.

Strengthen democratic, civil oversight of the defence forces

- A key aspect of defence reform is increased civilian oversight. Including women and gender experts in defence oversight bodies can help to ensure that defence policies and programmes respond to the particular needs of men and women, boys and girls. Women's civil society organisations can bring a holistic understanding of security to civilian oversight processes.

Meet international obligations

- International laws and instruments, such as the Convention on the Elimination of Discrimination Against Women (CEDAW) and the Beijing Platform for Action, commit states to reform their institutions—including defence institutions—to ensure equality between women and men. United Nations Security Council Resolution 1325 asks states to address gender issues in a number of specific areas of defence reform. National gender equality laws and policies also provide the legal authority and mandate for efforts to reform the defence sector so that the defence institutions more effectively guarantee equality between men and women

Strategies for the integration of gender in defence reform

At the political level of defence reform

- *Gender-responsive defence review:* Defence review bodies must include individuals with gender expertise.
- *Participatory defence review processes:* Civil society organisations (including women's organisations) should be trained in defence policy issues and security sector oversight, to increase their capacity to participate in defence reform processes.
- *Civil society and parliamentary engagement:* Consultations with civil society, engagement with the media and parliamentary hearings are opportunities to stimulate debate on a new vision of defence and security.

At the institutional level of defence reform

- Include women and gender experts in defence oversight bodies. Gender-based civil society organisations can bring a new and strategic understanding of security needs.
- Remove any limitations on the participation of women or men in armed forces, e.g. from combat roles.
- Actively recruit women.
- Provide support structures around such recruitment and advancement: e.g. family-friendly policies, associations for female personnel.
- Integrate human rights and gender responsiveness into military training and education.

See: *Defence Reform and Gender Tool*, pages 7–11.

See: *Defence Reform and Gender Tool*, page 12–17.

Key messages

- Develop, enforce and monitor codes of conduct prohibiting sexual discrimination, harassment, exploitation and abuse by defence forces personnel.
- Focus on changing the organisational culture of defence institutions to create gender awareness and responsiveness.

At the economic level of defence reform

- Conduct gender analysis of defence budgets, including capacity-building of those who can conduct such analysis.

At the societal level of defence reform

- Work towards more positive attitudes toward women in defence forces, and more positive stereotypes and role models for men in defence forces.
- Build collaborative relationships with civil society, including women's organisations.

In post-conflict contexts

- Consult with women's groups and others with gender expertise throughout SSR, so that the particular needs and roles of women and girls are adequately noticed and responded to. Include analysis of masculinities, especially male patterns of violence.
- Women's groups should especially be included in peace processes, DDR and vetting processes.

See: *Defence Reform and Gender Tool*, pages 11–12.

See: *Defence Reform and Gender Tool*, page 17.

See: *Defence Reform and Gender Tool*, pages 17–18.

1

Defence reform and gender: critiquing real-world materials

Type of exercise:	Conceptual
Audience:	Audiences not yet very familiar with the subject matter
Time required:	10 to 15 minutes

Intended group size	Any
Supplies	A stack of brochures/application materials from professional armed forces recruitment services around the world. If available, use video clips.
Guidance to trainers	This exercise immediately connects the trainee with the subject matter, since it uses visual materials taken from the real world. It is not meant to lead to arguments on how to best advertise service in the armed forces, but rather to uncover the way stereotypes of masculinity and femininity are used and/or challenged in advertising materials. Ensure that there is opportunity for voicing emotional reactions to these stereotypes. Given its focus on visual imagery and the short time that is required, this exercise works well as an introductory exercise.
Learning objectives	After completing this exercise, trainees will be able to: <ul style="list-style-type: none"> • Uncover stereotypical presentation of masculinity and femininity in advertising materials of the armed forces.
Exercise instructions	Show the material to the group and invite comments/critique on the stereotypical presentation of masculinity and femininity in the armed forces. Invite a loose discussion. Focus on the group's emotional reaction and how easily stereotypes are generated. Assure the group that there will be follow-up to whatever emotions were voiced by providing more opportunity for in-depth discussion of the subject matter in later sessions.
Possible variations	Instead of brochures you can use ten to twenty stereotypical statements on masculinity and femininity in the armed forces. You could use the "walkabout" format in Exercise 7 of the Training Resources on SSR and Gender to discuss these stereotypes.

2 Applying key recommendations in defence institutions

Type of exercise: Application-in-context
Audience: Programme staff
Time required: About 70 minutes

Intended group size Any group size if broken down to smaller groups (four to six trainees) [Can be modified for a large group format. A group of twenty trainees would be ideal; thirty trainees could be accommodated at maximum.]

Supplies Flipchart and markers
 Trainees' handouts
 Companion *Defence Reform and Gender Tool*
 (Break-out rooms required)

Guidance to trainers This exercise would be an excellent discussion starter, as it challenges trainees to consider the key recommendations from the *Defence Reform and Gender Tool* by applying them to their own real-world context. Before you start the exercise itself, ensure that trainees understand the key recommendations. If your trainee group is quite familiar with the content of the tool, quickly check their understanding of each key recommendation. Otherwise, explain each recommendation by giving an example for each or showing their significance in another way that is meaningful to your trainees. During the exercise, gaps in trainees' understanding of the recommendations may be discovered, which would need further follow-up during the ensuing training event.

This exercise works less well with a mixed group of trainees (e.g. just one representative per institution). In such a case and if you are a small group, you would have each person work individually.

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

- Demonstrate understanding of the key defence reform and gender recommendations
- Identify gaps in the integration of gender in their own defence context
- Recognise benefits and challenges of each recommendations as applied to their own organisations
- Produce benefits and challenges that reflect an understanding of the core rationales underlying the integration of gender into defence reform: to respond to different security needs within society; to respond to the changing needs of the defence sector; to improve operational effectiveness; to create representative defence forces and security organisations; to strengthen democratic, civil oversight of the defence forces

Exercise instructions Provide all trainees with the attached handout, which includes the "Key recommendations" from page 21 of the *Defence Reform and Gender Tool*. In small groups of trainees from the same organisation, trainees discuss each recommendation as applied in their own context (e.g. their own ministry, defence institution, military academy or national security committee). Each group will first determine whether the recommendation can be turned into an objective for its organisation (i.e. "does it fit?"). Secondly, the group will decide whether the objective would be achievable (i.e. "what are the odds of getting it implemented in our organisation?").

Ask each group to designate a facilitator to lead group discussions and a rapporteur to record the group findings on the attached handout. Allow forty-five minutes for filling out the handout. Debrief using peer group review: pair up different groups, each debriefing challenges and benefits to each other (fifteen minutes). Use ten minutes at the end to have each group list their most important challenge and, if possible, one step toward overcoming this challenge.

Applying key recommendations in defence institutions

Possible variations

To modify for a large group format, ask all trainees to work independently and produce individual findings on the attached handout. In this case, determine the range and spread of the full group's findings on each item by a show of hands or other tallying method. Facilitate a discussion on the three most difficult challenges, find out why they were chosen and focus on some ideas for how to overcome them.

The "Key Recommendations" exercise format can be easily applied to any existing set of tips, recommendations, or sample plans of action in order to prompt discussion or reinforce learning material through application-in-context. Potential "Key Recommendations" exercises include:

- *Integrate gender into the defence review process* (from "4.1 Integrating gender into the political level of defence reform", page 8)
- *Design a gender-responsive pre-deployment training plan for peacekeeping* (from "Codes of conduct", page 17)
- *Integrate gender into democratic defence governance* (from "4.1 Integrating gender into the political level of defence reform", page 9)

If for some reason your audience is not willing or able to analyse their own organisation or context, it is possible to design a hypothetical scenario to which the recommendations should be applied.

HANDOUT

Applying key recommendations in defence institutions

Key recommendations for gender-responsive defence reform from page 21 of the *Defence Reform and Gender Tool*:

- 1. Ensure defence reform promotes gender equality:** Ensure that defence reform reflects the democratic character of the society and encompasses measures to promote equal gender relations through, for example, recruiting more women and maximising both their potential and contribution to the defence forces.
- 2. Have an inclusive defence review:** Utilise the defence review process to formulate a democratic vision for the security forces. Include a wide range of stakeholders, such as women's groups and others working on gender issues.
- 3. Integrate women into defence forces and security institutions:** Actively recruit women into defence structures and ensure that women are represented in defence decision-making bodies. Set targets, monitor the integration of women and address obstacles to their retention and advancement.
- 4. Mainstream gender in defence forces:** Include gender training at all levels and for all defence force personnel. Recognise the equal rights and different needs of men, women and lesbian and gay people, both within defence forces and in the communities they serve.
- 5. Prevent and punish gender-based violence by defence force personnel:** Develop a code of conduct that prohibits sexual discrimination, sexual harassment and sexual exploitation and abuse. Ensure that there is no impunity for such conduct.
- 6. Strengthen parliamentary oversight of gender issues in defence reform:** Parliaments should monitor defence departments' annual reports, deployments for peacekeeping, and ensure that there are policies and mechanisms in place to create gender equality. Include gender-sensitive women and men in parliamentary standing committees on defence.
- 7. Strengthen civil society oversight of gender issues in defence reform:** Foster the capacity of civil society organisations, including women's groups and others working on gender issues, to engage meaningfully in defence debates. Ensure their inclusion in defence reform processes.
- 8. Conduct gender analysis of the defence budget:** Improve parliamentary and civil society capacity to interrogate defence budgets and to scrutinise for adequate gender budgeting.

HANDOUT

Applying key recommendations in defence institutions

Group members:

Organisation name:

Date:

Instructions

Consider each *Defence Reform and Gender* key recommendation in the context of your organisation.

If an item is a fitting objective in your context, mark the corresponding checkmark.

If an item is an achievable objective in your context, mark the corresponding checkmark.

On a scale of 1–5, assess current level of implementation in your organisation. (1 = Objective is both fitting and achievable, but no decisive action has yet been taken; 5 = Objective has been completely and successfully implemented). Circle the corresponding number for each item.

In the space provided, identify potential benefits and challenges each item would produce if implemented.

If a recommendation is not fitting or not achievable in your organisation, talk about why and, if applicable, note any challenges to implementation.

