

Training Resources on National Security Policy-Making and Gender

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



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

Authors

The *Gender and SSR Training Resource Package* was edited by Megan Bastick and Kristin Valasek.

The Training Exercises and Topics for Discussion were developed by Agneta M. Johannsen. Agneta M. Johannsen has extensive experience in peacebuilding, gender and post-conflict transition. Agneta worked as advisor, staff and consultant with several international organisations, including the United Nations Development Programme, the United Nations High Commissioner for Refugees, the United Nations Population Fund, the United Nations Human Settlements Programme and the Japan International Cooperation Agency. She was Deputy to the Director of the War-torn Societies Project at the United Nations Research Institute for Social Development and led a research, training and evaluation team for the project's successor organisation, WSP International. She has also worked for several non-governmental organisations.

Agneta has also been Faculty Member at Webster University in Geneva and is a psychological counsellor. Combining her interests in international relations, psychology and anthropology, Agneta's professional orientation has recently focused on cross-cultural communication, learning/training and trauma response.

The Examples from the Ground were compiled by Beatrice Mosello of DCAF.

Acknowledgements

DCAF would like to thank the following members of the Gender and SSR Training Resource Package Project Advisory Board for their contributions to these training resources: Maria Ela Atienza, Caroline Bowah, Daniel de Torres, Willem F. van Eekelen, Gabriela Elroy, Cheryl Hendricks, Helga Hernes, Lauren Hutton, Linda Ohman, Susan Penksa, Nicola Popovic and Mark White.

In addition, we would like to thank Benjamin Buckland for editing assistance.

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

DCAF gratefully acknowledges the support of the Norwegian Ministry of Foreign Affairs for the production of the *Gender and SSR Training Resource Package*.

DCAF

The Geneva Centre for the Democratic Control of Armed Forces (DCAF) promotes good governance and reform of the security sector. The Centre conducts research on good practices, encourages the development of appropriate norms at the national and international levels, makes policy recommendations and provides in-country advice and assistance programmes. DCAF's partners include governments, parliaments, civil society, international organisations and security sector actors such as police, judiciary, intelligence agencies, border security services and the military.



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

© DCAF, 2009.
All rights reserved.
ISBN 978-92-9222-100-3

Cite as: Agneta M. Johannsen. "Training Resources on National Security Policy-Making and Gender." In *Gender and Security Sector Reform Training Resource Package*, edited by Megan Bastick and Kristin Valasek. Geneva: DCAF, 2009.

Contents

USING THE GENDER AND SSR TRAINING RESOURCE PACKAGE	1
KEY MESSAGES	4
TRAINING EXERCISES	6
Exercise 1 Which questions to ask?	6
Exercise 2 Appealing incorrect policy statements	7
Exercise 3 Ranking obstructive factors	8
Exercise 4 Designing a consultation plan	10
Exercise 5 Role play: security policy drafting committee consultation	13
Exercise 6 Icebreaker or energiser: the meaning of language.....	15
Exercise 7 Case study: policy development on GBV.....	18
Exercise 8 Role play: the importance of participatory processes.....	23
Exercise 9 Continuing policy consultation	26
Exercise 10 Role play: justifying gender positions in NSPs.....	29
Exercise 11 Consultations on the Moon	32
DISCUSSIONS	34
TRAINING CHALLENGES TO CONSIDER.....	36
EXAMPLES FROM THE GROUND	37
ADDITIONAL TRAINING RESOURCES	45

Using the Gender and SSR Training Resource Package

A gender-responsive national security policy-making process seeks to:

- » consult and involve women and men from across the community
- » address the security needs of different groups of women, men, boys and girls
- » confront gender-based violence
- » eliminate discrimination by and within security sector institutions

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 *National Security Policy-Making 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 should be encouraged to read the *National Security Policy-Making and Gender Tool* and/or *Practice Note* before undergoing the training in question.

National security policies should set out a government's approach to delivering security for the population. These policies include in most cases a combination of:

- broad national security plans, visions, strategies, concepts or doctrines
- institution-specific policies (e.g., white paper on defence)

Specific **gender issues** that should be addressed in national security policy-making are, for example:

- the particular security needs of different groups of women, men, boys and girls
- gender-based violence (GBV)
- non-discrimination and equal participation of women and men

A gender perspective must be integrated into national security policy-making because this:

- creates understanding and local ownership of the process and policy by both men and women, which in turn helps build support and national consensus
- addresses diverse security needs, which in turn makes policies more comprehensive and effective
- ensures non-discrimination by and within security sector institutions, which in turn builds trust, increases legitimacy and improves the provision of security and justice
- meets international and national legal obligations

Gender issues should be addressed by all security institutions. Different actors can use a range of strategies to pursue gender integration in national security policy-making. For example:

a. *The national government* should:

- conduct gender training, briefings and mentoring programmes
- appoint women (including from ministry of women or parliamentary women's caucus) to relevant councils and committees, and as heads of security institutions
- use a participatory process (including consultations with women's organisations and gender experts)
- explicitly include gender issues in security policies
- use gender-sensitive language

b. *Parliament* should:

- enact legislation increasing the participation of women in national security policy-making, implementation and monitoring bodies
- use public consultations, parliamentary hearings, meetings with marginalised groups in order to arrive at a more comprehensive national security vision
- monitor government policy-making processes for attention to gender issues
- achieve gender balance on security committees

Key messages

c. *Local government* should:

- appoint women to local councils, committees and other bodies concerned with security issues, e.g., local legislative councils, women's committees, peace and order councils
- involve women, gender experts and representatives from women's organisations in community level security bodies and safety audits
- communicate the results of local safety audits to regional and national security bodies

d. *Civil society organisations* should:

- advocate for and represent gender issues
- provide a pool of technical knowledge and training expertise
- assess, monitor and evaluate gender issues in security policies, policy implementation and in security institutions

e. *External actors/specialists*, such as academics and consultants, should:

- conduct gender training with:
 - staff of ministries involved in security policy-making
 - members of security coordinating bodies and security policy drafting committees
 - parliamentarians on defence and security committees
 - members of local citizen security councils or community police forums
 - CSOs working on or monitoring the delivery of security policy
- carry out gender-responsive assessment, monitoring and evaluation of security policies

In post conflict contexts

It is particularly important to ensure that post-conflict national security-policy making processes are truly representative and address gender issues.

In a post-conflict situation, a gender perspective can be integrated into national security-policy making in the following ways:

- *Women and women's representatives* should be involved in every stage of policy-making, including at leadership levels.
- *Peace agreements* can mandate the development of gender-responsive national security policies—and are more likely to if women are included in peace negotiations.
- *National dialogues on security and reconciliation* must allow both women and men having a voice on an equal footing in identifying national security needs and priorities.
- *Women's civil society groups* that worked for peace and supported community-level security throughout the conflict can offer valuable expertise to security policy-making.
- *Constitutional and electoral reform* that increases the proportion of women in parliament makes it more possible for women to hold positions in security decision-making bodies.
- *Prevention and response to GBV* should be prioritised.

1

Which questions to ask?

Type of exercise:	Conceptual
Audience:	Any (introductory)
Time required:	About 60 minutes

Intended group size Any group size (better if somewhat larger, so that 7 sub-groups can be formed)

Supplies Flipchart
Companion *National Security Policy-Making and Gender Tool*
(Break-out rooms required)

Guidance to trainers This is an exercise that pursues two key messages:
(1) The process that is followed in making national security policies is as important as the outcome when determining the effectiveness of the policies.
(2) A gender perspective should be integrated into this process from the outset.

Because these messages are central to your training content, this exercise could be a cornerstone for your whole event. It also makes use of visual aids, which is often appreciated by audiences. Don't rush this exercise, and collect all ideas generated, as they could become valuable additions to the original exercise description

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

- Apply a gender perspective to the process of developing national security policies

Exercise instructions The point of this exercise is to learn to integrate a gender perspective early on in the process of developing national security policies. Refer to figure 1 on page 2 of the *National Security Policy-Making and Gender Tool*. It would also be helpful to display figure 1 on a PowerPoint slide for everyone to see or distribute it as a handout. Depending on your audience, you might wish to briefly explain the figure and familiarise your audience with the idea of undertaking a consultative process for the development of a national security policy.

Split your audience into seven sub-groups. Each group will deal with one heading on the right side of the figure; hence there will be the following groups:

1. Getting national support for the vision
2. Developing a political strategy for change
3. Designing the organisations and systems
4. Developing organisational strategies
5. Developing resource strategies
6. Getting change done
7. Accepting the need for further changes

Request that each group discuss how the questions under the respective headings can integrate a gender perspective or what additional (gender-focused) questions should be asked. Allow 15 minutes for this discussion. Encourage the groups to avoid getting stuck on words and instead concentrate on ideas.

Ask each group to designate a facilitator to lead group discussions and a rapporteur to report back to the plenary. Each rapporteur has 3–5 minutes to report the group's findings. Allow an additional 10 minutes total time for questions and answers, if there are any. If possible, draw a new figure on a large flipchart and insert the gender perspective into the chart. Later, hand out the new chart to all trainees as the output from this exercise.

Possible variations If you have a small group, you could do the whole exercise in plenary, taking each heading in turn and inviting suggestions on adding a gender focus.

2 Appealing incorrect policy statements

Type of exercise: Conceptual
Audience: Any (introductory)
Time required: 40 to 45 minutes

Intended group size Minimum of 12

Supplies Large flipchart paper
 Companion *National Security Policy-Making and Gender Tool*

Guidance to trainers This exercise works only with audiences that already have some understanding of (or at least openness to) the value of including gender in national security policy-making, so that the group will positively engage with the task. Check in advance with someone who knows the audience or discuss the exercise with a small group of trainees. You might also first cover the ground by referring to the arguments in section 3 in the *National Security Policy-Making and Gender Tool*. (See the discussion of challenges under “Implement the training” in the *Guide to Integrating Gender into SSR Training* for tips on how to deal with resistance, should trainees fail to agree that the statements are incorrect!)

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

- Develop arguments for making national security policy-making gender-responsive and process-orientated
- Put these arguments into a convincing form

Exercise instructions Explain that six statements will be discussed in the course of this exercise. These statements are written up on large flipcharts posted around the room. Split the audience into six random groups (one for each statement). Instruct the groups to appoint a facilitator responsible for guiding the group discussions and a rapporteur to report back to the plenary.

In 10 minutes ask each group to write down a list of reasons why the statement that they are assigned is wrong, and be able to make a convincing argument in support of these reasons in a presentation to the other trainees. The address does not have to be polished, but it should be written down as a speech and be more than just a list of points. In the 30 minutes that follow, each rapporteur reads his or her group’s address. The plenary awards a special round of applause to the address that they consider most convincing.

