

Training Resources on Parliamentary Oversight of the Security Sector and Gender

Gender and Security Sector Reform
Training Resource Package



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

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The Gender and Security Sector Reform Training Resource Package

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

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

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

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

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

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DCAF

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Using the Gender and SSR Training Resource Package

Gender-responsive parliamentary oversight of the security sector seeks to:

- » Respond to the different security needs of women and men, boys and girls—especially through security legislation and policy
- » Consult with a broad range of civil society actors
- » Involve female and male parliamentarians equally
- » Increase the representation of women within security sector institutions
- » Hold security sector institutions accountable for discrimination, gender-based violence and other human rights violations
- » Ensure equitable defence budgeting and resource management
- » Comply with international and regional laws, instruments and norms concerning security and gender, such as the Convention on the Elimination of All Forms of Discrimination Against Women, the Beijing Platform for Action, and UN Security Council Resolutions 1325 and 1820

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

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

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

The Training Resource Package

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

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

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

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

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

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

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

Using the Gender and SSR Training Resource Package

Each set of training resources contains the following:

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

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

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

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

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

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

Additional training resources.

The trainees

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

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

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

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

Using the training exercises

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

Using the Gender and SSR Training Resource Package

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

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

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

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

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

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

When selecting an exercise, keep in mind:

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

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

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

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

Key messages

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

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

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

For gender-responsive security laws and policies

- Women and men have different security needs and concerns. Parliamentarians have a responsibility to ensure that security laws and policies address the security needs of all of their constituents—women, men, girls and boys.
- Parliamentarians can ensure that security and defence related bills and policy proposals address gender dimensions. For example:
 - are based on threat analysis which includes gender-based violence (GBV)
 - include accountability mechanisms for violations committed by the security forces, which are accessible to community members, especially women and girls
 - strengthen accountability mechanisms within the security forces
 - address violations committed by security forces against peers
- GBV particularly affects women and restricts women's public participation. Parliamentarians can ensure comprehensive legislation and action plans to address GBV .
- Parliaments can establish a gender (or women's) caucus to support gender-responsive budgeting and legislation. The caucus can be linked with women's networks and human rights monitoring groups, who can provide critical data on security risks and threats, both at community and national levels.

For inclusive security laws and policies

- Parliaments can ensure that security laws and policies are grounded in participative processes—such as consultations and debates that include women and women's organisations. This helps ensure consensus on security priorities, as well as responsive and legitimate security laws and policies.

For representative and effective security sector institutions

- Parliaments can take measures to increase the number of women within security sector institutions, as well as to ensure gender-related mandates, measures for gender awareness, gender mainstreaming and gender training.
- Parliaments can ensure laws and codes of conduct prevent and hold security sector institutions accountable for discrimination, sexual harassment and other human rights violations, and monitor the implementation of such laws and codes.

See: *Parliamentary Oversight and Gender Tool*, page 3.

See: *Parliamentary Oversight and Gender Tool*, pages 6–10.

See: *Parliamentary Oversight and Gender Tool*, pages 7 and 9–10.

See: *Parliamentary Oversight and Gender Tool*, pages 4 and 7.

Key messages

For representative parliamentary decision-making

- In 2008, 82.6 per cent of parliamentarians globally were men. Lack of women in parliaments worldwide is a structural impediment to making parliamentary security and defence decision-making more representative. Parliaments can support constitutional and legislative reforms and other measures to ensure greater participation of women in parliaments, with specific efforts to ensure that women participate in defence and security committees.

For equitable budgeting and resource management

- Gender analysis of budgets and resource management by parliament, if properly implemented, can strengthen transparency, accountability and the equitable distribution of funds to address the security needs of men, women, girls and boys.
- Parliaments can assess how security and defence budgets provide for:
 - specific service provision to address GBV (anti-trafficking units, domestic violence units, gender desks, etc.)
 - women's needs and capacity-building within the armed forces (separate facilities, recruitment policies for increased female representation, accelerated learning programmes, etc.)