HANDOUT

Applying key recommendations in defence institutions

1. Ensure defence reform promotes gender equality:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

2. Have an inclusive defence review:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

3. Integrate women into defence forces and security institutions:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

HANDOUT

Applying key recommendations in defence institutions

4. Mainstream gender in defence forces:

Fitting

Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

5. Prevent and punish gender-based violence by defence force personnel:

Fitting

Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

6. Strengthen parliamentary oversight of gender issues in defence reform:

Fitting

Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

HANDOUT

Applying key recommendations in defence institutions

7. Strengthen civil society oversight of gender issues in defence reform:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

8. Conduct gender analysis of the defence budget:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

3

Action plan: Integrating gender into the political level of defence reform

Type of exercise:	Application-in-context
Audience:	Any
Time required:	About 75 minutes

Intended group size	Any group size if broken down to smaller groups (four to six trainees), ideally of people from the same organisation
Supplies	<p>Flipcharts and markers</p> <p>Trainees' handouts</p> <p>Companion <i>Defence Reform and Gender Tool</i> (Break-out rooms required)</p>
Guidance to trainers	<p>The development of an action plan is a good open-ended exercise for any audience and can be used to illustrate/explore policy and implementation issues related to defence reform and gender. Action plans produced by policy staff will be more broad-based, likely referencing types of actions and actors; whereas action plans produced by programme-level staff will be more specific, likely referencing detailed actions and actors by name.</p> <p>This exercise can be paired with other relevant exercises and exercise formats so that trainees can develop more complex and realistic action plans by building upon the findings of prior application-in-context exercises. For instance, trainees could:</p> <ul style="list-style-type: none"> • Evaluate the <i>Defence Reform and Gender Tool's</i> recommendations on reforming training to be gender-responsive (see page 17 of the tool) • Use the "Key Recommendations" exercise format in Exercise 2 to determine appropriate and achievable strategies for their own organisations • Conduct force field analyses, as described in Exercise 6, to determine relevant helpful and hindering forces • Develop an action plan (using the recommendations identified as appropriate and achievable based on "Key Recommendations") within the context of helpful and limiting forces (identified in force field analyses) to accomplish the objectives.
Learning objectives	<p>After completing this exercise, trainees will be able to:</p> <ul style="list-style-type: none"> • Demonstrate understanding of one or two goals related to one of the sub-themes of integrating gender into the political level of defence reform: (1) gender-responsive defence review, (2) defence democratisation processes, (3) civil society oversight of the defence sector, and (4) parliamentary oversight of the defence sector. • Develop context-appropriate strategies for integrating gender into the political level of defence reform.
Exercise instructions	<p>Provide the attached handout to all trainees. Background information recapping key points from the companion tool is provided in the handout. Request that this information be read in ten minutes. The audience will be split up into sub-groups according to the organisations they belong to. Should you work with mixed groups, split them up according to countries or similar types of organisation (defence ministries/donor agencies etc).</p> <p>Instruct trainees to develop a goal related to "Integrating gender into the political level of defence reform" that would be appropriate and achievable in their own context (depending on your audience, goals could include actually implementing reform, assisting in the implementation of reform, building support for reform, etc.). It is important that the groups choose a goal that relates to gender and not only defence reform more generally, so make sure that each group selects an appropriate goal. In small groups, trainees will develop simple action plans addressing "what" will be done, "who" is responsible for it, and "when" it will happen.</p>

Action plan: Integrating gender into the political level of defence reform

Exercise instructions

For example, if the chosen goal is “integration of gender into the defence review process”, the strategies could be (1) ensuring that the formal review bodies are composed of a representative number of women, gender experts and governmental representatives responsible for gender issues; (2) capacity-building of the review bodies; and (3) consulting with women and others within the defence forces as to barriers to their full integration and equitable advancement. Depending on which organisation the group represents, tasks under strategy one could include: advocating, lobbying, proposing candidates etc. Who might be responsible would need to be determined in each case—in all likelihood senior management and directors will have some responsibility. Timelines are equally important to assess.

The action plans should be context-specific using real-world organisations and locations.

The groups will have forty-five minutes to fill out the handout. If you have less time available, you can still work with the handout, but be aware that the plans will be less comprehensive. In the debriefing that follows (in an additional thirty minutes) have each group present their most feasible set of tasks (carried out by whom and when, in support of a strategy to achieve a goal) to the plenary. Provide lots of positive encouragement. If culturally appropriate, distribute little prizes for “winning” action plans.

If appropriate in your training context, you might invite all participants to sign the action plan they worked on as a sign of commitment to further action on their specified goal.

In your debriefing keep the following possibilities in mind:

Unrealistic timelines: Reform takes a great deal of time and effort. If trainees produce action plans with timelines that greatly underestimate the amount of time it will take to accomplish the specified tasks, this could indicate a need for greater understanding of the local context. If you yourself are unsure how to assess timelines, get support from a resource person familiar with the context in question.

Failure to consider stakeholders: No plan is implemented in a vacuum. As such, well-developed action plans should demonstrate in-depth consideration of relevant stakeholders and other helpful and limiting factors. In particular, since the action plan must focus on a gender objective, watch out for an indication that stakeholders should include women and men in the community, and that women’s civil society groups might be partners.

If trainees seem to be basing their plans on policy goals in isolation of contextual factors, it may be necessary to facilitate brainstorming on these issues or conduct a mini-force field analysis to help trainees consider contextual issues in their plans.

Lack of detail: Attempt to explore the level of detail evident in the action plans. If specified tasks appear overly broad, work with trainees to break them down into realistic components. If trainees are unable to develop sufficiently detailed strategies and tasks to accomplish their goals, this may suggest lack of familiarity with cross-cutting gender and security sector reform strategies. Consider reviewing relevant parts of the *Defence Reform and Gender Tool* with trainees.

Possible variations

Other topics that would lend themselves easily to action planning include:

- *Stimulate gender-responsive debate on the national vision of security* (use “How to stimulate national debate on the national vision of security”, page 9 as reference material)
- *Involve parliament in gender-responsive defence reform* (use “Parliamentary oversight of the defence sector”, pages 10–11 as reference material)
- *Implementing gender-responsive defence codes of conduct* (use “Codes of conduct”, page 15 as reference material)

HANDOUT

Action plan: Integrating gender into the political level of defence reform

Exercise instructions

Choose a group facilitator and a rapporteur. The group facilitator is responsible for guiding the discussion, the rapporteur for writing down key points (filling out the table below) and reporting back to the plenary.

Read the background information. This information is given to you to recap possibilities of finding a particular goal around which you can develop an action plan. Choose a goal related to “Integrating gender into the political level of defence reform” that would be appropriate and achievable in the context of your organisation or country. It is important that you choose a goal that relates to gender and not only to defence reform more generally. If you need help with choosing a goal, do not hesitate to check back with your trainer.

Your action plan will address “what” will be done (strategies and tasks), “who” is responsible for it, and “when” it will happen. Limit the strategies to a maximum of three, to ensure that your action plan doesn’t get too complex. Consider issues such as the current level of achievement of the stated goal, relative priorities and appropriateness amongst the strategies for achieving the goal, broadly helpful and limiting forces, as well as specific internal and external forces, and relevant stakeholders.

Afterwards, your group will present your most feasible set of tasks (carried out by whom and when in support of a strategy to achieve a goal).

HANDOUT

Background information

From pages 8–10 of the *Defence Reform and Gender Tool*.

Action plan: Integrating gender into the political level of defence reform

Defence reform, and by implication gender mainstreaming, must be “directed by a clear mandate that is derived from the highest political level, and reflected in the vision and policies of a country’s leadership”. For it to be successful it requires the buy-in of the senior officials who often lead the process and of staff who need to see clear guidelines and strategies for how it will occur. It also requires strengthening democratic and civil oversight. The processes for achieving these outcomes—defence reviews, democratisation processes, civil society oversight and parliamentary oversight—are key entry points for addressing gender issues.

How to integrate gender into the defence review process:

- Ensure that women, individuals with gender expertise and representatives of government ministries responsible for issues of women’s rights, gender and youth are part of the formal review bodies.
- Build the gender capacity of the formal review bodies through gender training, briefings on gender and security issues, mentoring and other initiatives.
- Consult women and other under-represented groups within the defence forces as to barriers to their full integration and equitable advancement.
- Consult parliamentarians, including any parliamentary women’s coalitions/caucus.
- Stimulate national debate on the national vision of security through:
 - Consultations with a representative segment of civil society, including urban and rural women’s organisations.
 - Municipal meetings with direct interaction between those leading the defence review and the public.
 - Parliamentary hearings and open debates.
 - Inviting submissions from civil society to the review commission.
 - Using the media to mobilise public debate on security and defence issues through newspaper articles and radio talk shows.
- Explicitly address gender issues in the review and use gender-sensitive language.

How to integrate gender into democratic defence governance

- Conduct personnel audits to determine positions that do not need to be military appointments (civilians are after all cheaper than military staff).
- Use affirmative action appointments in civilian defence structures and encourage the recruitment of women into the defence secretariat.

How to integrate gender into civil society oversight of the defence sector

- Facilitate interaction between women’s groups and local security providers, for instance through their inclusion in local security committees.
- Build the capacity of women’s organisations on security policy issues, including advocacy and oversight.
- Civil society organisations can also play a role in sensitising parliamentarians and others conducting oversight of the defence sector, to improve their capacity to integrate gender perspectives in oversight activities.

HANDOUT

Action plan: Integrating gender into the political level of defence reform

<p>GOAL</p>	<p>STRATEGIES (How?) (list a maximum of three strategies)</p>	<p>TIMELINE (When?)</p>	
		<p>RESPONSIBILITY (Who?)</p>	
		<p>TASKS (What?)</p>	

4

Key opinion leader mapping

Type of exercise:	Application-in-context
Audience:	Programme staff
Time required:	About 90 minutes

Intended group size	Any group size if broken down to smaller groups (four to six trainees) [This exercise also works with a full group of up to twenty trainees if the trainer facilitates the mapping process]
Supplies	Flipchart and markers Trainees' handouts Companion <i>Defence Reform and Gender Tool</i> (Break-out rooms required)
Guidance to trainers	<p>This exercise is a good way to systematically approach the issue of integrating gender into defence reform at the societal level (discussed on page 17 of the <i>Defence Reform and Gender Tool</i>). It is also a useful method of exploring the roles of civilian-military cooperation (including with women's organisations) and civil society oversight of gender issues in the defence sector.</p> <p>The exercise instructions provided to trainees are intentionally vague to allow for different interpretations between groups; this should enhance the value of discussion on the processes and definitions each group used, and can prompt trainees to consider other ways of approaching the topic.</p>
Learning objectives	<p>After completing this exercise, trainees will be able to:</p> <ul style="list-style-type: none"> • Demonstrate understanding of the importance of integrating gender into the societal level of defence reform • Identify contextually-appropriate potential targets/partners for outreach/collaboration in the integration of gender into the societal level of defence reform
Exercise instructions	<p>Provide all trainees with the attached handout. In small groups, trainees develop "key opinion leader" maps. Ask each group to designate a facilitator to lead group discussions and a rapporteur to record the group findings on the attached handout. If necessary, demonstrate the basic concept of the mapping method for the full group before beginning the exercise.</p> <p>Group work lasts fifty minutes. As a suggestion, time could be allotted as follows:</p> <ul style="list-style-type: none"> • Organisational deliberations (five minutes) • Group discussion and mapping (forty-five minutes) • Facilitate a full group discussion to explore the findings of each group and any implications (forty minutes) <p>The focus of discussion should be on the processes by which each group made their decisions, rather than on the decisions themselves. (For instance, how did they identify "key opinion leaders" and how did they determine relative importance? What did they interpret "importance" to mean?)</p>
Possible variations	<p>Although "key opinion leader mapping" is uniquely suited to societal-level analysis, it can be focused on specific policy objectives and defence reform and gender principles. For instance, trainees could be asked to map the social forces and key opinion leaders as applied to any of the following topics:</p> <ul style="list-style-type: none"> • <i>Defence democratisation processes</i> (page 9 of the <i>Defence Reform and Gender Tool</i>). • <i>Integrating gender into the economic level of defence reform</i> (page 11 of the <i>Defence Reform and Gender Tool</i>). • <i>Enhancing women's inclusion into DDR processes</i> (page 18 of the <i>Defence Reform and Gender Tool</i>).