List of “incorrect statements”:

- National security policy-making is only concerned with external security and thus not particularly concerned with gender.
- National security policy has to be drafted by people at the highest level of government.
- Domestic violence has nothing to do with national security policy-making.
- Speed is very important in many post-conflict countries. Thus, when drafting a document as important as a national security policy, consultations must take second place, because they slow down the process.
- All groups in society have the same security needs.
- Women’s organisations cannot make serious contributions to a security policy debate, since they are focused on women’s rights and not on security issues.

Possible variations You can use different statements. The groups could report back orally, rather than from a written address, if that suits your audience better, but your trainees may come up with less memorable and less eloquent answers.

3

Ranking obstructive factors

Type of exercise: Conceptual
Audience: Any
Time required: About 75 minutes

Intended group size

Any

SuppliesCompanion *National Security Policy-Making and Gender Tool*
Index cards**Guidance to trainers**

A ranking exercise is an excellent way of engaging trainees in a discussion, as everyone will have an opinion on the importance of some statement. Thus this exercise works well when your audience is tired or the group is not yet warmed up.

People may find it difficult to reach agreement within their groups but that is part of the learning experience. This is also why they do not have to come up with a ten-point ranking, but rather sort statements into five categories.

Learning objectives

After completing this exercise, trainees will be able to:

- Identify obstacles to gender-responsive national security policy-making
- Identify ways to deal with these obstacles

Exercise instructions

Split the audience into four groups. Have ten index cards (each one with a statement written on it— see below) ready for each group. Try to create fairly homogenous groups (e.g., colleagues, only women/only men, only CSO people, only from country X, etc.), so that the likelihood of fairly different group responses is increased. This will help to make the plenary discussion livelier.

Explain that each of the statements represents a belief that is an obstacle to gender-responsive national security policy-making. Ask each group to rank all of the statements in order of importance (i.e., biggest obstacle in their particular context) using the following classification:

1. very important obstacle
2. important obstacle
3. moderately important obstacle
4. less important obstacle
5. unimportant obstacle

Each group should then brainstorm strategies on how to overcome the three obstacles identified by the groups as the most important.

Allot 30 minutes for group work. Ask each group to designate a facilitator to lead group discussions and a rapporteur to report back to the plenary.

Invite the four rapporteurs to each present the outcome of their discussion to the plenary in 7 minutes. Then, spend a further 15 minutes comparing, contrasting and discussing the results. Focus, in particular, on why each group made the ranking choices they did.

Statements:

1. Women in this country consider a career in politics undesirable.
2. Women are too busy with family responsibilities and with earning an income to engage in a national security policy making process.
3. The adversarial and combative nature of high-level politics discourages women from seeking office.

Ranking obstructive factors

Exercise instructions

4. Women in this country are not educated enough to serve in high-level positions in Ministries.
5. Equality between men and women is not connected with national security.
6. Gender-inclusive language is cumbersome and hard to use. What matters more are non-discriminatory practices.
7. The committee on national security policy cannot run a slow and costly consultation process. The government has no money and there is no time.
8. The parliament is too weak to advocate for the inclusion of gender expertise on the committee.
9. There aren't many civil society organisations in our country with the capacity, mandate or resources to lobby for integrating gender into a national security policy.
10. The media in our country completely ignores gender discrimination.

Possible variations

Change the statements as you see fit, simplifying as appropriate to the background of your trainees. If need be, you can split the exercise into two: first only rank the obstacles, then (possibly in plenary) develop strategies for overcoming them.

4

Designing a consultation plan

Type of exercise:	Application-in-context
Audience:	Anyone who could be on a policy drafting committee
Time required:	60 to 90 minutes

Intended group size Any group size if broken down into smaller groups (of 4–6 trainees)

Supplies Companion *National Security Policy-Making and Gender Tool*
Trainees' handout and worksheet

Guidance to trainers This exercise goes to the heart of what good policy-making is all about: it is about the right process just as much as it is about the right product. This exercise is designed to practice skills in developing processes. Many in your audience might not yet have experience of designing processes, and you may wish to precede this exercise with a presentation on good consultation processes. This exercise could be paired with *EXERCISE 5 Role play: security policy drafting committee consultation*, which goes one step further towards simulating an actual consultation meeting.

This exercise works well with audiences that resist an exclusive focus on gender issues or when you wish to draw in a range of cross-cutting issues and needs (e.g., minority rights, disability, ethnicity, etc.). This exercise also puts gender in the context of other key values, which could be a side goal to pursue in your training.

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

- Explain the importance of consultation for effective national security policy-making
- Name elements of a consultation process leading to gender-responsive national security policy-making

Exercise instructions Explain that all trainees are to imagine they are members of a security policy drafting committee, as described in the handout. The committee wants to design an effective consultation process to come up with a better policy at the end. Split the audience into sub-groups. Allow 20 minutes for each group to plan a consultation process, using the worksheet.

Ask each group to designate a facilitator to lead group discussions and a rapporteur to report back to the plenary. Plenary presentations will take ten minutes each, including questions and answers. If you have four groups you will thus need to allow for 40 minutes plenary time.

Close by inviting trainees to think about how realistic their plans would be in their own contexts and, if appropriate, challenge them to think about how some of these plans could indeed be implemented. As a final note, you may want to point out that in order to reach an effective policy it is necessary to consult with a wide range of groups, not necessarily focused on gender alone.

Possible variations Adjust the scenario in the handout to a situation that is closer to your audience's own context.

HANDOUT

Designing a consultation plan

Background

You are a member of a security policy drafting committee. Your country, Ruukuna, emerged from of a long and protracted civil war only last year when a peace agreement was signed. The time has come to redefine what national security means and to ensure that each Ruukunian feels safe. The President has asked for a policy that is rooted in civil support and integrates the issue of gender. As a first step, you want to have an idea of what the various specific security needs of the people are, and what their vision of national security is. Your rough idea is that you want to invite several civil society groups to present their views. More broadly, you want to design a plan that allows for a transparent consultation process and results in a set of policy proposals in about ten months from now.

You know the broad aims of the new national security policy. It is meant to address two core national security interests:

- (1) Protecting Ruukuna and Ruukunians at home and abroad
- (2) Contributing to international security

You also know that the policy is meant to embrace the following values:

- (1) Democratic ideals
- (2) Human security
- (3) Gender equality
- (4) Civilian authority over the armed and security forces

Instructions

Use the worksheet to prepare your consultation plan.

WORKSHEET

Designing a consultation plan

Who do I want to consult?	Objectives? What focus?	What type of consultation? What methodology used?	When?	Desired outcome/ what process continuation?	Additional/ supportive research ideas?
<p>Example: Women's Forum for Peace and Justice</p>	<p>To investigate their reports of prevalent rape</p>	<ul style="list-style-type: none"> • First: one-on-one with a delegate of the committee • Later invite to focus group on the topic 	<p>1 June (scheduled together with a range of initial interviews of prominent CSO)</p>	<ul style="list-style-type: none"> • Confirmation that this CSO can be a serious partner • Pertinent information on rape issues • ? 	<ul style="list-style-type: none"> • Collect all available media and CSO reports on rape • Obtain best practices in the legal definition of and criminalisation of rape (see page 8, <i>Justice Reform and Gender Tool</i>) • ?

5

Role play: security policy drafting committee

Type of exercise:	Application-in-context
Audience:	Policy-makers (senior civil service officials) and CSO staff
Time required:	About 100 minutes

Intended group size	Any (Minimum 21 to fill all suggested roles. If your audience is smaller, use fewer roles)
Supplies	Flipchart paper and markers Companion <i>National Security Policy-Making and Gender Tool</i>
Guidance to trainers	<p>This exercise makes the point that consultation with those that will have to live with the implications of a particular security policy is necessary, if the policy is meant to be effective. By allowing trainees to play the roles of a whole range of possible interest groups, it is likely that eyes will be opened to this point. Try to select “volunteers” for different roles so to give trainees the opportunity to play a role different from their actual one. However, do not go too far and put trainees into roles that they seem uncomfortable with or unwilling to play.</p> <p>If time allows, it is recommended to pair this exercise with Exercise 4.</p>
Learning objectives	<p>After completing this exercise, trainees will be able to:</p> <ul style="list-style-type: none"> • Argue that participation in and local ownership of policy-making processes is essential for the effectiveness of a policy • Enumerate specific security concerns of different population groups, including gender-specific concerns • Propose strategies to address some of these security concerns
Exercise instructions	<p>Trainees are asked to simulate a security policy drafting committee consultation on the security needs of various parts of the population in the context of the development of a national security policy. This committee meeting is set in the same context as in Exercise 4 so if you do not pair this exercise with Exercise 4, explain the context of post-conflict Ruukuna as described on the handout for that exercise.</p> <p>Clarify that the committee has invited a range of speakers, whose roles will be played by volunteers. Have the list of roles prepared on a large flipchart, so that the trainees can think about which role they might like to simulate. It is assumed that most trainees in your audience can quite easily slip into the roles of the people to be played. If not, change the roles so they are not too difficult to imagine.</p> <p>Pick ten volunteers to play the roles of the following speakers to address the security policy drafting committee:</p> <ol style="list-style-type: none"> 1. A representative of a women’s community organisation, “Women’s Forum for Peace and Justice” 2. The Secretary General of the Labour Union (Ruukuna Labour Union—RULU) 3. A Bishop 4. An Imam 5. A representative of “Build Up”, a local gay and lesbian youth organisation 6. The Director of the local office of the United Nations Office of the High Commissioner for Refugees (UNHCR) 7. An elder from the ethnic group of Rukantas living in the north of the country 8. The representative of “Peace Now”, a local NGO 9. A representative of “EnAble”, a disability rights organisation 10. A local representative of the international research programme “Small Arms Production and Usage Review” (SAPUR)

Role play: security policy drafting committee consultation

Exercise instructions

Also assign someone (carefully chosen) to act as chair of the committee meeting. This person must be briefed on opening the meeting, time-keeping, managing questions and responses in the meeting, and concluding the meeting. If you don't think a competent chair is available among your audience, you may fill this role yourself.

Each speaker will then form a group around him or herself, so that there will be ten groups (assign group members by using a simple counting method, or ask trainees to distribute themselves evenly). The task for each group is to prepare the speakers' submissions to the committee. These should set out their particular security needs and concerns of the group/institution that the speaker represents, and strategies they propose that the committee could adopt to address them.

Trainees reassemble in plenary to simulate the full committee and listen to presentations from each speaker. The speakers must be prepared to answer questions put by committee members at the end of all presentations, moderated by the chair. Conclude the exercise with some reflections upon the different types of security concerns and strategies that have been presented. This can be a good opportunity to focus on similarities and differences between security concerns specific to men and to women.

As a suggestion, you might wish to allot time as follows:

- 10 minutes explanations
- 20 minutes preparation of submissions to the committee in small groups
- 60 minutes committee meeting (5 minute presentations by each speaker plus questions and answers)
- 5 minutes concluding remarks

Possible variations

The invited speakers can be modified to reflect the type of context trainees work in. For a stronger focus on men's security needs, invite more speakers to address this. Adjust the number of speakers to fit the available time.