To comply with international law

- Parliamentarians are crucial in ensuring the incorporation and implementation of human rights law at a national level—including women's rights to protection from violence, and to full participation (e.g. under the Convention for the Elimination of All Forms of Discrimination Against Women)

In post-conflict contexts

Opportunities for post-conflict parliaments to integrate gender issues in security sector oversight include:

- Using their legislative, oversight and budgetary authority to influence the gender-responsive reform of the security sector, including the penal and justice systems and transitional justice processes. For example, parliaments can:
 - ensure legislation requires separate prison facilities for women and juveniles, and involve themselves in prison monitoring
 - reform the judicial system to more effectively combat GBV and ensure access to justice for women
 - demand that women are fully included and gender issues are incorporated in truth commissions' mandates and operating procedures, special courts and reparation programmes
- Ensuring SSR includes initiatives to recruit women.
- Ensuring the needs of male and female ex-combatants are adequately addressed in disarmament, demobilisation and reintegration processes.
- Implementing measures to increase the percentage of female parliamentarians (including on defence and security committees) and to establish mechanisms for consultation with civil society organisations in post-conflict transformation of electoral policies and the parliament itself.

See: *Parliamentary Oversight and Gender Tool*, pages 10–11.

See: *Parliamentary Oversight and Gender Tool*, page 6.

See: *Parliamentary Oversight and Gender Tool*, pages 12–14.

1

Gender, parliament and the security sector

Type of exercise: Conceptual
Audience: Any
Time required: About 20 minutes

Intended group size

Any

Supplies

Flipcharts and markers

Guidance to trainers

This exercise provides an overview of gender concepts applicable to parliamentary oversight of the security sector. Brainstorming around the room with the aid of flipcharts is used to “break the ice” and to stimulate lively discussion.

Learning objectives

After completing this exercise, trainees will be able to:

- Clarify their own assumptions about gender, parliament and the security sector
- Establish the relevance of gender to parliamentary oversight of the security sector
- Describe some ways in which parliamentary oversight of the security sector can be gender-responsive

Exercise instructions

The overarching question to pursue is “what can parliament do to support a gender-responsive security sector”? For a more structured discussion of this topic, the trainer has prepared ten flipchart pages, hung around the walls with the following terms written on them (one sheet is left blank for additional ideas):

- Gender-responsive security laws and policies
- Gender-based violence
- Representative decision-making
- Compliance with international law
- Equitable budgeting and resource management
- Representative and effective security sector institutions
- Gender mainstreaming in security sector institutions
- Gender training of security sector personnel
- Other ideas

Trainees walk to one of the pages and, writing on the flipchart, either propose a definition of the terms or identify an activity that parliament could engage in related to the issue. After ten minutes of milling around the room, trainees return to their seats, and each page is briefly discussed. The trainer sums up the ensuing key points, and either concludes the discussion with his or her observations or uses a PowerPoint presentation (comprising the above key points) to focus on the benefits of gender-responsive parliamentary oversight of the security sector.

Possible variations

You can replace the terms with others that are more focused on the specific needs of your audience. If you have less time available, use fewer terms.

2 Applying key recommendations for parliamentary oversight

Type of exercise:	Application-in-context
Audience:	Parliamentarians, parliamentary staffers and/or parliamentary programme staff
Time required:	60 to 90 minutes

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

Supplies Flipchart and markers
 Trainees' handouts
 Companion *Parliamentary Oversight of the Security Sector and Gender Tool* (Break-out rooms required)

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

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

- Demonstrate understanding of the key recommendations for gender-responsive parliamentary oversight of the security sector.
- Recognise benefits and challenges of the key recommendations as applied to their own parliament.
- Produce advantages and disadvantages that reflect an understanding of the core rationales underlying the integration of gender into parliamentary oversight of the security sector:
 - inclusive, needs-based security laws and policies
 - effective and representative security sector institutions
 - equitable budgeting and resource management
 - gender equality in parliamentary decision-making

Exercise instructions Provide all trainees with the attached handout, which includes the “key recommendations” from page 16 of the *Parliamentary Oversight of the Security Sector and Gender Tool*. Give trainees an opportunity to have any recommendations that they don't understand clarified. In small groups, trainees discuss each recommendation as applied in their own parliament. Ask each group to designate a facilitator to lead group discussions and a rapporteur to record the group findings on the attached handout.