HANDOUT

Key opinion leader mapping

Background information

From page 17 of the *Defence Reform and Gender Tool*.

Changes in the societal level of defence reform should encompass changes in the way society views defence forces and increased cooperation between the defence forces and civil society.

Women's participation in the defence force has been conditioned by the view that society as a whole has had of the defence sector: as a site for the construction of masculinity and not an appropriate space for women. Social change is thus a prerequisite for success in recruiting and retaining women in the forces. However, this is not a sequential process of change in society first and then in the military. Changes in military culture and women's increased participation also produce change in the way that society views the institution.

The South African Defence Force produces a magazine called *Soldier*, which regularly features the differing roles that women play in the defence force. This goes a long way towards challenging the stereotypes of women in the defence force. Women's visibility in the defence force must be regularly portrayed in the media if societal perceptions are to change. It must become commonplace to see the added value that women bring to defence reform.

The defence force needs to reach out to civil society organisations that are engaged in peace and security to see how capacity to combat security threats can be reinforced by drawing on the participation of the community. New security forces in post-conflict countries should draw on the expertise of women's groups who have often been working through the conflict to provide security for women and children and to build peace. They are able to provide insights as to the plight of communities, particularly women and children, and in turn can act as a monitoring mechanism to ensure that strategies agreed upon are being implemented. These engagements provide legitimacy to the defence force and promote democratic practices within the sector.

HANDOUT

Key opinion leader mapping

Exercise instructions

You have just been appointed to coordinate a public outreach campaign aiming to increase public support for integrating gender into defence reform, and to change social attitudes that may hinder reform. As a first step toward understanding the complexities of the societal landscape and planning the overall strategy, your group has decided to develop a visual representation of local opinion leaders based on their importance and current attitude toward gender-responsive defence reform.

Use the table to identify at least five social forces/values/opinions in your country that may hinder reform. For each item, determine at least three leaders/organisations/social groups/etc. that are in a position to influence others about the selected social value. These are “key opinion leaders” that should be targeted in any outreach campaign. When finished, consider your entire list of “key opinion leaders” and rank them in order of importance to the accomplishment of your goal.

On a large piece of paper with your goal written at the centre, develop a “key opinion leader” map. Write the names of your “key opinion leaders” around the central goal; determine their placement based on your assessment of their current attitudes toward gender-responsive defence reform (the more they approve, the closer they should be to your goal on the map), and determine their sizes based on their perceived relative importance in achieving the goal.

For example, if one considers the goal of integrating women into the armed forces, forces hindering such reform could be the cultural roles women have played traditionally in the particular society, the perceptions (by both men and women) of the roles women should play, and practical considerations of lack of child care facilities. On each item listed one can identify key opinion leaders, such as military establishments, community elders and conservative politicians. Yet, there might also be key opinion leaders countering these forces with their activities: a parent-teacher association that is interested in work and career opportunities for girls, a women’s rights organisation that lobbies for equality of treatment, an equal opportunities commission that promotes gender-equal employment standards. Place these opinion leaders on your map as described above.

HANDOUT

Key opinion leader mapping

Societal forces/values that may hinder reform	Who holds/influences these values?			
1.	<table border="1" style="width: 100%; height: 100%;"> <tr><td style="height: 20px;"></td></tr> <tr><td style="height: 20px;"></td></tr> <tr><td style="height: 20px;"></td></tr> </table>			
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5 Mapping the concept of national security and gender

Type of exercise:	Conceptual
Audience:	Any
Time required:	30 to 60 minutes (time adaptable to circumstances)

Intended group size Any. This exercise can be done with groups of up to thirty trainees in plenary, but for more in-depth discussion it is useful to work in groups of four to six trainees. If done in small groups, each group needs a skilled facilitator.

Supplies Flipchart and markers
Companion *Defence Reform and Gender Tool*

Guidance to trainers A concept map is a graphic showing the relationships among different factors or concepts influencing the larger concept you are trying to pick apart (in this case, “national security”). Concept mapping exercises can be an excellent way to test comprehension of a given subject and/or review material as an alternative to asking direct questions or offering additional/repeated explanation. If you have limited time for exercises, this format would be a good choice for testing and reinforcing the “big picture” concept of national security. Since discussion could easily go in a variety of directions, bring the final discussion back to the question of how gender influences national security.

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

- Identify the influence gender has on various factors contributing to national security and the linkages between them.

Exercise instructions Write or draw the concept of “national security” at the centre of a large writing surface. Facilitate a group brainstorm to identify factors influencing national security and concepts related to national security. These are added to the concept map and linked by lines and arrows. Lines and arrows can be labelled to show connections, such as “contributes to”, “results in”, “supports”, “causes” or “is threatened by”.

Either act as scribe or assign someone else to add suggestions to the map. See the following sheet for ideas of what such a concept map might include before any lines and arrows are added.

At the end of the exercise, the group should have produced a complex web of related factors and concepts, demonstrating its grasp of the subject matter. As you proceed, keep bringing the focus back to gender. Conclude the exercise by facilitating agreement among your audience on how integrating gender into defence reform helps promote national security. Do this by highlighting connections made on your concept map, thus essentially recapping key points from the *Defence Reform and Gender Tool*.

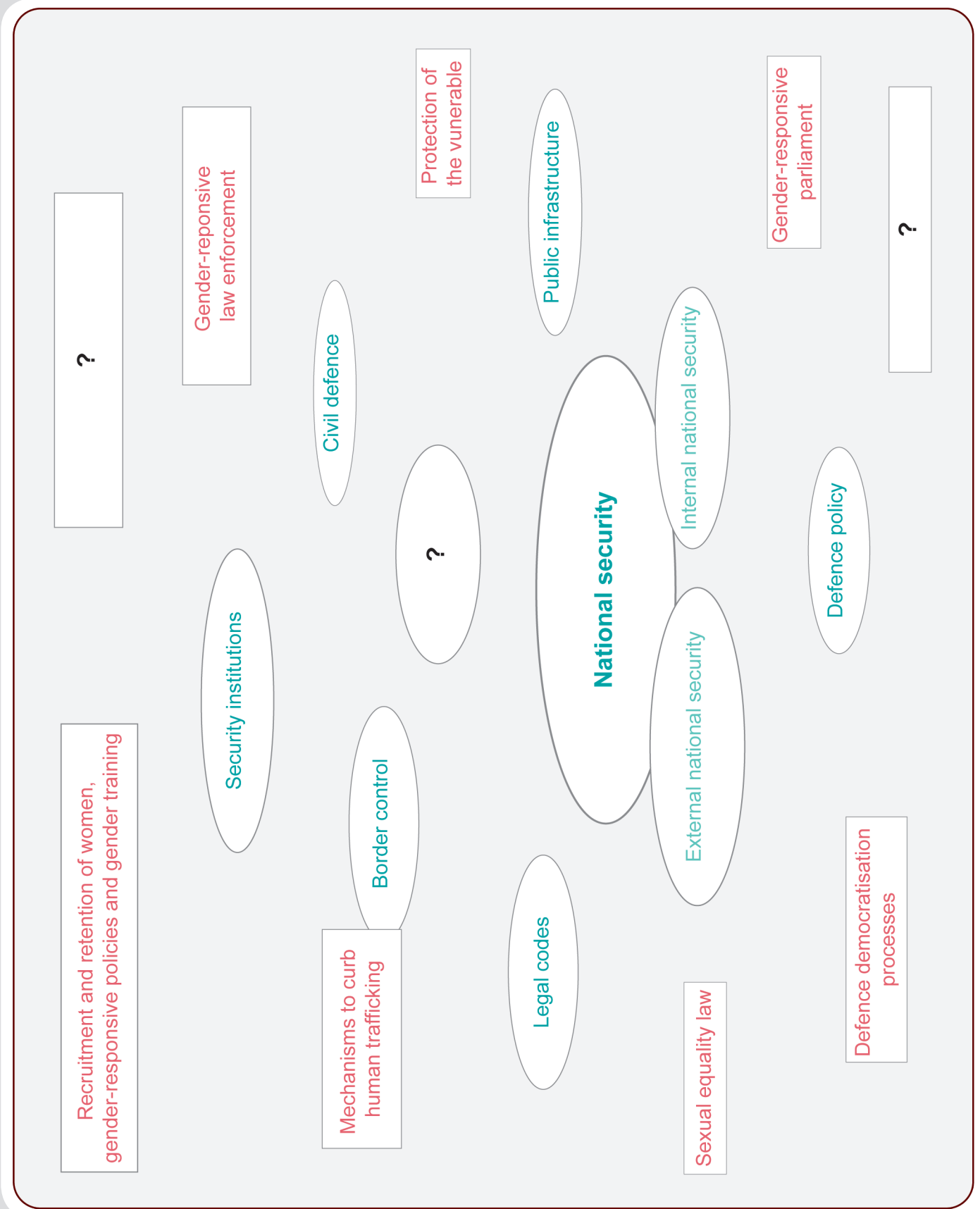
Possible variations This exercise can be adapted to capture many different concepts. Suggestions include

- *What is defence reform?*
- *Gender and defence reform: why is gender important?*

A methodological variation would be to split your trainee group into smaller groups and give each group cut-out “bubbles” with concepts written on them and cut out arrows with descriptions of relationships. Request that they put together a concept map by moving the various pieces around and then each group presents their map in plenary. Compare in plenary the different maps and discuss differences. To use this methodology, you would need to add at least thirty minutes to your timeframe and, in advance, prepare the pieces to assemble into maps.

HANDOUT

Mapping the concept of national security and gender



6 Force field analysis: gender budgeting

Type of exercise:	Application-in-context
Audience:	Policy staff
Time required:	60 to 90 minutes

Intended group size Any group size if broken down to four smaller groups

Supplies Flipchart and markers
Trainees' handouts
Companion *Defence Reform and Gender Tool*
(Break-out room required)

Guidance to trainers Force field analysis is an excellent method of challenging trainees to explore factors that may affect policy options, especially regarding broad nationwide policies such as those related to national defence. This exercise stimulates lively debate among trainees regarding the feasibility of actually implementing a gender budgeting strategy in a specific context. This is also a good exercise to do in preparation for developing an action plan, which should take into account all of the identified forces (see Exercise 3 for an example of an action planning exercise).