6

Icebreaker or energiser:
the meaning of language

Type of exercise: Conceptual
Audience: Any
Time required: About 65 minutes

Intended group size Best for somewhat larger groups that can be split into three subgroups of at least 8

Supplies Flipcharts and markers
Board
Large post-it notes
Paper for trainees

Guidance to trainers This is an icebreaker or energiser which focuses on elucidating what connotations particular language (gender-sensitive or gender-insensitive) might have. These connotations are often unconscious and part of the exercise is focused on uncovering them. This exercise tries to teach trainees that each person must be conscious of the meaning of the terms they use and careful that they are not using them in a way that perpetuates discrimination.

This exercise can invoke a lot of laughter and can be used to create a good training atmosphere. It is important that the trainees understand that this exercise will not deal with knowledge transfer or skills development. Instead, this exercise leads to a deeper, experiential understanding of why using gender-sensitive language in policy development is indeed important.

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

- Identify the connotations of particular (gender-sensitive and gender-insensitive) terms
- Acknowledge that some of these connotations are unconscious and must be made conscious in order to responsibly draft policies
- Draw conclusions concerning the use of gender-sensitive language in policies

Exercise instructions You need two people to assist you with this exercise. If other trainers are not available, you may recruit your assistants from among the trainees and instruct them in the break beforehand. The instructions for the assistants become evident when reading the exercise instructions below.

Split the audience into three groups of eight or more. Two of the groups use break-out rooms, each accompanied by one of your assistants (below you and your assistants will be called “group leaders” for the sake of clarity). Each group takes along a stack of post-it notes, whiteboard markers, and paper to write on.

The three groups work with two words each:

Group 1	Group 2	Group 3
Female public servant Policeman	Political leader Policewoman	Statesman Police officer

The group leaders know all words, but the trainees do not. Group leaders use one word at a time. They put the respective first word in big letters on a post-it note and place it in the middle of the flipchart/ on one side of the board. Each group is then asked to freely associate with this word. A few simple brainstorming rules apply and need to be explained to the trainees:

- just speak without thinking
- laughing, and political incorrectness (!) is allowed and even encouraged
- no criticism or negativity is permitted toward other people’s ideas

Icebreaker or energiser: the meaning of language

Exercise instructions

Group leaders write every word that comes up on a post-it note and place it around the term in the middle. As ideas run out, the same procedure is used with the second word (using a new page on the flipchart / other half of the board).

This part should not take much more than 15 minutes (including moving to the break-out rooms and getting installed).

When no further ideas are forthcoming, the group leaders reorganise the ideas marked on the post-it notes on the board in the following way (five minutes):

Term (e.g., Policeman)	All verbs (e.g., executes, upholds, documents, shouts) • •	All adjectives (e.g., respectable, intimidating, corrupt, official, macho, muscular) • •	All nouns (e.g., representative of law and order, hero, villain) • •
Term (e.g., Female public servant)	All verbs (e.g., coordinates, smoothes) • •	All adjectives (e.g., feminine, gender-conscious, egalitarian, helpful) • •	All nouns (e.g., coordinator, harmoniser, relationship-builder) • •

Next, group leaders split their groups in half, and assign one half the first term and to the other half the second term. Each subgroup should copy the part of the above table that relates to their term.

Now the creative process begins: the idea is to create whole sentences out of the existing words. Fun is allowed, the sentences can be absurd, interesting, serious, or silly; anything goes. Have them scramble the words, turn them around, and put them back together. Allow ten minutes for this process. For example, “Female public servant smoothes intimidating representative of law and order.” Or “Statesman shouts at gender-conscious hero”.

For wrapping up in the small groups, request that one person from each subgroup write their suggestions on the board / flipchart. The **most original ideas** should be prioritised. If there are a lot of results, the small groups must decide on the four best ideas (two for each term). Ranking occurs through a simple method, such as a voice vote or applause to indicate preferences (five minutes).

Back in plenary thank the assistants and write the winning sentences from each subgroup on the board as follows (five minutes):

Policeman [Sentences created]	Policewoman [Sentences created]	Police officer [Sentences created]
----------------------------------	------------------------------------	---------------------------------------

Ask:

- How are the sentences different or similar and why do you think that is?

And later:

Female public servant [Sentences created]	Political leader [Sentences created]	Statesman [Sentences created]
--	---	----------------------------------

Icebreaker or energiser: the meaning of language

Exercise instructions

Ask the same question:

- How are the sentences different or similar and why do you think that is?

Conclude the exercise with a discussion around the following issues:

- How did you experience this exercise?
- What unconscious implications do you think the use of gender-sensitive / gender-insensitive language has on those who use it / are confronted with it?
- What practical conclusions follow for the use of gender-sensitive language in the creation of policy? (15 minutes)

Possible variations

If the group is too small for eight persons in each subgroup OR if there is a time constraint, instead divide the group in half. In that case, trainees will only work with two terms, as shown below. Time required: about 45 minutes.

Group 1	Group 2
Female public servant Policeman	Statesman Policewoman

7

Case study: policy development on GBV

Type of exercise:	Topic-specific
Audience:	Decision-makers and advisors, especially from post-conflict societies
Time required:	80 to 100 minutes

Intended group size

Any

Supplies

Flipchart and markers
Board
Large post-it notes
Tape
Trainees' handouts
Companion *National Security Policy-Making and Gender Tool*

Guidance to trainers

This exercise uses the example of gender-based violence (GBV) to focus on policy development. Trainees need to be familiar with the concept of GBV and its multiple aspects. It would be advisable to ensure a common level of understanding before proceeding with this exercise, for example, by way of a PowerPoint presentation. Box 2 on page 4 of Tool 1 may be useful. The trainer's cheat sheet is provided to help you identify the six types of gender-based violence in the situation report.

This exercise is structured to emphasise the complexity of the issue of GBV and the importance of understanding the "big picture" when designing policies. Someone in your audience may ask for more detail than the situation report provides in order to answer the questions. In this case, encourage the audience as a whole to draw upon their own experience and knowledge.

Learning objectives

After completing this exercise, trainees will be able to:

- Address GBV in their policy-making
- Identify key actors / stakeholders crucial to the process

Exercise instructions

1. Distribute the situation report in Handout A. Ask your audience to identify all the different forms of GBV they can find in the report. Write them on large post-it notes. Together with your audience, organise the examples on flipcharts into six categories (previously written up as headings):

- sexual violence
- physical violence
- socio-economic violence
- harmful traditional practices
- emotional and psychological violence
- age-related violence (the young and the elderly being especially vulnerable)

The Trainer's Cheat Sheet provides some examples you can add to the discussion, if necessary. Do not use more than 20 minutes, including the reading of the report, to accomplish this part of the exercise. It is fine for types of violence to be listed in more than one category—try to avoid too technical a discussion about which categories particular acts belong to.

The Trainer's Cheat Sheet also includes some definitions of these categories of GBV. Try to avoid being drawn into a detailed discussion of what delineates which type of violence, but if you are, these can be presented as working definitions. You might need to take an additional 6–7 minutes to present those and convince the trainees to accept them for the sake of this exercise.

Case study: policy development on GBV

Exercise instructions

2. Divide the group into subgroups of not more than four or five, ideally three subgroups looking at two kinds of GBV from the above list. Ask each group to copy down the examples of GBV of the kinds they are looking at.

Each subgroup addresses the following questions, ideally written out on a flipchart or presented as a slide (explain that not all questions will have literal answers in the situation report, but that trainees are requested to draw upon their own experience and knowledge to come up with possible answers):

- What are the causative factors for this kind of violence?
- Who are the actors and stakeholders to be addressed and what needs to be done by each to address this kind of GBV?
- What needs to be done to prevent this kind of GBV?
- As a result, specifically for this kind of incident, what needs to be addressed in a GBV policy?
- Why would this policy need to be at the national level?

Provide each group with Handout B restating the questions.

Designate a facilitator to lead group discussions and a rapporteur to record the group findings. Allow 20 minutes to complete the answers.

3. Plenary discussion.

All the rapporteurs first report on their group's findings on actors / stakeholders to be addressed and prevention (5 minutes per rapporteur). Organise their reports on the board using each stakeholder or main set of stakeholders as a heading on a new page.

For example:

- Police services (e.g., safety for survivor and her family, proper application of relevant laws and procedures, private interview space in police station, investigation, arrest, file charges with court)
- Legal/justice services
 - *national*: (e.g., proper application of relevant laws and procedures, judicial process with minimal delays, legal advice, proper sentencing of perpetrator, support for survivor throughout judicial process)
 - *traditional*: (e.g., cases to be adjudicated in accordance with human rights principles, serious cases [e.g., rape, serious assaults, etc.] referred to national police/courts)
- Health services (e.g., medical examination, treatment, HIV/AIDS, follow up, psychological support)
- Psycho-social aspects (e.g., community, women's groups, support groups, case management, social reintegration, skills training, income generation)

In a second round, ask rapporteurs to write their group's suggestions on a policy draft on the flip chart under the relevant category from the above list (each not more than 3 minutes). Ask them not to repeat what others have put down before.

Discuss the findings (were there any surprises? What has been learned?) and conclude that effectively addressing GBV requires a multidimensional approach (15 minutes).

Possible variations

Modify the situation report according to the context of your audience. A real context could be used, making use of reports on gender-based violence from Amnesty International, Human Rights Watch, local NGOs, etc.

Keep in mind that the more subgroups you designate, the more time you will need for reporting back to the plenary. If you work with a large audience, it might be advisable to also designate fairly large subgroups.

HANDOUT

A

Case study: policy development on GBV Situation report: gender-based violence in Runtustan

Despite positive strides, sexual violence against women and children remains a big part of life in Runtustan. The United Nations maintains a large peacekeeping mission (UNRU), even two years after the peace agreement was signed.

According to several NGO reports, rape—especially of girls between the ages of 10 and 14—is one of the most reported crimes. Boys suffer too, being sexually molested and sometimes, raped, although in lesser numbers than girls (if one can believe the number of reported cases). Recently, a cover story in the Runtustan Daily, a local newspaper, reported on an orphanage, in which boys were beaten and singled out to perform sexual favours for the managers. The orphanage has since been closed but it is unknown where the boys in question are now and how they are being cared for.

Unfortunately, rape has also occurred in the UNRU mission quarters but the peacekeepers in question have since been removed from their posts.

Gender-based violence occurs across all socio-economic and ethnic backgrounds in Runtustan, including widespread domestic violence. Given their traditional, non income-generating roles as homemakers and in child rearing, women may have been socialised to accept or tolerate GBV. Reporting of GBV to the police or the judiciary system has been rare. The war itself is likely to have played an additional role in victims accepting GBV as “fate”—the sufferers of violence have become numbed by their exposure to huge amounts of it. In addition, the stigma of HIV/AIDS has kept women from reporting rape incidents.