Facilitate a full group discussion to explore the findings of each group and any implications.

Possible variations To modify for a small group format or if the trainees are from many different parliaments, ask all trainees to work independently and produce individual findings on the handout. Determine the range and spread of the full group's findings on each item by a show of hands or other tallying method. Facilitate a discussion on the three most difficult challenges, find out why they are so challenging, and focus on some ideas for how to overcome those challenges.

The “key recommendations” exercise format can be easily applied to any existing set of tips, recommendations, or sample plans of action in order to prompt discussion or reinforce learning material through application-in-context.

HANDOUT

Applying key recommendations for parliamentary oversight

The following are key recommendations for parliamentarians to exercise gender-responsive oversight of the security sector, from page 16 of the *Parliamentary Oversight of the Security Sector and Gender Tool*:

1. Support the signing, ratification and implementation of **international and regional treaties and conventions** that mandate the inclusion of gender issues in security sector reform, such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).
 2. **Increase the representation of female parliamentarians** through implementing quotas, reforming electoral systems and supporting capacity building among female candidates.
 3. Increase the representation of **female parliamentarians on defence and security-related committees**, including the passing of legislation on women and men's equal representation or parliamentary committee quota systems.
 4. **Build the gender capacity of male and female parliamentarians**, especially members of defence and security committees, through briefings, training, and other awareness-raising initiatives.
 5. **Involve civil society**, especially women's organisations, in security policy-making through broad-based consultations, public hearings and other formal and informal mechanisms.
 6. Establish a **gender caucus** including both women and men in order to raise awareness of, and support for, gender-responsive budgeting and legislation.
 7. Introduce and strengthen **gender budget initiatives** and conduct **gender impact assessments** of security policy.
 8. Commission and request **sex-disaggregated data** concerning gender mainstreaming and the composition of security sector institutions in order for policymakers to be able to make informed decisions.
 9. Monitor the deployment and implementation of **peacekeeping missions** to ensure that women are well represented in peacekeeping forces and that initiatives are taken to prevent sexual exploitation and abuse, and build the capacity of peacekeeping staff to integrate gender issues.
- In post-conflict contexts in particular:*
10. Use parliament as a forum to integrate gender issues and ensure women's participation in the **peace process**.
 11. Demand that women are fully included and gender issues are incorporated in **truth commissions, special courts and reparation programmes**, including through the legislation that supports their creation.
 12. Reform the **judicial system** to more effectively combat gender-based violence.

HANDOUT

Applying SSR and gender key recommendations

Group members:

Parliament:

Date:

Instructions

Consider each of the key recommendations on *Parliamentary Oversight of the Security Sector and Gender* in the context of your parliament.

If an item is a fitting objective to pursue in your parliament, mark the corresponding checkmark.

If an item is an achievable objective to pursue in your parliament, mark the corresponding checkmark.

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

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

If a recommendation is not fitting or not achievable in your parliament, note the reasons why under “challenges”.