Refer to pages 11–12 of the *Defence Reform and Gender Tool* for further background information on gender budgeting.

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

- Demonstrate understanding of the concept of “gender budgeting”
- Identify helpful and hindering forces to the implementation of the “gender budgeting” strategy for integrating gender into the economic level of defence reform
- Argue convincingly for or against the use of gender budgeting in the context of their own nation with references to helpful and limiting forces

Exercise instructions Explain that a force field analysis aims evenly to examine all the forces for and against a policy option. Essentially, it is a method for evaluating pros and cons prior to making a decision. If necessary, demonstrate the basic concept of the force field analysis method for the full group before beginning the exercise.

Distribute the handout. Working in four small groups, trainees develop force field analyses and develop arguments for debate. Ask each group to designate a facilitator to lead group discussions and a rapporteur to record the group findings on the worksheet.

Group work lasts thirty minutes, with the remaining time available for a panel debate and discussion. As a suggestion, time could be allotted as follows:

- Organisational deliberations (five minutes)
- Group discussion and filling out the worksheet (twenty-five minutes)

Ask for a volunteer from each group to role play a panel debate. Two of the volunteers must argue for why the government must move ahead with a gender budgeting plan and two for why it cannot. Debrief by asking the audience which arguments they found most persuasive (thirty to sixty minutes). If the audience concludes that gender budgeting cannot be implemented at the time, ask why and challenge your group to outline ways to overcome the obstacles.

Possible variations The force field analysis exercise format can be used to explore and prompt debate on any set of policy options. For example:

- *Use affirmative action appointments in civilian defence structures to increase female representation in the defence sector (page 9)*
- *Remove military restrictions on what roles women can perform i.e. combat, high rank (page 14)*

HANDOUT

Force field analysis: gender budgeting

Background information

Source: Council of Europe, Directorate General of Human Rights, "Gender Budgeting," Final report of the Group of specialists on gender budgeting (EG-S-GB), 2005, [http://www.coe.int/T/E/Human_Rights/Equality/PDF_EG-S-GB\(2004\)RAPFIN_E.pdf](http://www.coe.int/T/E/Human_Rights/Equality/PDF_EG-S-GB(2004)RAPFIN_E.pdf) (accessed March 5, 2009).

Public budgets are not merely economic tools, but summarise policies in monetary terms and express political priorities. Budgets, therefore, are not gender-neutral. They affect women and men in different ways, reflecting the uneven distribution of power within society as economic disparities, different living conditions and ascribed social roles. Gender budgeting seeks to make the gender impact of budgets visible and to transform them into an instrument increasing gender equality. Gender budgeting basically involves all levels of government, national, regional and local. Gender budgeting thus involves all stages of the budgetary process and implies gender-sensitive analysis, assessment and restructuring of budgets.

Exercise instructions

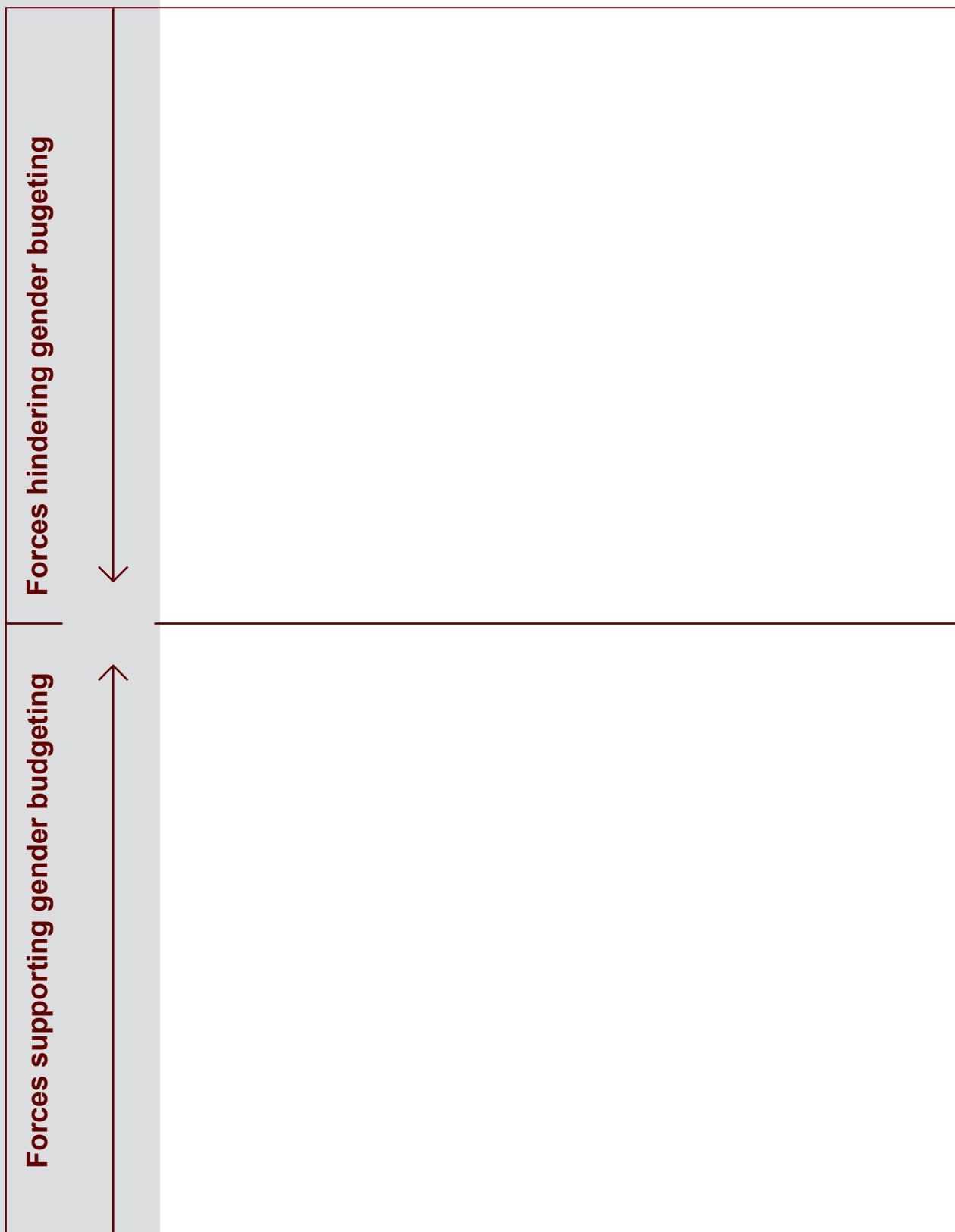
Imagine that your government has asked you to evaluate the feasibility of applying the principles of gender budgeting to your country's national defence expenditure. If implemented, this is expected to result in a drastic overhaul of defence spending priorities, with the likelihood that many existing programs will be cut or restructured. Although gender budgeting has been internally identified by some high-level government officials as an important component of the country's security sector reform process, there is substantial opposition to the plan. Your government does not want to commit resources to gender analysis of the defence budget unless implementation of gender budgeting recommendations seems like a real possibility.

Identify forces (i.e. stakeholders, cultural/social values, funding availability, expertise, political considerations, etc.) that work in favour of gender budgeting in your country, and those that work against it. Write these forces on either side of the goal with arrows indicating whether they are helpful or hindering factors and rate each item according to its strength and importance.

Consider your findings and formulate a persuasive argument as to whether your government should move ahead with its gender budgeting plans based on the relative strengths of the forces you have identified. You must reference your force field analysis findings in your argument.

HANDOUT

Force field analysis: gender budgeting



7 Argument-phrase development

Type of exercise: Application-in-context; conceptual
Audience: Any
Time required: 70 to 80 minutes

Intended group size Any group size if broken down to smaller groups (four to six trainees)

Supplies Flipchart and markers
 Flipchart paper
 Trainees' handouts
 Companion *Defence Reform and Gender Tool*
 (Break-out room required)

Guidance to trainers This simple exercise requires knowledge and understanding of the principles outlined in the *Defence Reform and Gender Tool* and is an excellent overview activity for any audience on the “how” and “why” of gender-responsive defence reform. Trainees are prompted to consider the content of the entire tool from the perspectives of relevant stakeholders (namely, the armed forces, the bureaucracy, the legislature, and the public) and to develop concise, targeted “argument-phrases”. This exercise can also be used to forcibly emphasise subjects that are particularly relevant to the audience.

The key to this exercise is that trainees are not allowed to rely upon long and complex arguments that lay out all of the benefits of gender-responsive defence reform. By forcing them to develop concise argument-phrases (twenty words or less), this exercise can help identify the most important and persuasive benefits of reform in any given context.

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

- Make audience-specific arguments supporting the integration of gender into defence reform at the political, economic, institutional, and societal levels

Exercise instructions Provide all trainees with the attached handout (in four copies to provide one for each audience) and several large sheets of flipchart paper. In small groups, trainees develop concise arguments for specific audiences. You might split up the workload between groups by assigning a different “target audience” to each group, or by asking each group to consider only one of the levels of reform (political, economic, institutional, or societal).

Ask each group to designate a facilitator to lead group discussions and a rapporteur who fills out the attached worksheet. Groups then work together to select one or two argument-phrases to write on banners (use flipchart paper). Later each group will show the banners to the plenary.

Explain that an argument-phrase is a short statement (twenty words or less) that is targeted at a defined audience to persuade them on a specific issue. If someone from the target audience reads/hears the statement, without any additional information, they should be able to understand what they are supposed to do, and why they should do it. If necessary, provide a few examples of effective and ineffective targeted argument-phrases before beginning the exercise.

The key is to understand what aspect of a particular issue is most relevant/beneficial/persuasive to a particular audience, and why. For instance, imagine you want to persuade a set of adults and a set of children to wear a new kind of clothing because the manufacturing process is very efficient. Neither audience needs to know about the manufacturing process—the adults want to know what’s it in for them (perhaps the clothes are cheaper, more durable, etc.), as do the children (perhaps the clothes are colourful, exciting, popular, etc.). Each audience needs a specific argument targeted to their own interests. Furthermore, neither audience has time to listen to a ten minute argument. If one wants to have any chance of persuading someone with many priorities, the argument needs to be short and sweet!

Argument-phrase development

Exercise instructions

Group work lasts forty minutes, with the remaining time available for showing off the banners and critiquing them. Invite creativity for the showing off of banners. If so desired, groups could chant the slogan, dance to them or find other ways of visually supporting the message. Finally, if culturally appropriate, trainees may publicly vote on the persuasiveness of others' argument-phrases.