Female genital mutilation is practiced in the northern (rural) territory of Runtustan. As a response to the upheaval of the war, northern tribes have begun to “sell off” ever-younger brides to desirable husbands. It is in the North as well that women and girls, largely responsible for water collection, have had to travel further and further to collect water from wells and water points, which have dried out as a result of a continuing drought. The drought has forced up to 40 per cent of school children in the northern region to drop out, with girls comprising a majority of the dropouts.

In the South, where the capital is, a new phenomenon has been observed: the number of homeless, elderly men has increased exponentially and, so far, no one seems to know why. In the capital, Tunru, prostitution has become more and more common and the media has just begun to report on “the disappeared”, i.e., women who are trafficked by a large, well-established, crime ring into forced prostitution abroad.

Child abuse perpetuates further problems, as teenagers who have suffered from abuse are likely to exhibit depressive symptoms and low self esteem for prolonged periods of time. In some cases, abused children have run away from home and joined up with gangs, suffering further violence from other gang members. The United Nations Children’s Fund (UNICEF) reports that teenage suicide rates have gone up since the war.

President Runtu’s government, overwhelmed by the urgency of many different tasks, including infrastructural rebuilding after the war, reorganising the military and the security sector at large as well as providing essential services to the population, has limited capacity and political will to implement child or women’s protection programmes. The United Nations Population Fund (UNFPA) has begun a programme in this area, but it is only in its initial stages. The justice system is weak, with huge training needs and limited resources.

“Women For Peace”, a consortium of women’s organisations in the capital, Tunru, is the only group providing psychosocial services to GBV victims. Women for Peace representatives have become trusted “go-betweens” between victims and the authorities.

HANDOUT
B

Case study: policy development on GBV

Type of violence:

Causative factors?

Actors / Stakeholders to address? About which issues?

Prevention?

Suggestion for a policy draft?

Why at national level?

TRAINER'S CHEAT SHEET

Case study: policy development on GBV

Types of GBV in the situation report on gender-based violence in Runtustan

- **Sexual violence:** rape of women, girls and boys, sexual molestation of boys including boys forced to perform sexual favours for orphanage managers, rape at UNRU mission quarters, female trafficking, (forced) prostitution
- **Physical violence:** domestic violence, female trafficking, beating of boys, gang violence
- **Socio-economic violence:** women socialised to accept, tolerate or rationalise GBV, the war itself and its consequences (sufferers have become “numbed”), the drought and its effect on school drop out rates, homeless elderly men as a result of poverty, limited government capacity to provide protection services, weak justice system, forced prostitution, suicide rates up
- **Harmful traditional practices:** female genital mutilation, selling of brides
- **Emotional and psychological violence:** domestic violence, psychosocial consequences of rape, sexual molestation, sexual violence, forced prostitution, female trafficking; no psychosocial follow up, counselling, health care for victims of rape and sexual violence; stigma of HIV/AIDS; GBV victims have low self esteem and depression; teenage suicide rates up
- **Age-related (the young and the elderly being especially vulnerable):** rape of girls and boys, sexual molestation of boys, girls dropping out of school as a result of drought, elderly men being made homeless, teenagers suffer from depression and low self esteem in the wake of GBV, teenage suicide rates up, selling of ever-younger brides, gang violence

Working definitions

- **Sexual violence:** any sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances, or acts to traffic a person’s sexuality, using coercion, threats of harm of physical force, by any person regardless of relationship to the victim, in any setting, including but not limited to home and work.¹
- **Physical violence:** the intentional use of physical force with the potential for causing death, disability, injury, or harm. Physical violence includes, but is not limited to, scratching; pushing; shoving; throwing; grabbing; biting; choking; shaking; slapping; punching; burning; use of a weapon; and use of restraints or one’s body, size, or strength against another person.²
- **Socio-economic violence:** includes discrimination and/or denial of opportunities and services (such as denial of access to education, health assistance or remunerated employment; denial of property rights); social exclusion/ostracism based on sexual orientation; and obstructive legislative practice leading to prevention of the exercise and enjoyment of civil, social, economic, cultural and political rights.³
- **Harmful traditional practices:** forms of violence that have been committed in certain communities and societies for so long that they are considered part of accepted cultural practice. These violations include female genital mutilation or cutting, dowry murder, so-called “honour killings”, and early marriage.⁴
- **Emotional and psychological violence:** involves trauma to the victim caused by acts, threats of acts, or coercive tactics. Psychological/emotional abuse can include, but is not limited to, humiliating the victim, controlling what the victim can and cannot do, withholding information from the victim, deliberately doing something to make the victim feel diminished or embarrassed, isolating the victim from friends and family, and denying the victim access to money or other basic resources.⁵

¹ WHO, World Report on Violence and Health (Geneva: WHO, 2002).

² United States Department of Health and Human Services. Centers for Disease Control and Prevention, Intimate partner violence: Overview (Washington D.C.: DHHS), <http://www.cdc.gov/violenceprevention/intimatepartnerviolence/index.html>

³ UN High Commissioner for Refugees, Sexual and Gender-Based Violence Against Refugees, Returnees and Internally Displaced Persons. Guidelines for Prevention and Response (Geneva, UNHCR, May 2003), 18.

⁴ UNIFEM. Violence against Women – Facts and Figures (New York: UNIFEM, November 2007) http://www.unifem.org/gender_issues/violence_against_women/facts_figures.php?page=4

⁵ United States Department of Health and Human Services. Centers for Disease Control and Prevention. Intimate partner violence: Overview (Washington D.C.: DHHS, 2007), <http://www.cdc.gov/violenceprevention/intimatepartnerviolence/index.html>

8

Role play: the importance of participatory processes

Type of exercise:	Application-in-context
Audience:	Donors, UN programme staff, policy-makers (senior government officials) in particular from post-conflict countries
Time required:	About 110 minutes

Intended group size 16–36

Supplies Companion *National Security Policy-Making and Gender Tool*
Trainees' handouts

Guidance to trainers This exercise challenges trainees to reflect on the use of participatory processes in policy-making. The role play requires a bit of background information, so you will need to give sufficient time to your audience to familiarise themselves with this. One risk in running this exercise is that time will be lost while trainees read up on the background, organise their thoughts, come up with a sub-group consensus and prepare roles. You are advised to circulate from one break-out room to another to keep your sub-groups moving along. If you are running short of time, use the variation proposed under “Possible variations”.

Since this exercise is set in the same context as Exercise 7 (the hypothetical post-conflict country of Runtustan), it would be helpful to carry out both exercises with the same audience. However, this is not a requirement.

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

- Develop arguments for consultative and participatory methods in the development of national security policy
- Realistically assess the constraints for such methods in a post-conflict context

Exercise instructions Split the audience into 4 to 6 groups of 4 to 6 trainees each. Explain that this exercise is set in Runtustan, a post-conflict country in transition, three years after the signing of a peace agreement. Each group will play two roles within the exercise:

- first, each group will be in the role of a UN representative charged with developing a presentation for the President of Runtustan
- second, everybody in the group changes role to become the Office of the President, developing a response to the presentation.

The benefit of switching roles is that trainees are likely to develop more sophisticated arguments once they have slipped into the shoes of both, rather than just one party. Allow 20 minutes for the preparation of each role (40 minutes total).

The groups will then select two spokespersons who will role-play the UN representative and the president in the plenary for 10 minutes each. However, in order to be closer to reality, in which request and response are not so harmoniously prepared by the same people, each UN representative will be speaking to a President from a different group.

The last 10 minutes of this exercise will be reserved for an assessment in plenary of what the strongest elements of each presentation (their most convincing arguments) were.

Distribute the handout to commence work. Allow 10 minutes reading time.

Possible variations If you are short of time and train with a smaller audience, you could simply split your audience into two sub-groups, one which prepares the role of the UN representative, the other, which prepares the role of the president. Then, one person from each group plays the roles. Some or all of the other group members could participate in the simulated meeting as advisers. In this case, split the handout into two pieces and give one of the role descriptions to each group. You are likely to gain about 20 minutes time.

HANDOUT

Role play: the importance of participatory processes

Context:

In the country of Runtustan, three years have passed since the signing of the peace agreement. The overall security situation is still fragile. Street crime is rampant, arms are easily available, and statistics on domestic violence are high. The following features summarise the current situation:

- weak democratic culture
- 90 per cent male representation in government and parliament
- limited public participation in political decision-making
- national security policy commission set up but not yet working effectively
- little organised civil society
- limited training possibilities for civil servants

Role background:

Role 1: You are a *representative of the UN* based in Runtustan and you are respected by the President. You are granted a meeting with President Runtu to advise him on steps to take in the development of a national security policy. As an external actor, you will not be able to advise on direct security matters. Rather, you have chosen to emphasise that democratic principles, such as: transparency, accountability, equality and participation must be pursued when designing the policy. To this end, you want to address several concerns in this meeting and make one concrete proposal:

Concerns:

You are concerned that in the current climate an effective national security policy will be difficult to design. You want to voice particular concerns about the closed process the president has so far instigated in order to develop the policy, as you fear his motives are driven by nepotism and corruption. It has just become known that all drafting committee members come from the same ethnic group as the President and that 90 per cent of them are men. You fear the President has not correctly judged the desire of the people for more open and transparent processes that involve local participation. You are also keen that gender inequality be addressed in the policy.

Proposal:

Your idea is to work with the government to train 30 senior civil servants in participation and consultation skills. You propose a training course focused on female civil servants, in order to redress gender inequality. The objectives of your training course are:

- to sensitise participants to the advantages of a participatory process
- to learn how to instil practices of local ownership
- to become familiar with using power-sharing models
- to learn how to negotiate effectively
- to practice facilitating groups

This two-week training course would be implemented by a renowned training institute in New York, to which the participants would be invited to travel.

HANDOUT

Role play: the importance of participatory processes

Role 2: You are *President Runtu* and you realise that the UN's offer to help with developing an effective national security policy is useful. Your advisors have already informed you of the specific proposal the UN representative wants to discuss. You have some concerns, especially on the basis of the following report from your finance minister:

Report from the *Minister of Finance*:

My ministry has appreciated the introduction of participatory processes and is agreed that they are very useful techniques for enhancing transparency and accountability in the management of public resources, the delivery of public services and controlling corruption. Constraints in the running of our World Bank supported PRSP (Poverty Reduction Strategy Programme) were, however, the following:

- the insecurity that prevailed throughout the country
- political instability
- the large-scale displacement of the population
- the large number of yet to be disarmed combatants

The massive destruction of physical and social infrastructure, including roads, government buildings and telecommunications also severely restricted mobility as well as the presence of government. This situation raises any number of vital questions regarding the nature of the participatory process and the true representativeness of the resulting strategies.