As a suggestion, time could be allotted as follows:

- Organisational deliberations (five minutes)
- Group discussion, filling out worksheets and preparing banners (thirty-five minutes)
- Showing off the banners and critiquing them (thirty to forty minutes)

Possible variations

The argument-phrase development exercise format can be applied to any subject within the *Defence Reform and Gender Tool*. It serves as an overview and reinforcement activity by requiring analysis of any given reform object from the perspectives of the armed forces, members of the executive branch/bureaucracy, the national legislature, and the public. Within the context of the exercise, potential subjects upon which to focus could include:

- *Develop argument-phrases for each audience on why it is beneficial to include women in peacekeeping missions* (use "3.2 To respond to the changing needs of the defence sector", pages 3–4 as reference material)
- *Develop argument-phrases for each audience on why it is beneficial to have strong parliamentary oversight of the defence sector* (use "Parliamentary oversight of the defence sector", pages 10–11 as reference material)
- *Develop argument-phrases for each audience on why it is beneficial for defence forces to provide a positive gender-responsive working environment* (use "Creating a conducive environment", page 14 as reference material).

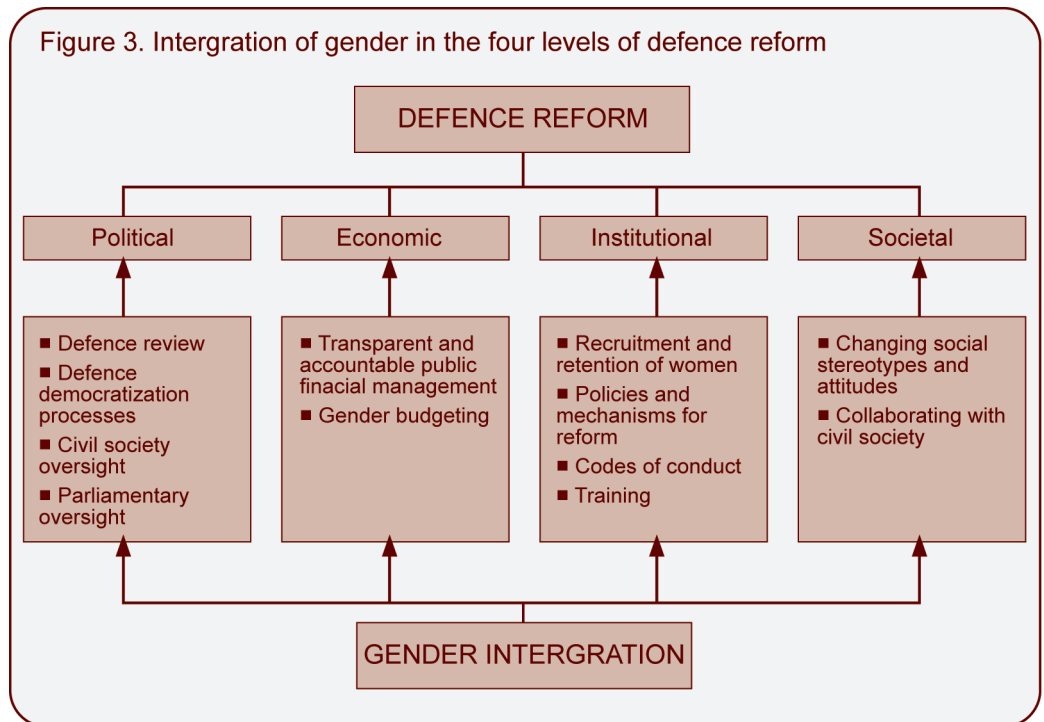
HANDOUT

Argument-phrase development

Background information

From page 7 of the *Defence Reform and Gender Tool*

Figure 3. Intergration of gender in the four levels of defence reform



Exercise instructions

As one of your country's primary advocates for gender-responsive defence reform, it is up to you to convince relevant stakeholders of the great value and necessity of implementing gender-responsive defence reform. Toward that end, you are about to begin a series of meetings with important officials and leaders from the armed forces, members of the executive branch/bureaucracy, the national legislature, and the media. Unfortunately, due to scheduling conflicts, you have been allotted only five minutes with each audience.

In order to maximise the impact of these short meetings, you have decided to develop short, targeted, and memorable argument-phrases for each audience based on the four areas of reform: political, economic, institutional, and societal.

For each audience (armed forces, members of the executive branch/bureaucracy, the national legislature, and the media), consider which aspects of gender-responsive defence reform within each sector (political, economic, institutional, and societal) are most relevant and likely to be of interest. Then, using the attached worksheets (one for each audience) and working as quickly as possible, consider "what's in it for them?" and develop a short argument-phrase that conveys the goal you are advocating and the key benefit your target audience would receive from it. Write one or two of these argument-phrases on banners that you will present to the plenary. You have forty minutes to complete this work.

Your argument-phrases should be twenty words or less—the more memorable, the better!

HANDOUT

Argument-phrase development

	What's in it for them?	
Audience: armed forces • bureaucracy • legislature • media (circle one)	Integrating gender into defence reform at the political level	Integrating gender into defence reform at the economic level
	Integrating gender into defence reform at the institutional level	Integrating gender into defence reform at the societal level

8

Developing codes of conduct

Type of exercise:	Conceptual
Audience:	Programme staff
Time required:	About 50 minutes

Intended group size	Any group size if broken down into smaller groups (four to six trainees), [Can be modified for large group format. A group of twenty trainees would be ideal; thirty trainees could be accommodated at maximum.]
Supplies	Flipchart and markers Trainees' handouts Companion <i>Defence Reform and Gender Tool</i> (Break-out room required)
Guidance to trainers	This exercise requires an in-depth examination of the subject matter and its application to a real-world context. It will be particularly successful with audiences who are already sensitised to the issue and ready to make changes in their own organisations.
Learning objectives	After completing this exercise, trainees will be able to: <ul style="list-style-type: none"> • Demonstrate the usefulness of a code of conduct as a tool to ensure greater gender equality in defence reform • Develop draft ideas for codes of conduct for their own organisations/agencies
Exercise instructions	<p>Trainees are requested to split up into three groups. Each group is asked to develop a draft code of conduct as per the attached handout.</p> <p>The following definition of a code of conduct is offered: "Principles, values, standards, or rules of behaviour that guide the decisions, procedures and systems of an organisation in a way that (a) contributes to the welfare of its key stakeholders, and (b) respects the rights of all constituents affected by its operations" (from the International Federation of Accountants, http://www.ifac.org/).</p> <p>If you wish you could refer to the United Nations Department of Peacekeeping Operations' "Ten Rules Code of Personal Conduct For Blue Helmets" as an example of a concise code of conduct (see http://www.un.org/Depts/dpko/dpko/Conduct/ten_in.pdf, accessed March 5, 2009).</p> <p>Each group takes five minutes for organisational deliberations and fifteen minutes for developing draft ideas. Groups should be instructed not to get bogged down in attempting to find perfect language—this is not the point of the exercise. Then, the drafts from Group A are given to Group B, those from Group B to Group C and those from Group C to Group A.</p> <p>In ten minutes, each group is now asked to make a list of the key values that are behind the stipulations in the draft code they are reading, and report them to the plenary. A further ten minutes are spent in plenary on comparing these values:</p> <ul style="list-style-type: none"> • Are they the same for different codes? • If not, why not? • Do these values relate to the gender questions to be addressed by the code? <p>Finally, ten minutes are allocated a more general discussion on:</p> <ul style="list-style-type: none"> • How specific stipulations benefit women • How specific stipulations benefit men • What function codes of conduct fulfil • What codes of conduct can and cannot achieve (in the absence of enforcement mechanisms, for example)

Developing codes of conduct

Exercise instructions

- How codes of conduct need to be strengthened (through training, for example)
- How codes of conduct complement other activities to ensure gender-responsive defence reform

Possible variations

If you had more time available, it could be useful to include a discussion on how the codes of conduct could be implemented and monitored. What structures could be suggested to review implementation and follow up? How can people be trained to adhere to the code? etc. You would need an additional twenty minutes for this discussion to achieve sufficient depth.

HANDOUT

A

Developing codes of conduct

Imagine that you are members of a working group established to advise the senior command structure of the defence forces in your country on gender-responsive standards for military operations. In particular, you have been asked to focus on addressing GBV in conflict and on relations with women in communities where military operations are being conducted.

Draw up a draft code of conduct for the guidance of military personnel on addressing GBV and on relations with women in communities where military operations are being conducted. Include only five to ten key principles. Do not get bogged down in attempting to find perfect language.

You have five minutes for organisational deliberations and fifteen minutes for developing your draft ideas.

HANDOUT
B**Developing codes of conduct**

Imagine you are consulting with the Human Resources Department of the Ministry of Defence in your country. The Ministry wishes to increase the number of women working in its departments.

Draw up a draft code of conduct for female recruitment and retention in security institutions. Include only five to ten key principles. Do not get bogged down in attempting to find perfect language.

You have five minutes for organisational deliberations and fifteen minutes for developing your draft ideas.

HANDOUT C

Developing codes of conduct

Imagine you are a gender focal point for the armed forces in your country. You have received numerous complaints of sexual harassment, from both male and female personnel. Your department has been requested to draw up a code of conduct as one form of response to this issue.

Draw up a draft code of conduct around the issue of sexual harassment. Include only five to ten key principles. Do not get bogged down in attempting to find perfect language.

You have five minutes for organisational deliberations and fifteen minutes for developing your draft ideas.

9 Role play: women's integration into the armed forces

Type of exercise: Conceptual
Audience: Any
Time required: About 80 minutes

Intended group size Minimum of fourteen

Supplies A large flipchart and markers
 Companion *Defence Reform and Gender Tool*

Guidance to trainers Role play exercises are often popular amongst trainees and can encourage playfulness. Try to ensure that trainees have sufficient contextual knowledge to play their roles well. You might involve resource people who can provide background information relevant to the roles.

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

- List challenges and opportunities for the integration of women into the armed forces
- Acknowledge the need to adopt a proactive approach to female integration into the armed forces
- Give specific examples of gender-responsive human resource policies for the armed forces

Exercise instructions Explain that the format for this exercise is a role play. You need seven volunteers from amongst the trainees to simulate presentations to a Ministry of Defence committee. The other trainees will play the role of committee members.

Background material is provided on the handout. Distribute the handout and allow ten minutes for reading it. At the end of the reading time, invite trainees to volunteer to play one of the seven representative roles.

Each representative will then form a subgroup around him or herself, so that there will be seven subgroups (assign group members by using a simple counting method). Each subgroup is to prepare a presentation to the committee of their particular concerns regarding recruitment, development and advancement of women in the armed forces (twenty minutes). Then, the whole group (simulating the committee) listens to the presentations (thirty minutes).

You, as the trainer, should act as the chair of this meeting. When the presentations have concluded, encourage committee members to put questions to the representatives (ten minutes). Conclude the committee meeting by thanking the representatives for their input, and highlighting key issues and points of agreement among the presentations (ten minutes).