In addition, there have been programme-related problems, such as the inadequate capacity among key facilitators and the quality of consultations. Members of the facilitation team were staff drawn from various government departments who were provided with ad hoc training by consultants from the World Bank. With limited time, actions to institutionalise the process and enhance the capacity of the facilitators that promote participatory development were delayed. Furthermore, there was limited time available for consultations (meeting tight donor deadlines?), preliminary documents were circulated very late and most participants would not have received them prior to attending the discussions. Above all, due to low literacy levels, most participants had difficulty understanding these documents. Hence, the dialogue has not been systematic and many times lacking in content. Developing adequate mechanisms to include interest groups or representatives of professional associations in the policy-making process is a major challenge. In particular, do people believe the government when it says that their views are important and will be reflected in decision-making?

A third problem area relates to ineffective partnerships and linkages between and within formal and informal networks and institutions, especially civil society groups and NGOs, involved in participatory development processes. Unfortunately, many groups had diverse and conflicting objectives. Donor rivalry and funding of these processes was not helpful either.

Finally, results of previous strategy papers have revealed disparities in community preferences on the basis of gender. In some cases, women were preferred, but they were unqualified. A major question must be how to make genuine and unbiased choices with regard to gender.

Source: Adapted from Edmund Koroma, *Issues Note* (Bonn: InWEnt, 2002), <http://www.inwent.org/ef-texte/conflict/koroma.htm> (accessed June 21, 2009).

9

Continuing policy consultation

Type of exercise:	Application-in-context
Audience:	Policy-makers, parliamentarians, others who can slip into the role of policy-makers
Time required:	About 110 minutes

Intended group size	Any group size if broken down into smaller groups of 4–6 trainees
Supplies	Trainees' handouts Companion <i>National Security Policy-Making and Gender Tool</i>
Guidance to trainers	This exercise explores the relationship between policies and their implementation. Participatory processes seem to be accepted in policy development but less emphasis has been put on continuing consultation beyond the initial policy formulation. This exercise challenges trainees to explore this gap, asking them to consider how promoting national security policies is dependent upon continued consultation. This exercise is somewhat similar to a monitoring exercise but the focus must be on consultation rather than on data collection and other more standard monitoring activities.
Learning objectives	After completing this exercise, trainees will be able to: <ul style="list-style-type: none"> • Advocate for the importance of a consultative process with core stakeholders even after a policy is proposed • Propose consultative mechanisms in this regard
Exercise instructions	<p>The main purpose of this exercise is to explore how the effective implementation of policy is dependent on support for it. Therefore, mechanisms need to be in place to uphold a consultative and analytical process even after a policy goal has been proposed.</p> <p>Divide trainees into four groups. Explain that the groups are meant to imagine they are policy-makers who have just begun deliberations on policy implementation and how such policies would affect particular groups within the community.</p> <p>Each group works with one of the following policy goals (which have been adapted from the Jamaican National Security Policy¹):</p> <ol style="list-style-type: none"> 1. It is our policy goal to strengthen the system of border control including mechanisms to improve the cooperation and coordination of immigrations, customs and police authorities, and to curb human trafficking across our borders. 2. It is our policy goal to establish a protocol to govern the cooperation between agencies with similar or overlapping responsibilities particularly the Defence Forces High Command and the Police Force, thereby ensuring a clear division of their primary roles and avoiding redundancy in the allocation of resources and the employment of personnel. We want both agencies to become increasingly gender-responsive. 3. It is our policy goal to conclude formal agreements and develop understandings with regional and international partners regarding a framework for security cooperation in the event of hostilities. We want women political leaders to contribute to the development of such a framework. 4. It is our responsibility as government to provide a stable and secure environment to all our citizens. It is thus our policy goal to protect our democratic institutions, including the offices of the Political Ombudsman, the Children's Advocate, the Gender Advisory Commission and also the work on the Charter of Rights.

¹Government of Jamaica, *National Security Policy for Jamaica: Towards a Secure and Prosperous Nation*, (Kingston: Government of Jamaica, 2007), <http://www.jis.gov.jm/NSPANNET.pdf> (accessed June 21, 2009).

Continuing policy consultation

Exercise instructions

Each group is asked to address the following questions (written up on flipcharts for easy reference):

1. Which population groups will be most affected by this policy? Positively/negatively? How will we consult with them?
2. How will we ensure that our policies will receive broad-based support? Who will be our implementation partners?
3. How can we work with the media to communicate our intentions? Who else can support the implementation of our policies? How do we go about discussing the policies with them?
4. How will we ensure that our national goals link with those at the local level?

Ask each group to designate a facilitator to lead group discussions and a rapporteur to record the group's findings on the handout.

In plenary, each rapporteur presents the group findings and members of the group answer questions from the audience. Conclude by re-emphasising the importance of an interactive policy-making process for the success of the resulting policies.

As a suggestion, time could be allotted as follows:

- Instructions and organisational deliberations (5 minutes)
- Small group discussions (45 minutes—keep trainees updated on the remaining time)
- Group presentations (5 minutes presentation and 5 minutes Q&A each)
- Plenary conclusion (5 minutes)

Possible variations

Use different policy goals depending on the needs of your audience. If you are short of time you could only work on two or three policy goals.

HANDOUT

Continuing policy consultation

1. Which population groups will be most affected by this policy? Positively/negatively? How will we consult with them?
2. How will we ensure that our policies will receive broad-based support? Who will be our implementation partners?
3. How can we work with the media to communicate our intentions? Who else can support the implementation of our policies? How do we go about discussing the policies with them?
4. How will we ensure that our national goals link with the local level?

10

Role play: justifying gender positions in NSPs

Type of exercise:	Application-in-context
Audience:	Advanced; government, CSO, security sector organisations
Time required:	About 40 minutes

Intended group size	Up to 20
Supplies	Trainees' handouts Companion <i>National Security Policy-Making and Gender Tool</i>
Guidance to trainers	This exercise is not a beginner's exercise. The audience must be familiar with content in the <i>National Security Policy-Making and Gender Tool</i> , and be prepared to make strong arguments for why a gender perspective must be included in policy-making. If you are in doubt, refer your audience to the relevant section in the companion Practice Note, " <i>Why is gender important to national security policies?</i> "
Learning objectives	After completing this exercise, trainees will be able to: <ul style="list-style-type: none"> • Make strong arguments for the inclusion of gender in national security policies (NSPs) • Relate to and counter scepticism in this regard
Exercise instructions	<p>Explain that the context of this exercise is the same as in Exercises 7 and 8 and concerns the hypothetical country of Runtustan. If the audience is not familiar with this context, provide them with some brief information about Runtustan, drawn from these exercises.</p> <p>Split the audience into two groups: one takes on the role of a national security policy drafting committee, the second the role of a government committee, to whom the first has to report back. The drafting committee has just concluded a round of consultations with a broad range of groups within the population and wants to include a strong preamble on gender equality and set out gender equality objectives in the national security policy of Runtustan. Their representative must now report back to the government committee. The government committee is sceptical of this proposal.</p> <p>Distribute the handouts (handout A for the national security policy drafting committee, handout B for the government committee). Request that groups each elect a facilitator and invite them to prepare a role-play of a meeting between a representatives of each of the two committees. Should either group have difficulties coming up with arguments, refer them to the relevant section in the companion Practice Note, "<i>Why is gender important to national security policies?</i>" on the one hand, and mention considerations such as practical obstacles, feasibility, concern for diversity over gender, duplication of norms, on the other. The group work should last 20 minutes. Toward the end of the group work, each group should elect a spokesperson, who will represent them in the role play.</p> <p>The role play between the representative of the national security policy drafting committee and the representative of the government committee lasts 10 minutes, as arguments and scepticisms are being expressed. The audience listens and chips in with arguments, should some be forgotten. The trainer calls time when the allotted 10 minutes are over.</p> <p>In the final plenary discussion draw out conclusions: what problem-solving strategies were used in the meeting? Why? What could be solutions? (5 minutes).</p>
Possible variations	<p>Instead of a sceptical government committee, use a sceptical donor group. The scepticism will be coming from a different perspective but it will equally allow the trainees to justify their positions.</p> <p>You could also adapt the role play to the following evolving format: one person from each group has a discussion about one argument only; once the first interchange has taken place, a second person from each group taps the first on the shoulder and quietly takes over, then a third and so on until all arguments are made.</p>

HANDOUT A

Role play: justifying gender positions in NSPs

The proposed draft National Security Policy includes the following:

The goal of this Policy is to bring about national security. Without the advancement, development and empowerment of women in the security arena, there will not be security for all.

The objectives of this Policy include:

- a) Elimination of all forms of violence against women and girls
- b) The enjoyment of human rights and fundamental freedoms by women on an equal basis with men in all spheres—political, security, economic, social, cultural and civil
- c) Equal access by women to participation and decision-making in the security sphere
- d) Equal access by women to health care, education, employment, equal remuneration, occupational health and safety, social security and public office
- e) Changing societal attitudes and community practices that foster inequality
- f) Mainstreaming a gender perspective in national security reform processes
- g) Institutionalising affirmative action for the achievement of equality between men and women
- h) Strengthening partnerships with civil society, particularly women’s organisations

The Policy will be widely disseminated so as to encourage active participation of all stakeholders in achieving its goals.

Justifications	Anticipated scepticism

HANDOUT
B

Role play: justifying gender positions in NSPs

The proposed draft National Security Policy includes the following:

The goal of this policy is to bring about national security. Without the advancement, development and empowerment of women in the security arena, there will not be security for all.

The objectives of this Policy include:

- a) Elimination of all forms of violence against women and girls
- b) The enjoyment of human rights and fundamental freedoms by women on an equal basis with men in all spheres—political, security, economic, social, cultural and civil
- c) Equal access by women to participation and decision-making in the security sphere
- d) Equal access by women to health care, education, employment, equal remuneration, occupational health and safety, social security and public office
- e) Changing societal attitudes and community practices that foster inequality
- f) Mainstreaming a gender perspective in national security reform processes
- g) Institutionalising affirmative action for the achievement of equality between men and women
- h) Strengthening partnerships with civil society, particularly women’s organisations

The Policy will be widely disseminated so as to encourage active participation of all stakeholders in achieving its goals.

Reasons for scepticism	Anticipated arguments of justification

11

Consultations on the Moon

Type of exercise:	Application-in-context
Audience:	Government, CSOs
Time required:	35-40 minutes

Intended group size	16–24
Supplies	Large sheets of paper Lots of different coloured markers
Guidance to trainers	This is a fun exercise using drawings and symbols instead of text. Emphasise throughout that the quality of the drawing is not important, what matters is what is meant by the drawings.
Learning objectives	After completing this exercise, trainees will be able to: <ul style="list-style-type: none"> • Acknowledge and encourage the expression of a diversity of perspectives on national security policy • Propose one way of engagement with those that are often excluded from consultation
Exercise instructions	<p>Split your audience into four groups of 4–6 people, ideally according to criteria that will ensure that each group has strong characteristics in common (e.g., from the same country, the same organisation, the same gender, etc.).</p> <p>Explain to your audience that you are a government official on the Moon charged with consulting about the development of the Moon’s national security policy. They are the population inhabiting the moon (the Moonies). You are trying to understand the issues that are important to them with regard to national security.</p> <p>Request that each group sit on the floor and draw on a large sheet of paper a map of the features(s) that they have in common (their country, organisation, gender, etc.). Then, they are to draw on their map 5–10 issues of particular importance to the group with regard to national security. They cannot use writing, as we know it, because this is not Mooni practice, but they can use symbols and drawings (10 minutes). Do not provide any further information; just observe, as you go around visit each group.</p> <p>Back in plenary, ask one person from each group to present the map to the others (15 minutes).</p> <p>Make the following points and invite general observations on each of them (10 minutes):</p> <ol style="list-style-type: none"> 1. The importance of drawing on the ground, where all can see and are equal in height 2. The importance of using symbols and drawings, so that everyone (literate or not) is included 3. The importance of the official remaining outside, while the community discusses and decides 4. The importance of observing group dynamics, conflict resolution strategies, hierarchies, etc. 5. The importance of some process of reflection. How did groups reach agreement on what to draw? Were all included, who was, who wasn’t, why? <p>Challenge trainees to think about what lessons they draw from this for consultation on security policies, in particular with regard to the value of a diversity of perspectives on national security policy, and engagement with those outside mainstream policymaking processes (such as marginalised groups).</p>

Consultations on the Moon

Possible variations

If you have an additional few moments at the end, you might (tongue-in-cheek) want to reinforce the learning objectives by asking your audience to choose one “best” map to be presented to the Mooni government for the national security policy. Ideally, after the above discussion, your audience will reject this proposal and insist that all maps should be presented!

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

Topics for discussion

The following suggested topics for discussion are loosely organised around key themes elaborated in the *National Security Policy-Making and Gender Tool*.

1. What are the benefits of making security policies gender-responsive? For whom would there be advantages?
2. What actions can policy-makers take to ensure that security policies are gender-responsive?
3. What could be the roles of women's organisations in integrating gender into security policy-making? How could one optimise these roles?
4. How can you gain information on the specific security needs of women, men, boys and girls in your country?
5. What can policy-makers do to help effectively prevent, respond to, and sanction gender-based violence?
6. What gender and security issues are there upon which a national consensus-building process could be envisioned in your country? How could a bottom-up approach to national security and gender feed into a policy-making process?
7. Identify and discuss three examples of effective gender-responsive policy development and implementation. How were these policies monitored and evaluated?
8. What measures can be taken to increase the number of female civil servants sitting on national security councils or policy drafting committees?
9. What can parliament do to promote gender-responsive security policy-making?
10. What might be the effects of gender-sensitive, gender-neutral and gender-insensitive language in policies?
11. How can you show adherence to the principle of non-discrimination in the security policy-making process? Give examples.
12. How could a gender-responsive security policy positively influence human security?
13. If you worked in a watchdog organisation, what would you watch out for in relation to the goal of making the security policy-making process more gender-responsive?
14. If you had to commission a research project on national security policy-making and gender, what would you focus on and why?

Training challenges to consider

The *Guide to Integrating Gender in Security Sector Reform* discusses challenges to implementing gender-responsive SSR training. While training on issues related to national security policy-making and gender you might also come across the following challenges:

- If your audience is not yet familiar enough with concepts of gender-sensitivity to apply them to policy making exercises, go slowly, provide opportunities to ask questions and precede every exercise with a presentation of key content.
- The subject of national security policy-making is quite “lofty”, as policies by their very nature are about the big picture. You might have to face questions about what skills-building you as the trainer envisage, as “political experience should be all that is necessary to be a good policy-maker!” Far from it, challenge your audience to consider policy-making as a process that sets up a vision but then employs an incremental approach to achieving it—and this approach requires prioritising, short-term delivery mechanisms, and assigning responsibilities to implement. The latter are skills to be learned, and they are focused on in the accompanying exercises.
- You might be faced with some resistance to the notion of building popular support for policies, as this involves longer timeframes, more resources and some form of democratic devolution of power. Some in your audience might argue that there is no time or capacity to build popular support. Indeed, a lack of capacity to implement policies, given historical practice and the institutional culture within certain institutions, might well be what you are up against. In such a case, encourage others in your audience to share examples of effective consensus-building processes. Be ready with handouts, brief video documentaries or images of examples of successful participatory processes.

JAMAICA

Participatory and gender-responsive national security policy

Jamaica suffers from serious social challenges. In particular, high violent crime rates are concentrated in pockets of poverty and threaten to undermine the country's social fabric. There were 32.41 murders per 100,000 persons in Jamaica in 2009 (compared to a rate of 4.28 per 100,000 persons in the United States, for example).¹ Gender inequalities exist in education, employment and decision-making. Domestic violence constitutes a serious problem for women. There were 9,625 incidents of domestic violence in 2007 (a 29.2 per cent rise over the previous year) and approximately 4.4 per cent of murders were attributed to domestic disputes.²

The Jamaican Government realised that an inclusive approach was needed to tackle problems of organised crime and gang violence and socio-economic concerns. In 2005, a broad-based consultation was initiated, involving all potentially relevant branches of government, state agencies and civil society organisations (CSOs), including women's groups. The consultation resulted in the identification of eight Strategic Security Goals, a National Security Strategy Green Paper and a National Security Strategy White Paper, which were tabled in Parliament in January 2006.³ The eight Strategic Security Goals were:

- 1) To reduce violent crime and dismantle organised criminal networks
- 2) To strengthen the justice system and promote respect for the rule of law
- 3) To protect Jamaica from terrorism
- 4) To protect and control Jamaica's territory
- 5) To strengthen the integrity of institutions of democratic government
- 6) To increase Jamaica's contribution to regional and international security
- 7) To provide the environment for a stable economy and effective delivery of social services
- 8) To protect Jamaica's natural resources and reduce the risk of disasters⁴

On the basis of these documents, in mid-2007, the Government adopted a comprehensive National Security Policy (NSP): *Towards a Secure and Prosperous Nation*.⁵ The NSP integrates Jamaica's major security policies, goals and responsibilities into an overall plan for the fulfillment of a "National Vision." It addresses all the main security and justice institutions, including the armed forces, the police, the Ministry of Justice and non-state stakeholders, as well as the complementarity roles and responsibilities of the public and private sectors and CSOs in creating an integrated, cohesive security network. The NSP contains an Action Plan for enhancing Jamaica's capacity to meet the eight Strategic Security Goals, outlining specific capabilities, objectives and actions required by particular ministries, departments, agencies, and other international and local partners within given timeframes.⁶

One of the basic pillars of the policy is that "for all Jamaicans to enjoy a better quality of life and realise their full potential, everyone must become involved", something which confirms the participatory approach with which the NSP was conceived and is to be implemented.⁷ For example, the NSP provides that local public safety and security bodies:

1 Nationmaster.com, "Crime Statistics: Murders (per capita) (most recent) by country," <http://www.nationmaster.com/graph/crime/crime-murders-per-capita> (accessed June 29, 2009). See also: Jamaica and the European Community, *Country Strategy Paper and National Indicative Programme for the Period 2008-2013* (Kingston and Brussels: Government of Jamaica and the European Commission), http://ec.europa.eu/development/icenter/repository/scanned_jm_csp10_en.pdf (accessed June 29, 2009).

2 Rasbert Turner, "Domestic Violence Statistics Alarming," *Jamaica Gleaner News*, July 21, 2008, <http://www.jamaica-gleaner.com/gleaner/20080721/lead/lead6.html> (accessed June 29, 2009).

3 Ministry of National Security, Government of Jamaica, *National Security Policy for Jamaica: Towards a Secure and Prosperous Nation* (Kingston: Government of Jamaica, Kingston, 2007), <http://www.jis.gov.jm/NSPANNET.pdf> (accessed June 29, 2009).

4 Ibid.

5 Ministry of National Security, Government of Jamaica, *National Security Policy for Jamaica*, iii.

6 Ibid, v.

7 Ibid, iii.

JAMAICA

Participatory and gender-responsive national security policy

should have mandatory meetings open to members of the public for citizens to voice their concerns, give feedback on the performance of the police and other State agencies and more importantly to allow citizens to question the police and other agencies.⁸

To institutionalise the participatory approach, a number of joint committees between the National Security Strategy Implementation Unit and relevant local government authorities and civil society groups have been established. These should facilitate constant communication and collaboration between the National Security Strategy Implementation Unit and its stakeholders on the ground.

Consultations on the drafting of the NSP involved the Bureau of Women's Affairs and various women's organisations. Thanks to their input, the NSP highlights the gender-based nature of some security threats. It calls for close attention to the impact of violence on individuals, communities and society by noting that:

domestic violence is one of the more pervasive and common forms of violence plaguing the society. It contributes to the overall patterns of crime and violence due to its debilitating effects on the social fabric and its role in socializing the youths to violence as a means of dispute resolution. Women and children are disproportionately at risk from domestic violence.⁹

Under the umbrella of the NSP, authorities have been encouraged to take measures in response to domestic violence. For example, the Bureau of Women's Affairs and the Government have trained the police to understand and take the issue of domestic violence seriously and have supported services that respond to incidents of domestic violence.¹⁰

The *Jamaica Violence Prevention, Peace and Sustainable Development Programme 2008–2011* (JVPPSD, launched and funded by the United Nations Development Programme, the UK Department for International Development and the Canadian International Development Agency) serves as a framework within which to implement the NSP as far as violence and crime are concerned.¹¹ The JVPPSD contains a Gender Action Plan that drives gender mainstreaming throughout the NSP as a whole. For example, it provides for collection and distribution of gender-disaggregated violence data to inform law enforcement officers, policy-makers and the public. The Women's Resource and Outreach Centre is involved in monitoring the incorporation of the Gender Action Plan into the work plan of all JVPPSD implementing partners, including the Government of Jamaica.

Under the JVPPD, the United Nations Development Programme has trained nearly 600 community representatives on conflict prevention, gender and peacebuilding issues. Institutional support has been provided to key civil society groups, including the Women's Resource and Outreach Centre. Training has also been offered to more than 200 government officials, including police and magistrates. Three Peace and Justice Centres have been created, which besides providing support to the police and courts in tackling crime and violence, are deputed to be responsive to gender issues by working with young men to address aggressive masculinity and providing access to justice for women.

While the Jamaican NSP can be taken as an instructive example of how the drafting of security policies can follow a participatory process, the document itself lacks gender-sensitivity in

⁸ Ibid, 91.

⁹ Ibid, 13.