Possible variations Use any hypothetical situation outline and roles appropriate to the context you are working in.

HANDOUT

Role play: women's integration into the armed forces

Background information

In the country of Batanabo, warring factions finally signed a peace agreement two years ago.

Both men and women participated in the war as well as in efforts to manage and resolve conflicts, but in different ways and to different degrees. In some ways women were integrated in military decision-making strategies, for example, by the formation of a women's battalion trained to fight alongside men on the battlefield. However, the overall percentage of women in the military during the war was an almost negligible 2 per cent. During the war, rape was used as a method of warfare by certain parts of the military and by militias, thus many women are distrustful of men in uniform.

In general, Batanabo women have a long history of sharing responsibilities with men in all aspects of life, but not of enjoying comparable rights. They have suffered institutionalised discrimination in favour of males within the family and within society and have been socialised to regard their role as to bear children and please their husbands. Women have always been denied the full benefit of educational and health programmes and even when their rights have been clearly set out in law, they have been thwarted by the traditional dominance of men.

The new president has been lobbied to mainstream gender issues in the peacebuilding process by local women's organisations and international actors alike, citing UN Resolution 1325. Shortly after the peace agreements were signed, the president began a defence reform process, which included examination of women's integration into the armed forces.

One outcome of this defence reform process was that the President has requested the armed forces enhance their ability to integrate women. A committee within the Ministry of Defence is tasked with outlining a new policy and new procedures in this regard. The policy aims to address these goals:

- Recruit more female candidates into the armed forces
- Increase women's access to career paths within the armed forces
- Ensure career development and advancement for women within the armed forces
- Ensure equitable treatment between men and women in the armed forces
- Increase family-friendly support
- Promote awareness of gender issues in the military

As a first step, the Ministry of Defence committee has invited a range of representatives from government departments, parliament and civil society and from interested international organisations to explain their concerns and offer suggestions as regards the new policy. Today's meeting will be addressed by seven representatives:

1. Director within the Ministry of Education
2. Director within the Ministry of Women's Affairs and Family
3. Member of Parliament
4. A representative of the armed forces' recruitment office
5. A representative of the national parent & teachers' association
6. A representative of a local women's organisation
7. A representative of the UN Department of Peacekeeping Operations.

10

Integration of gender into defence policies in South Africa

Type of exercise:	Application-in-context
Audience:	All audiences
Time required:	About 60 minutes

Intended group size Up to fifteen

Supplies Companion *Defence Reform and Gender Tool*
Colour-coded cards (five colours, best to use bright colours)
Adhesive gum or sticky tape
A large board or empty wall space

Guidance to trainers This exercise is more effective when preceded by more introductory exercises.

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

- Identify lessons in the South African process of integrating gender into defence reform
- Apply these lessons to their own contexts

Exercise instructions Each trainee is given five differently coloured cards. After reading the attached situation report, each trainee will write one lesson with regard to integrating gender into defence reform on each card, as follows:

- From the perspective of the Ministry of Defence
- From the perspective of the armed forces
- From the perspective of civil society
- From the perspective of the Parliament
- From the personal perspective of the trainee

Assign one colour to each category above so that cards can later be grouped together.

Allow thirty minutes for this work, as the situation report is lengthy. Trainees should then come forward and stick their cards, according to colour, on a large board. Ask for volunteers to organise the cards, should that be necessary.

Take a moment to look for commonalities as you read through the cards in plenary. In the ensuing discussion (twenty-five minutes), focus on how these lessons could be applied to the trainees' own countries. This might work best if you can identify two or three volunteers in your audience wishing to make a comment on their own situation, which they obviously know best. While this might appear like a free-flowing discussion without conclusions, considerable learning can be achieved by a simple comparison of life situations.

Possible variations If you have more time available or a very large group, you could split the audience into sub-groups to identify lessons in the situation report. You would have to leave out personal reflections, unless each group can agree on a set of observations. You should also consider that a lot of the learning will have taken place in the subgroups rather than in the plenary—which could be a pity, as not everybody will benefit from all ideas put forth. Plenary time would thus be cut down by ten minutes but you would need to add thirty minutes for the small group work.

HANDOUT

Situation report on defence reform in South Africa

Background

During apartheid, South Africa was essentially a militarised society with a regional foreign and defence policy based on antagonism and destabilisation. The defence sector was highly fragmented. The South African Defence Force (SADF) coexisted with the defence forces of independent homelands and various guerrilla armies, contributing to a security environment characterised by politicisation, corruption, and widespread violence. The priority of national security policy was combating political violence, so that crime and other forms of violence were neglected, especially in black and coloured townships. Women were allowed to join the SADF from 1970, given the shortage of qualified white males and the need to release white men for operational duties, but could only serve in support roles. The apartheid government was also characterised by a lack of women in key leadership positions. Prior to 1994, women constituted only 2.8 per cent of parliamentary representatives.

In 1994, South Africa underwent a transition from authoritarian to democratic rule. In the vastly changed environment, it was clear that defence had to fundamentally change to align itself with the new South African reality. In this sense, the first requirement was to integrate the military forces of all the previous combatant groupings into a new defence force, the South African National Defence Force (SANDF). Second, there was a requirement for a fundamental change in South African defence policy. The country, coming out of its apartheid isolation, was due to play a much more significant role in the world and especially on the African continent. Previous conceptualisations of state security were revised to focus on human security, due to a participatory defence review process approach involving civil society. Third, as governmental and societal priorities for reconstruction and development required greater efficiency in defence spending, resources were reallocated from the security establishments to other areas such as the fight against poverty, unemployment, homelessness, improvement of health services, and women's empowerment.

Defence review process

All aspects of defence reform in South Africa were a product of close co-operation and collaboration between key stakeholders, including the Parliamentary Joint Standing Committee on Defence (JSCD), the Ministry of Defence (MoD) and the Department of Defence (DoD), along with civil society organisations.

The policy process, which was principally conducted through the development of a white paper on defence and a defence review, was a highly collaborative. Firstly, a draft white paper was drawn up in June 1995. The draft was then distributed for public comment, and received over ninety written submissions; it was then revised by the JSCD and members of the DoD. The main objectives of the white paper were to bring defence policy into line with the new democratic constitution and the post-apartheid security environment, and to forge a national consensus on defence policy, thereby conferring legitimacy on the police and the SANDF.

From the viewpoint of integrating gender into defence reform, several initiatives made a difference: the DoD explicitly stated its commitment to overcome gender discrimination and increase representation. Affirmative action was instituted as a policy and equal opportunity programmes established. The right of women to serve in all ranks and positions, including combat roles, was affirmed, and a policy directive issued that called for a "non-racial, non-sexist, and non-discriminatory institutional culture" for the new armed forces. Lastly, the Ministry of Defence was put under the obligation to identify and eliminate discriminatory practices and attitudes in the SANDF.

HANDOUT

Situation report on defence reform in South Africa

Women and the defence
review process

A defence review was conducted between 1996 and 1998 by a committee appointed by the MoD. This Defence Review Working Group (DRWG) included members of the DoD, ministerial advisors, representatives of the JSCD, representatives of the academic community and defence-related NGOs. It identified the military needs of the country, and served to outline operational details such as doctrine, force design, logistics, armaments, human resources and equipments. Adopting a human security perspective, it established the basic framework for the democratic control of armed forces: that the Minister of Defence would be accountable to Parliament, that Parliament would approve the annual Defence Budget, and that a Joint Standing Committee on Defence would be established by Parliament to provide oversight.

Despite their different views and values, South African women—as pacifists, militarists, feminists, and grassroots activists—had been at the forefront of the struggle against apartheid. In 1992, the ANC’s women led the formation of the Women’s National Coalition (WNC), an initiative of some 100 organisations, to develop a common agenda for women’s rights, which was actively present at the peace table. Following the 1994 elections, women made up 28 per cent of the National Assembly, and had posts in parliamentary committees, including defence. The new South African Constitution, promulgated in 1996, enshrined gender equality among its fundamental pillars.

Women made significant contributions to the defence reform process in South Africa. It was at the insistence of female parliamentarians that the defence review included a national consultation process. Grassroots women’s organisations were vital in drawing attention to previously ignored issues such as the plight of dispossessed communities whose land had been seized for military use, the environmental impact of military activities and the sexual harassment of women by military personnel. In response, sub-committees were formed within the Defence Secretariat of the DoD on the environmental impact of military activities and the sexual harassment of women by military personnel.

Within the SANDF, policies were established that focused on increased recruitment and promotion of women to all levels and in every structure, joint and equal training for both men and women, gender education and training, standardisation of shoulder insignia, elimination of pregnancy as grounds for dismissal as well as allowing promotions for women on maternity leave.

The appointment of a female Quaker, Nowzizwe Madlala-Routledge, to the post of Deputy Defence Minister from 1999 to 2004, along with other high-level female appointees in the Defence Secretariat, demonstrated the Government’s sincere commitment to integrate gender into South African defence policy. The Defence Act of 2002 classifies sexual harassment and discrimination as criminal offences.

Following the issuance of the white paper, the MoD created a number of mechanisms that helped gender integration along, such as a Gender Focal Point within the Equal Opportunities Directorate, with outreach across the services and divisions, a Gender Forum to implement gender policies at the lower levels of the DoD, a telephone hotline to report cases of sexual harassment and gender-based violence, and Gender Sensitization Programs to raise awareness and understanding of gender policies. In addition, the Deputy Defence Minister annually hosted “Women at the Peace Table”, a gathering of women in the armed forces and in civil society to explore and address peace and security issues.

As a result of these policies and mechanisms, women make up 23.8 per cent of the SANDF and 11.6 per cent of its top management structure. As of March 2006, the MoD employed 17,780 women out of a total number of 77,858 employees (22.8 per cent). Women held 20.8 per cent of middle management positions, and comprised 29.5 per cent of professionals.

HANDOUT

Situation report on defence reform in South Africa

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Discussions

Suggested discussion procedures

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

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

Discussions

The following eighteen points suggest topics for discussion loosely organised around key themes elaborated in the companion tool.