¹⁰ Ministry of National Security, "Police Going After Men Who Commit Violence Against Women," *Jamaica Information Service*, November 27, 2008, http://www.jis.gov.jm/security/html/20081127T090000-0500_17538_JIS_POLICE_GOING_AFTER_MEN_WHO_COMMIT_VIOLENCE_AGAINST_WOMEN.asp (accessed June 29, 2009).

¹¹ Governance Unit UNDP Jamaica, *Jamaica Violence Prevention, Peace and Sustainable Development Programme (JVPPSD) 2008 Annual Report* (Kingston: UNDP: November 2008), http://www.jm.undp.org/files/JVPPSD_Report.pdf (accessed June 29, 2009).

JAMAICA

Participatory and gender-responsive national security policy

some respects. It uses language such as “man-made hazards” and “manpower”—terms emanating from the idea that only men (and not women) are active in public life.¹²

On a final note, women’s lobbying for the integration of gender-based violence into the NSP succeeded in leading the Government towards the development of a national plan of action on gender-based violence, which takes into consideration: comprehensive and protective measures including legislation, better services for victims, stronger partnerships, and increased efforts to engage men and boys. The plan of action is currently in its drafting process but if approved by the end of 2009 as intended, will represent a landmark step towards addressing gender-based and domestic violence in Jamaica.¹³

¹² Government of Jamaica, *National Security Policy for Jamaica*.

¹³ Ministry of Information, Culture, Youth & Sports, “Government to Develop Action Plan to Address Gender-based Violence, *Jamaica Information Service*, November 27, 2008, http://www.jis.gov.jm/information/html/20081127T090000-0500_17534_JIS_GOV_T_TO_DEVELOP_ACTION_PLAN_TO_ADDRESS_GENDER_BASED_VIOLENCE_.asp (accessed June 29, 2009).

ISRAEL

A law for the inclusion of women in security decision-making

Women have played key roles in peace negotiations in the Middle East, such as Palestinian peace activist and literature professor Hanan Ashrawi and Israeli Foreign Minister Tzipi Livni. However, women are strongly under-represented in peace talks and security decision-making. In late 2004, two members of the Knesset (Israel's Parliament), in collaboration with *Isha L'Isha*, a grassroots women's organisation sought to change this situation. They did so by initiating amendments to the 1956 *Equal Representation of Women* law to mandate the inclusion of women in teams appointed by the parliament for setting domestic, foreign or security policy, and for conducting peace negotiations.¹

Isha L'Isha organised a large-scale grassroots campaign, reaching out all of its members, as well as to other women's and peace organisations, encouraging them to call, email, and fax members of the Knesset in support of the law. A media campaign was also organised to convey a strong signal to the Knesset about the importance of this law.² After the law passed its first reading in March 2005, *Isha L'Isha* sent representatives to Knesset debates to ensure that the final draft would be as effective as possible and to help ensure that the law would pass in subsequent readings.

The amendments to the law were passed by the Knesset in July 2005. The resulting law on *Equal Representation of Women* provides for the equal rights of women and their protection from violence, sexual harassment, sexual exploitation and trafficking, as well as for the equal representation of women in policy-making and peace negotiations. The success of the campaign has been attributed to two main processes: the creation of a coalition of women's organisations that supported the bill publicly, and the open communication and cooperation with members of the Knesset.³

The ultimate aim is that, whenever a negotiating team or committee is appointed, its makeup will be reported to the Authority for the Advancement of the Status of Women in the Prime Minister's Office. If the Authority believes that women are not properly represented, it can ask that this be corrected. This system, however, still has to be translated into action, which will eventually require the intervention of the judiciary.

The law fostered the participation of Israeli women in the International Women's Commission, a global coalition of 60 female activists and government officials, launched in Istanbul in July 2005. Starting from the observation that Israeli and Palestinian women are largely absent from decision-making processes and official negotiations (and strengthened by the explicit mandate contained in the 2005 law and in United Nations Security Council Resolution 1325) the Commission is working on a system to support women being appointed to negotiating groups in the region. The Israeli-Palestinian peace negotiations are a major focus of these efforts.

Despite Israel's progressive gender equality law, available data on gender equality suggests that women in Israel still have a long way to go before they attain true equality. As of March 2009, 21 out of 120 members (17.5 per cent) of the Knesset were women, compared to an average of 21.2 per cent among European Union countries.⁴ In Israel, paths for women into national politics include through local government and/or via the army. The integration of women into the armed forces has constituted one of the pillars of the government's strategy towards gender equality. However, while women make up 33 per cent of officers in the lower ranks, and 21 per cent of Captains and Majors, they still constitute only 3 per cent of the most senior ranks.

1 Isha L'Isha, "Parliament/Knesset Passes New Law Mandating Inclusion of Women for Peace and Security Negotiations & Policy," (Isha L'Isha News Release, July 21, 2005), <http://www.peacewomen.org/news/Israel-OPT/July05/Knesset.html> (accessed June 29, 2009).

2 Ibid.

3 Kathambi Kinoti, *Involving Israeli Women in Peace and Security* (interview with Sarai Aharoni of Isha L'Isha, Haifa Feminist Centre Israel, Association for Women's Rights in Development (AWID), Resource Net Friday File Issue 241, August 2005), <http://www.awid.org/eng/Issues-and-Analysis/Library/Involving-Israeli-Women-in-Peace-and-Security> (accessed June 29, 2009).

4 See International Parliamentary Union, "Women in National Parliaments: Situation as of 31 May 2009." IPU, <http://www.ipu.org/wmn-e/world.htm> (accessed June 29, 2009).

ISRAEL

A law for the inclusion of women in security decision-making

It is too early to assess the impact of the 2005 amendments to the *Equal Representation of Women* law in Israel. Nevertheless, it represents a positive example of action to concretely implement United Nations Security Council Resolution 1325. Creating the new law is only the beginning of a long process that will involve training women in negotiation skills, teaching conflict resolution, creating a directory of qualified female negotiators, and monitoring the implementation of the law.⁵

⁵ Isha L'Isha, "Parliament/Knesset Passes New Law".

AUSTRIA AND CÔTE D'IVOIRE

Implementing SCR 1325 through National Actions Plans

On October 31, 2000, the UN Security Council adopted Resolution 1325 on women, peace and security (SCR 1325). SCR 1325 calls upon Member States to address the specific security needs of women both during and after conflict, as well as to further engage women in decision making-processes and peace operations. In 2002, the President of the Security Council called upon Member States to develop national action plans (1325 NAPs) with goals and timetables to support the implementation of SCR 1325. In 2004, the Secretary-General of the UN invited Member States to develop 1325 NAPs, and has reaffirmed this need in his 2008 and 2009 reports on implementation of SCR 1325.¹

In response, several national governments have created 1325 NAPs to guide and coordinate inter-departmental and inter-institutional initiatives on women, peace and security at the national, regional and international levels. As such, 1325 NAPs are examples of national security policies. As of February 2010, 18 states had adopted NAPs: Austria, Belgium, Chile, Côte d'Ivoire, Democratic Republic of Congo, Denmark, Finland, Iceland, Liberia, the Netherlands, Norway, Portugal, Rwanda, Spain, Sweden, Switzerland, Uganda and the United Kingdom. The NAPs of Austria and Côte d'Ivoire provide examples of good practices regarding their development process and the inclusion of indicators and participatory mechanisms for oversight of their implementation.

Austria's 1325 NAP

The thrust for the adoption of a 1325 NAP originated during the Austrian Presidency of the European Union in 2006, as Austria realised the need to enhance coordination of their training for and participation in international and regional peace missions.² Following almost a year of meetings with a number of ministries, coordinated by the Federal Ministry for European and International Affairs (FMEIA), the 1325 NAP was adopted in 2007.³ In order to monitor the 1325 NAP's implementation and development, the FMEIA established a working group composed of representatives of all concerned ministries and institutions: the Federal Ministry for Health, Family and Youth; the Federal Ministries of the Interior; Justice; Defence; the Federal Chancellery and the Austrian Development Agency. The working group reports to the Council of Ministers and Parliament annually.

Ten civil society organisations and two research institutions (the University of Vienna's Department of International Relations and the Ludwig Boltzmann Institute of Human Rights) were involved in the preparation of Austria's 1325 NAP. The 1325 NAP provides for civil society representatives to be consulted during the preparation of each annual report and asked for advice on specific issues as needed.

Austria's 1325 NAP has three primary objectives:

- To increase the participation of women in the promotion of peace and resolution of conflicts, in particular by supporting local women's peace initiatives
- To prevent gender-based violence and protect the needs and rights of women and girls within the scope of peace missions and humanitarian operations (including in refugee and IDP camps)
- To increase the representation of Austrian women in international peace operations and in decision-making positions in international and European organisations

To achieve these goals, Austria has committed to undertake 29 activities at the national, regional and international levels. In addition, as a donor country, Austria commits to

1 See for example: United Nations S/PRST/2002/32, <http://www.peacewomen.org/un/UN1325/PresState2002.html> (accessed February 10, 2010); S/2004/814, Report of the Secretary - General on women, peace and security, October, 13 2004, <http://daccess-dds.un.org/doc/UNDOC/GEN/N04/534/14/PDF/N0453414.pdf?OpenElement> (accessed February 10, 2010).

2 Council of the European Union, "Implementation of UN Security Council Resolutions 1325 and 1820 on Women, Peace and Security - elaboration and implementation of UNSCR 1325 National Action Plans", Report of Meeting, Brussels, 2 October 2009.

3 Federal Ministry for European and International Affairs, Austrian Action Plan on Implementing UN Security Council Resolution 1325 (2000), August 2007, http://www.un-instraw.org/images/files/4328_action_plan.pdf (accessed February 1, 2010).

AUSTRIA AND CÔTE D'IVOIRE

Implementing SCR 1325 through National Actions Plans

implementing SCR 1325 in all areas of international cooperation, with emphasis on three thematic areas: rule of law with respect to violence against women and girls; disarmament, demobilisation and reintegration; and working with civil society on conflict prevention and peacebuilding.

The implementation of each activity identified in the 1325 NAP is delegated to a particular ministry or number of ministries, and for each the 'status quo', indicators and time period in which the activity is to be completed is specified (although in some cases activities are identified as 'ongoing'). As an example: one activity identified in the 1325 NAP is to support initiatives within the framework of Euro-Atlantic Partnership Council aimed at implementing SCR 1325 in NATO-led operations. This activity is tasked to the FMEIA and the Federal Ministry of Defence, for an 'ongoing' time period. The relevant performance indicator is "rising awareness of the importance of SCR 1325 in the Euro-Atlantic Community".