1. Why should defence reform be gender-responsive? Which convincing arguments can you suggest?
2. What are the changing needs of the defence sector and why do these changes provide an opening for the recruitment of more women than has traditionally been the case?
3. Discuss three examples of gender-based security threats in your society, and suggest policies and guidelines for security institutions that demonstrate sensitivity to the concerns and needs of different gender groups.
4. What positive effects for the prevention and detection of gender insecurities arise out of a more balanced representation of men and women in the defence forces?
5. How might the increased recruitment, advancement and retention of women alter the performance of the defence forces?
6. Describe briefly why a gender-responsive defence review might be needed. Why and when would you advise such a review take place in your own country?
7. How could a “national vision of security” be achieved?
8. What are the potential benefits of ensuring that different population groups are represented in civilian defence oversight bodies?
9. How would you tailor a defence oversight process to ensure that all groups in your own community/society were included?
10. What strategies would you suggest to transform the defence forces so that they meet accepted national and international human rights standards?
11. The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) requires States parties to ensure that women have the same employment opportunities as men, including the application of the same criteria for selection in matters of employment. What challenges does this create for recruitment in the armed forces? How can these challenges be overcome?
12. How can trust be established between a peacekeeping force and the population? What can be done to assure women that their disclosure of having been sexually abused will be properly handled?
13. How can respect between male and female members of the armed forces and between them and the multicultural community they serve be fostered?
14. What social changes have to happen so that the armed forces are no longer seen as a bastion of masculinity?
15. Does your government have a formal policy commitment to increasing the numbers of women in the national military? Why or why not?
16. In what ways could a code of conduct setting out rules of behaviour on discrimination and harassment assist the armed forces in addressing sexual abuse?
17. In what ways do the armed forces assist people in achieving human security?
18. Discuss the various ways in which the armed forces could assist with research on security threats against men, women, boys and girls. Which aspects of this topic would you like to see researched? How could research into those aspects be initiated and how could your agency assist in the initiation of, and contribute to, such work?

Training challenges to consider

The Guide to Integrating *Gender in Security Sector Reform* discussed challenges to implementing gender-responsive SSR training. While training on defence reform and gender you might also come across the following challenges:

- Some in your audience might believe that women will always have limited roles in the armed forces for biological reasons, and thus gender is of limited relevance to defence reform. You can highlight the operational need to include women in modern armed forces, and demonstrate that the proportion of women in armed forces is steadily increasing in many countries (see pages 3–6 of the *Defence Reform and Gender Tool*). Moreover, this is an opportunity to emphasise that the larger issue in discussing gender and defence reform is “security for whom and how?” (see page 3 of the *Defence Reform and Gender Tool*). It is not only about numbers of men and women in the defence forces, but how defence reform responds to the needs of all in society.
- Trainees may highlight the costs associated with recruiting women into defence forces (providing separate washing and sleeping facilities for them, etc.) as an objection to their entry. When the operational advantages of having female personnel are understood, the often one-off costs of recruiting them can be shown to be both justified and marginal in comparison to other areas of defence spending.
- You may find trainees who will try to derail constructive discussion by focusing on the most controversial aspects of gender integration in the armed forces. For example, pregnant women in submarines, whilst a gender issue, should not be the focus of all discussion on women in the armed forces. Issues concerning gay and lesbian people in the armed forces (referred to in recommendation 4 of the *Defence Reform and Gender Tool*) may be controversial with trainees from a cultural context where homophobia is accepted. Affirmative action policies that “fast track” women are at times resented by male colleagues. Think about ways in which you can create a space for discussion of controversial issues, without them dominating your training at the expense of all other issues. You may need to request that such a discussion be deferred to another time, or that opinions on these issues are exchanged over lunch or dinner or at other convenient times.

UNITED KINGDOM

Addressing sexual harassment in the armed forces

In 2004, after several high-profile cases of sexual harassment and facing an increasing number of complaints, the United Kingdom's Equal Opportunities Commission (now part of the Equality and Human Rights Commission) embarked upon a formal investigation of sexual harassment against women serving in the armed forces. The investigation was suspended in June 2005 on the condition that the armed forces fulfil an *Agreement and Action Plan to Prevent and Deal Effectively with Sexual Harassment in the Armed Forces*.¹

The Action Plan's goal was to ensure that the Ministry of Defence (MoD), with the support and assistance of the Equal Opportunities Commission, took practical and effective steps within a reasonable time to prevent and deal effectively with sexual harassment. This meant:

- Creating a working environment in which sexual harassment is considered unacceptable
- Ensuring that service personnel who experience sexual harassment feel able to complain and have confidence in the complaints process
- Ensuring that the outcome of any service redress and administrative procedures relating to sexual harassment effectively remedies the sexual harassment and protects the victim from future victimisation
- Providing effective sanctions to deter and discourage sexual harassment²

The Action Plan had three phases, to be implemented over three years:

1. Diagnostics and data gathering
2. Period for the MoD to review the information collected and to propose a programme of future work to the Commission, including outcomes and targets to be achieved
3. Implementation and monitoring

The MoD commissioned extensive independent research into the nature and extent of sexual harassment in the armed forces, as part of the first phase in 2005. This research was the largest study of its kind undertaken in the UK, and was both quantitative (a survey) and qualitative (focus groups). A questionnaire was sent to all 18,178 servicewomen in the armed forces and responses were received from 9,384 (52 per cent). 29 focus group discussions—19 with servicewomen and 10 with servicemen—and 9 individual discussions with servicewomen who had experienced sexual harassment were held.

The research found that sexualised behaviours (jokes, stories, language and material) were widespread in all three services within the armed forces. 99 per cent of the servicewomen who responded to the survey had been in situations in the previous 12 months where such sexualised behaviours had taken place. There was a high tolerance of these behaviours but over half of the respondents sometimes found them offensive. Qualitative data from men suggested that there was a lack of awareness that women might be offended or upset by their language and behaviour.

Two thirds of questionnaire respondents said that sexualised behaviours had been directed at them personally in the previous 12 months. Such behaviour included making unwelcome comments, sending sexually explicit material, unwanted touching and sexual assaults. 15 per cent reported having had a “particularly upsetting” experience. The greater proportion of these comprised lower ranks and younger women.³

¹ *Agreement between the Ministry of Defence and the Equal Opportunities Commission on an Action Plan to Prevent and Deal Effectively with Sexual Harassment in the Armed Forces* (2006), http://www.mod.uk/NR/rdonlyres/13856EA1-1D13-4872-A5EF-797D8EA3E025/0/mod_eoc_agreement.pdf (accessed April 27, 2009)

² Ibid.

³ Equal Opportunity Commission, *Press Release: EOC and MOD Sign New Action Plan to Address Sexual Harassment in the Armed Forces*, May 25, 2006, <http://83.137.212.42/sitearchive/eoc/Defaultbdc1.html?page=18793> (accessed April 27, 2009).

UNITED KINGDOM

Addressing sexual harassment in the armed forces

Over half of those who made a formal complaint stated that there had been negative consequences as a result of doing so and 64 per cent were considering leaving the armed forces. Survey respondents strongly supported effective training for line managers on preventing and dealing with sexual harassment. Although line managers were seen as key to preventing and dealing with sexual harassment, advice and help outside the chain of command were also considered important.

On review of this data, the MoD formulated a phase three action plan that aimed to “create an environment in the Armed Forces in which harassment is recognised as inappropriate and preventable by: ensuring leaders in the Armed Forces take seriously their responsibilities to prevent and deal with harassment; ensuring the active, transparent and appropriate resolution of every complaint filed; and by putting in place ongoing, robust processes for monitoring the nature and extent of harassment.”⁴ Measures identified to this end were:

- Engagement of service personnel at all levels
- Raising awareness about the problem of sexual harassment
- Review of equality and diversity training
- Using appraisals to reinforce acceptable behaviours
- Review of harassment complaints procedures
- Support to the individuals who experience sexual harassment
- Monitoring the careers of parties to harassment
- Ongoing research on sexual harassment
- Monitoring informal and formal complaints of harassment
- Sanctions

Timing of work was set out, and key outcomes, measurements of progress and monitoring mechanisms identified. The project team leading the work was linked to a Stakeholder Working Group comprising representatives from across the services. Overall accountability for the implementation of the steps was specified as being at the highest levels: with the Secretary of State for Defence, Chief of Defence Staff and the Chiefs of Staff of the Army, Navy and Royal Air Force.

In June 2008, the Equality and Human Rights Commission conducted a final review of the MoD and armed forces’ performance to determine whether they had successfully reformed as required under the Agreement, including achieving the agreed outcomes. A follow up sexual harassment survey indicated some positive findings:

- 63 per cent of respondents believed that the sexual harassment complaints process was not biased
- 98 per cent of service personnel believed everyone has a responsibility to deal with harassment

The Commission concluded that the MoD had made a concerted effort to tackle the lack of official support for staff who wanted to report claims of harassment, had put in place a robust and fair way of handling complaints, and made it clear that harassment will not be tolerated. However, the Commission also noted that, although good processes are now

⁴ Agreement between the Ministry of Defence and the Equal Opportunities Commission on Preventing and Dealing Effectively with Sexual Harassment in the Armed Forces: Progress Report and Phase Three Action Plan (2005), http://83.137.212.42/sitearchive/eoc/Docs/Actionplan_25_May_2006.doc?page=18801 (accessed April 27, 2009).

UNITED KINGDOM

Addressing sexual harassment in the armed forces

in place, problems of sexual harassment in the forces remain, which mostly derive from persisting cultural tendencies towards inappropriate behaviour to women.

While the Commission has completed its formal investigation into sexual harassment of women in the armed forces, it is committed to continue working with the MoD on addressing issues of culture. The Commission and MoD will also begin a new partnership to tackle bullying and inappropriate behaviour relating to race, sexuality and religion, as well as gender.⁵

► Measures to address sexual harassment are discussed on pages 14–15 of the *Defence Reform and Gender Tool* and on pages 8–11 of the *Security Sector Reform and Gender Tool*.

⁵ Equality and Human Rights Commission, *Commission Ends Investigation into Sexual Harassment in the Armed Forces and Begins Partnership on Culture Change as Problems Persist* July 5, 2008. <http://www.equalityhumanrights.com/en/newsandcomment/Pages/Investigationintosexualharassmentinthearmedforcesends.aspx> (accessed April 27, 2009).

HUNGARY

Increasing the recruitment and retention of women in the armed forces

Between 2005 and 2006, Hungary raised the participation of women in its armed forces from 4.3 per cent to 17.56 per cent. In 2007, Hungary had (with Canada) the second highest rate of female participation amongst NATO countries, at 17.3 per cent.¹

Hungary's dramatic success in increasing the retention, promotion and deployment of women reflects a number of targeted initiatives:

- The *Hungarian Military Service Law* upholds the equal rights of men and women and guarantees non-discriminatory promotion based on professional skills, experience, performance and service time. Combat positions have been opened to women since 1996 and women are allowed to occupy all positions within the armed forces. Eligibility requirements for employment are the same for women and men.
- A Committee on Women of the Hungarian Defence Forces was established in 2003, with the purpose of ensuring equal opportunities for men and women in the defence forces through research, analysis and policy recommendations. The Committee holds meetings with servicewomen to gather experiences, from which they prepare a report on the status of gender equality, including problems and recommendations for change. Members of the Committee are assigned by the leadership of the Ministry of Defence and the Hungarian Defence Forces, and represent all the female personnel serving in organisations and units of the Hungarian Defence Forces. A network of women's focal points has been also established at unit level in collaboration with the Committee.
- An Equal Opportunity Team of five people representing middle management in each service was established. The Team reports to the Chief of Defence and is charged with providing information and exchanging ideas with leadership and personnel in subordinate units, attending conferences to gather and exchange information on gender integration, and publicising its work through the media and civilian organisations.²

Servicewomen are integrated into the Hungarian Defence Forces: women work and train together with their male counterparts, and are subject to the same chain of command, standards of performance and discipline. Female soldiers entering the service have to complete the integrated basic training, which is equal to that of their male counterparts, although with different physical standards. Servicewomen are entitled to maternity leave. Changes have also been made to pre-deployment training to include gender issues, such as sexual exploitation and abuse, and culturally-specific information about women.