States have identified the adoption and implementation of performance indicators as one of the most important and challenging aspects of 1325 NAPs. Detailed indicators are an essential tool to monitor and evaluate progress towards objectives. The Austrian experience in implementing its 1325 NAP to date reveals the challenges faced in gauging real progress towards objectives. For example, the FMEIA reports that, although it was easy to define the number of women peacekeepers as an indicator of success in increasing female participation in peacekeeping missions, it was in practice problematic to measure progress only in this way. Austria found that not enough suitable women were applying for peacekeeping missions: most applicants were too junior and the more senior candidates had family constraints that prevented them from deploying. As such, Austria found that they needed to conduct a study to analyse women's motivations for participating in peace missions, and to develop supportive measures for women peacekeepers.⁴ This example shows how important it is to assess all potential factors, actors, needs and risks prior to formulating performance indicators. Such a process will help governments formulate clear, reliable and realistically-achievable indicators towards their objectives.

Côte d'Ivoire's 1325 NAP

Côte d'Ivoire has been experiencing political and military crises since September 2002. Its five-year 1325 NAP, covering the period 2008 – 2012, was designed under the lead of the Ministry of Family, Women and Social Affairs (MFWSA), with the collaboration of the Ministries of Planning and Development, Foreign Affairs, Justice and Human Rights, Economy and Finance, Defence, Interior, Solidarity and War Victims, Health and Public Hygiene and National Education and Reconstruction.⁵ In January 2007, UNDP, UNFPA, the Gender Unit of the UN Operation in Côte d'Ivoire, UNIFEM and Norway launched a project to provide technical and financial support to the Government of Côte d'Ivoire in the drafting and implementation of the 1325 NAP and to support civil society organisations involved in gender issues to participate in the 1325 NAP process. Under this project, training on SCR 1325 was conducted for government officials, locally elected representatives--especially mayors and general counsellors--and civil society organisations.⁶

Côte d'Ivoire's 1325 NAP contains a detailed overview of the gender-based insecurities that women and girls in Côte d'Ivoire face, including internal and external displacement, prostitution, sexual violence and assault. It also acknowledges that security sector institutions face problems such as corruption and politicisation of the judicial environment, and that there is a lack of training for the police and the gendarmerie to deal effectively with

⁴ Council of the European Union, "Implementation of UN Security Council Resolutions 1325 and 1820 on Women, Peace and Security - elaboration and implementation of UNSCR 1325 National Action Plans", Report of Meeting, Brussels, 2 October 2009.

⁵ Ministry of the Family, Women and Social Affairs, National Action Plan for the Implementation of Resolution 1325 of the Security Council (2008-2012): Background Document, http://www.un.org/womenwatch/feature/wps/nap1325_cote_d_ivoire.pdf (accessed February 19, 2010). See also UNDP, Information Note, http://www.undp.org/cpr/whats_new/women_in_cotedivoire.shtml (accessed February 22, 2010).

⁶ PNUD, CIV 00055669 - Projet d'appui à l'élaboration et la mise en oeuvre d'un Plan National de Promotion de la Résolution 1325 du Conseil de Sécurité, janvier-décembre 2007, <http://www.ci.undp.org/uploadoc/1325.pdf> (accessed February 12, 2010).

AUSTRIA AND CÔTE D'IVOIRE

Implementing SCR 1325 through National Actions Plans

victims of sexual violence. These problems are impeding efforts to effectively address the gender-based insecurities of women and girls. Against this background and recognising the importance of addressing women's needs and including women in all development sectors, the 1325 NAP states that the implementation of SCR 1325 is a national priority. As such the 1325 NAP constitutes a consensual framework for reconstruction, reconciliation and sustainable peace in the country.

The overall objective of Côte d'Ivoire's 1325 NAP is to "integrate the gender approach in the peace policy in order to reduce significantly inequalities and discriminations". To accomplish this aim, the 1325 NAP identifies four priority areas:

- Protection of women and girls' rights against sexual violence, including female genital mutilation
- Inclusion of gender issues in development policies and programmes
- Participation of women and men in national peace and reconstruction processes
- Strengthening of women's participation in political decision-making and the political process

A prominent feature of Côte d'Ivoire's 1325 NAP is that it sets out a logical framework of indicators for a chain of results linked to each of its four priority areas, offering a platform for monitoring and evaluation of progress. Each priority area includes 6 -12 actions and three different types of results - "strategic results", "effect results"; and "output results". For each of the actions, a responsible party and a reporting method are identified. The logical framework also identifies risks and defines output indicators, verification sources and verification means for each of the desired results. Moreover, the 1325 NAP includes a five year budget plan broken down by activity.

The 1325 NAP envisions a National Coordinating Committee, led by the MFWSA and including civil society representatives, which updates the Government on the status of the plan and submits annual progress reports. Specific committees composed of government and civil society representatives with relevant expertise undertake monitoring and evaluation of individual projects, including tracking of indicators and financial expenditures.

In conclusion, as more states develop 1325 NAPs, it remains to be seen whether those plans are able to translate aspirations into concrete progress towards full implementation of SCR 1325 on the national and (where this is the intention) regional and international levels. Monitoring and evaluation processes, including the preparation of annual reports by bodies such as the working group in Austria and the National Monitoring Committee in Côte d'Ivoire will be key in identifying progress, challenges and lessons learnt.

► The importance of integrating gender into national security policy-making is discussed in section 3 of the *National Security Policy-Making and Gender Tool*.

► Reasons for and ways of engaging civil society organisations in security policy-making are discussed in section 4.4 of the *National Security Policy-Making and Gender Tool*.

► Challenges to and opportunities for integrating gender into national security policies in post-conflict, developing, transitional and developed contexts are discussed in section 5 of the *National Security Policy-Making and Gender Tool*.

Additional training resources

Elliott, J., S. Heesterbeek, C. J. Lukensmeyer, and N. Slocum, *Participatory Methods Toolkit—A Practitioner’s Manual* (Brussels: King Baudouin Foundation and the Flemish Institute for Science and Technology Assessment (viWTA), 2005), http://www.viwta.be/files/30890_ToolkitENGdef.pdf.

Luethold, A., “Developing A National Security Policy”, (presentation, 2007), <http://www.arabparliaments.org/publications/legislature/2007/montreux/luethold-e.pdf>.

Organisation for Economic Co-operation and Development, *OECD DAC Handbook on Security System Reform: Supporting Security and Justice* (Paris: OECD DAC, 2007), <http://www.oecd.org/dataoecd/43/25/38406485.pdf>.

South Africa’s Department of Community Safety, *Community Police Forum Toolkit* (Cape Town, Department of Community Safety, 2003), http://www.capegateway.gov.za/eng/pubs/public_info/C/32970.

Valasek, K., with Nelson, K., *Securing Equality, Engendering Peace: A Guide to Policy and Planning on Women, Peace and Security* (Santo Domingo: UN-INSTRAW, 2006), <http://www.un-instraw.org/en/docs/1325/1325-Guide-ENG.pdf>.

Examples of National Security Policies and Defence White Papers

National Security Policy for Jamaica – Towards a Secure and Prosperous Nation, 2007. Available at: http://www.ssrnetwork.net/document_library/detail/4139/national-security-policy-for-jamaica-towards-a-secure-and-prosperous-nation.

Romania’s National Security Strategy, 2005. Available at: <http://merln.ndu.edu/whitepapers/RomaniaNationalSecurity.pdf>.

Doctrine of the Armed Forces of the Slovak Republic, 2003. Available at: <http://www.arabparliaments.org/publications/legislature/2007/montreux/slovak-e.pdf>.

Ireland’s White Paper on Defence, February 2007. Available at: [http://www.defence.ie/website.nsf/fba727373c93a4f080256c53004d976e/e1cd6e42fd36ebbf802572b4003b7368/\\$FILE/WPReview.pdf](http://www.defence.ie/website.nsf/fba727373c93a4f080256c53004d976e/e1cd6e42fd36ebbf802572b4003b7368/$FILE/WPReview.pdf).

Sierra Leone’s Defence White Paper. Available at: http://www.daco-sl.org/encyclopedia/1_gov/1_2/mod/Defence_WhitePaper.pdf.

White Book 2007: Defence Policy of Ukraine, 2008. Available at: http://www.mil.gov.ua/files/white_book/white_book_en2007.pdf.

South Africa’s White Paper on National Defence for the Republic of South Africa – Defence in a Democracy, September 1998. Available at: <http://www.info.gov.za/whitepapers/1998/safety.htm>.

Doctrine of the Armed Forces of the Slovak Republic, 2003. Available at: <http://www.isn.ethz.ch/isn/Digital-Library/Publications/Detail/?ord516=OrgaGrp&ots591=0C54E3B3-1E9C-BE1E-2C24-A6A8C7060233&lng=en&id=15138>.

Uganda Defence Review – Learning from Experience, September 2007. Available at: <http://www.ssrnetwork.net/documents/Publications/UDR/Uganda%20Defence%20Review%20-%20Learning%20From%20Experience.pdf>.

United States of America National Security Strategy, June 2008. Available at: <http://www.defenselink.mil/news/2008%20national%20defense%20strategy.pdf>.

Additional training resources

Examples of 1325 National Action Plans

Austria (August 2007):

http://www.un.org/womenwatch/feature/wps/Austria_National_Action_Plan.pdf

Belgium (April 2009):

http://www.dgdc.be/documents/en/topics/gender/women_peace_security.pdf

Cote d'Ivoire (2008):

http://www.un.org/womenwatch/feature/wps/nap1325_cote_d_ivoire.pdf

Denmark (June 2005):

http://www.fmn.dk/Nyt%20og%20Presse/Documents/ActionPlan_final%20%20final.pdf

Finland (September 2008):

<http://www.finland.or.jp/public/download.aspx?ID=32702&GUID={6E789E51-2C81-4F67-B12D-23E7389922F4}>

Iceland (March 2008):

http://www.mfa.is/media/Utgafa/women_peace_security.pdf

Liberia (March 2009):

<http://unmil.org/documents/Liberia%20National%20Action%20Plan%20on%20UNSCR%201325%202009.pdf>

Norway (March 2006):

http://www.regjeringen.no/upload/kilde/ud/rap/2006/0004/ddd/pdfv/279831-actionplan_resolution1325.pdf

Spain (2008):

<http://www.maec.es/SiteCollectionDocuments/Asuntos%20Globales/Politicass%20de%20igualdad%20de%20genero/Action%20Plan%20R%201325%20En.pdf>

Sweden (June 2006):

<http://www.frauensicherheitsrat.de/data/1325-nap-sve.pdf>

Switzerland (March 2007):

http://www.eda.admin.ch/etc/medialib/downloads/edazen/topics/peasec/peac.Par.0076.File.tmp/NAP%201325%20Broschuere%20def_e.pdf

The Netherlands (December 2007):

<http://www.peacewomen.org/un/UN1325/DutchNAP1325Eng.pdf>

Uganda (December 2008):

http://www.un.org/womenwatch/feature/wps/Action_Plan_Uganda_NAP_1325_1820.pdf

United Kingdom (March 2006):

<http://www.eplo.org/documents/1325%20NAP%20UK.pdf>