Because of high interest from female candidates for service, in Hungary there is currently no need to develop special recruitment programs for women.

► The need for more representative security sector institutions is discussed on pages 7–8 of the *Security Sector Reform and Gender Tool*.

► Recruitment, retention and advancement of women is discussed on pages 13–14 of the *Defence Reform and Gender Tool*.

¹ Latvia had the highest rate of female participation with 23 per cent. Committee on Women in the NATO Forces, *Percentages of Female Soldiers in NATO Countries' Armed Forces: 2001-2006* (Brussels: NATO, 2006) http://www.nato.int/issues/women_nato/perc_fem_soldiers_2001_2006.pdf and http://www.nato.int/issues/women_nato/perc_fem_soldiers_2007.pdf (both accessed April 27, 2009).

² Committee on Women in the NATO Forces, *Hungarian National Report for 2006* (Brussels: NATO, 2006), http://www.nato.int/ims/2006/win/pdf/hungarian_report_2006.pdf (accessed April 27, 2009).

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Gender-sensitive disarmament, demobilisation and reintegration

Women's activism for peace and disarmament

At the end of the civil war in Liberia in 1993, the Security Council authorised the then-UN Observer Mission in Liberia (UNOMIL) to monitor the cease-fire between the parties and assist with the cantonment, disarmament and demobilisation of the combatants. During the mandate of UNOMIL, women's groups were active in organising around disarmament. The Liberian Women's Initiative (LWI) began a campaign in 1993 that called for the factions to be disarmed prior to the installation of the transitional government.¹ In March 1994, LWI and other women's groups organised a march and wrote an open letter to the UN Special Representative calling for disarmament to start before the handover of power to the transitional government. Women's groups also started an organisation called Funds for Disarmament which raised money to purchase weapons from combatants in order to destroy them.²

Unresolved insecurity, poor governance and slow development plunged Liberia back into turmoil in 1997, with new conflicts erupting among the Government of Liberia, the Liberians United for Reconciliation and Democracy (LURD) and the Movement for Democracy in Liberia (MODEL). Women and girls actively participated as combatants, supporters, peace-builders and political actors in every stage of the armed conflict. They joined the ranks of armed groups, in some cases voluntarily and in some cases not, in order to survive harsh economic conditions or because they believed in the cause for which a particular side was fighting. In total, women and children are thought to have comprised up to 38 percent of the 38,000 to 53,000 Liberian combatants eligible for disarmament, demobilisation and reintegration (DDR) in 2004.

In April 2003, Liberian women began a Mass Action for Peace campaign which drew in "women from the market place, churches, mosques, civil society, refugee camps and the government."³ President Charles Taylor granted them an audience and allowed them to read their statement. When the factions signed a comprehensive peace agreement in Ghana on 18 August 2003, the women took their Mass Action to Accra, "bodily blocking the delegates in the hall and blocking the entrance" when rebel leaders threatened to walk out.⁴ Their actions succeeded in giving them entry to key meetings. As a result, the Accra Agreement, which came into force on 18 August 2003, not only outlined the provisions for the establishment of a DDR programme, but also included language on the protection and promotion of women's human rights.⁵

The disarmament, demobilisation and reintegration process

Planning gender-sensitive DDR: The World Bank, the United Nations and other actors developed a Results-Focused Transition Framework (RFTF) in order to implement the political and development objectives of the Accra Accords. Not only did the RFTF consider DDR a priority cluster, but it also specifically stated the need for disarmament and demobilisation of female and male ex-combatants, including children and disabled people. The RFTF set an initial target of only 2,000 female combatants to be demobilised. Nevertheless, the establishment of a clear target number for these beneficiaries marked an improvement compared to earlier DDR processes which did not even consider female combatants, supporters and dependents to belong to a target group.⁶

On 19 September 2003, the Security Council adopted resolution 1509, which established the

1 African Women and Peace Support Group, "Liberian Women Peacemakers: Fighting for the Right to be Seen, Heard and Counted," *Africa World Press*, New Jersey, 2004.

2 UNIFEM, "Getting it Right, Doing it Right: Gender and Disarmament, Demobilization and Reintegration," New York, October 2004.

3 "Liberian Women Mass Action for Peace," *WIPNET Journal*, 12 December 2003.

4 Ibid.

5 UNDP, "Strategic and Operational Framework of Reintegration Support of Ex-Combatants," Monrovia, 20 April 2004.

6 UNIFEM, "Getting it Right, Doing it Right: Gender and Disarmament, Demobilization and Reintegration".

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United Nations Mission in Liberia (UNMIL); the resolution tasked UNMIL with incorporating a gender perspective into its activities in accordance with Security Council Resolution 1325 on women, peace and security.⁷ Resolution 1509 requested that UNMIL develop a DDR Action Plan that would pay “particular attention to the needs of child combatants and women.”⁸ Like the RFTF’s progress in having been able to set gender-sensitive targets for the first time, UNMIL’s mandate and scope also marked progress compared to other missions in that UNMIL was able to recognise the need for separate facilities and services for women, girls, boys and men in the DDR process.

A false start: Despite UNMIL’s mandate and DDR Action Plan, the DDR process in Liberia suffered a false start. Over 12,000 fighters presented themselves to be demobilised at a cantonment site in Monrovia that was only intended to accommodate 1,000. The camp could not provide adequate services for the unexpected numbers. Overwhelmed by the large numbers of combatants who arrived eager to trade their weapons for the US\$ 300 cash payment, UNMIL was unable to provide the payments.⁹ Thus the combatants, who came with high expectations, were neither able to fulfil their basic needs nor receive the promised benefits. As a result, riots erupted and many male and female combatants were injured.

The first DDR process was officially suspended on 17 December 2003, after 12,664 combatants had been disarmed and 8,686 weapons collected.

Support for DDR by women’s civil society organisations: The Liberian Women in Peacebuilding Network (WIPNET) was called upon to assist UNMIL cope with the chaotic conditions in the cantonment site. Women came to the site to calm the combatants, provide them with essential services and safeguard the underage combatants. WIPNET members and volunteers, who were largely civilian women without formal training or equipment, performed essential tasks at the cantonment site that would normally have been the responsibility of armed military personnel.

Shortly before the suspension of the DDR programme, Liberian women’s groups held a press conference to identify key flaws they had observed in the DDR process. WIPNET, along with the LWI, the Christian Community, the Government of Liberia and local NGOs, acted under the banner “Concerned Women of Liberia” to identify the gaps they thought had contributed to the chaos in the cantonment sites. These included:

- The lack of clarity surrounding how information on the disarmament package was being given to combatants
- Inadequate transportation and logistical arrangements, in particular the shortage of vehicles and adequate lodging facilities
- The fact that the DDR process was not localised, which created cultural and language barriers between the combatants and the peacekeepers¹⁰

The women’s groups expressed a “ready-to-help” posture, highlighting that the abovementioned flaws could have been mitigated if citizens with expertise and experience in the field, including women, had been brought into the process.¹¹ As a consequence of the Concerned Women of Liberia’s work, Liberian women worked with UNMIL and the Ministry of Gender and Development to design an awareness campaign that used print media and

7 Security Council Resolution 1509 (S/RES/2003/1509) “reaffirms the importance of a gender perspective in peacekeeping operations and post-conflict peace-building in accordance with resolution 1325 (2000)” and “recalls the need to address violence against women and girls as a tool of warfare, and encourages UNMIL as well as the Liberian parties to actively address these issues.”

8 Ibid.

9 “Second Progress Report of the Secretary-General on the United Nations Mission in Liberia”, 22 March 2004 (S/2004/229); and IRIN News, “Liberia: Former Fighters in Second Day of Riots, UNMIL Offers Initial Payment,” 9 December 2003, http://www.irinnews.org/report.asp?ReportID=38318&SelectRegion=West_Africa&SelectCountry=LIBERIA.

10 Nelson, Estella, “Women Identify Flaws in DDDR Program, Want to Assist,” The NEWS, Monrovia, 12 December 2003, <http://allafrica.com/stories/printable/200312120184.html>.

11 Ibid.

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radio to encourage women and girls to participate in the DDR process.¹²

The re-launched DDR process: DDR was officially re-launched on 15 April 2004.¹³ During the interim period and partly in response to the problems identified by Concerned Women of Liberia, UNMIL created a Joint Operational Plan which articulated specific provisions and services that were to be made available to women and girls in the DDR process. These included separate transport; separate registration lines; and separate medical examination, dining, sleeping and recreation areas for male and female ex-combatants. In addition, reproductive health and gender-based violence screening and services were identified as priority activities while combatants remained in the camps.¹⁴ Access to DDR was not based on the holding of weapons: “Women Associated with Fighting Forces” were eligible for enrolment. With its mandate to mainstream gender in all the activities of the Mission, UNMIL’s Office of the Gender Advisor undertook a comprehensive assessment on reintegration opportunities for men and women and identified specific requirements of female vis-à-vis male beneficiaries during the process.

Despite these preparations, UN IRIN News reported that during the first week of the re-launched process, UNMIL had disarmed and demobilised fewer than 130 women out of a total of 1,789. As the weeks went on, however, more women presented themselves for disarmament and demobilisation.¹⁵ By February 2005, 22,370 women and 2,440 girls (24% of all participants in the DDR programme) had been disarmed and demobilised. By the end of 2006, 13,223 of the women had been ‘reinserted’, mainly into agriculture, formal education and vocational training.¹⁶

► Gender-responsive disarmament, demobilisation and reintegration (DDR) is discussed in section 5.1 of the *Defence Reform and Gender Tool*, and in section 7.1 of the *Security Sector Reform and Gender Tool*.

12 UN DPKO, *Gender Mainstreaming in Peacekeeping Operations: Progress Report*, (New York: 2005), <http://www.peacekeepingbestpractices.unlb.org/PBPS/Library/Gender%20Mainstreaming%20Progress%20report.pdf>.

13 “Second Progress Report of the Secretary-General on the United Nations Mission in Liberia”; and IRIN News, “Liberia: Former Fighters in Second Day of Riots, UNMIL Offers Initial Payment.”

14 Office of the Deputy Special Representative of the Secretary-General, “Joint Operational Plan,” UNMIL, April 15, 2004.

15 “Third Progress Report of the Secretary-General on the United Nations Mission in Liberia,” May 26, 2004 (S/2003/430).

16 UNMIL web-page, <http://www.unmil.org/>.

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