HANDOUT

Applying SSR and gender key recommendations

1. Support the signing, ratification and implementation of international and regional treaties and conventions that mandate the inclusion of gender issues in SSR:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

2. Increase the representation of female parliamentarians:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

3. Increase the representation of female parliamentarians on defence and security-related committees:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

HANDOUT

Applying SSR and gender key recommendations

4. Build the gender capacity of male and female parliamentarians:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

5. Involve civil society, especially women's organisations, in security policy-making:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

6. Establish a gender caucus:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

HANDOUT

Applying SSR and gender key recommendations

7. Gender budget initiatives and gender impact assessments:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

8. Commission and request sex-disaggregated data:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

9. Monitor the deployment and implementation of peacekeeping missions to ensure the representation of women and gender mainstreaming:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

HANDOUT

Applying SSR and gender key recommendations

In post-conflict contexts in particular:

10. Integrate gender into the peace process:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

11. Incorporate gender and fully include women in truth commissions, special courts and reparation programmes:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

12. Reform the judicial system to more effectively combat gender-based violence:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

3

Parliamentary action plan

Type of exercise:	Application-in-context
Audience:	Recommended for parliamentarians and parliamentary staffers. Can be used with trainees outside of the parliament if they do not dominate in numbers.
Time required:	About 90 minutes

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

Supplies Flipcharts and markers
 Trainees' handouts
 Companion *Parliamentary Oversight of the Security Sector and Gender Tool*
 Practice Note on *Parliamentary Oversight of the Security Sector and Gender*

Guidance to trainers This exercise focuses on raising awareness about the different forms of power (formal and informal) that parliamentarians, parliamentary staffers and/or outside groups have in achieving a particular political objective. Going beyond the scope of the *Parliamentary Oversight of the Security Sector and Gender Tool*, trainees are challenged to share their own experiences with using these powers in parliamentary processes that provide gender-responsive oversight of the security sector. Since the success of this exercise relies predominantly on your trainee group's input it may be useful to discuss this exercise with a few selected trainees in advance.

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

- Describe their own personal or organisational formal and informal powers to influence or affect political objectives related to parliamentary oversight of the security sector and gender.
- Demonstrate a practical understanding of how gender issues can be integrated into security sector oversight within their specific context.
- Outline an "action plan" for implementing gender-responsive policies in the context of specific opportunities.

Exercise instructions Briefly discuss the difference between formal and informal powers available to parliament and outside groups. What constitutes formal powers will be more obvious (see also list of potential powers below), so make sure that your trainees understand what you mean by "informal powers". The following explanation of informal powers may be helpful: *In order to better work within the institution of parliament it is not only important to understand its institutional form, but also the way in which its particular form takes shape—through modes of behaviour, negotiating the political and physical space and creating an institution-specific culture which socializes members in their participation. In this sense, parliament is a living organism and its members exert power beyond their formal means. Each parliamentarian has their own political networks and affiliations, which they use in tandem with formal parliamentary processes to pursue their political objectives and policy goals. For example, parliaments often have a formal process by which members can compel executive-branch government officials to provide specific information on a given subject by force of law; however, this formal process is often time-consuming and subject to obstruction from political opponents. A skilled parliamentarian can often acquire the same information through informal means much more efficiently, perhaps by directly contacting the department dealing with the subject matter.*

Facilitate a brainstorming session with the full group utilising the flip-charts to identify as many formal and informal powers as possible in the trainees' contexts. Be sure to specify the conditions under which each type of power is applicable, since some powers are only available to certain individuals or groups in parliament. Although the focus of this session will be on the internal processes of parliament, this full-group stage of the exercise is relevant to all trainees (if indeed there are some parliamentary "outsiders" in your group), because external actors need to understand the internal workings of the system in order to influence it.

Parliamentary action plan

Exercise instructions

Flipcharts might list as formal powers items such as:

- Formation of committees
- Committee hearings
- Committee enquiries
- Oral and written questions to the government
- Evaluation of government spending
- Receipt of activity reports from the government
- Parliamentary debates
- Making recommendations to the government
- Voting

Informal powers might include:

- Working through political parties
- Making use of networks and affiliations
- Private communication between parliamentarians to find agreement
- Encouraging public debate
- Informal meetings with other (potentially opposing) parliamentarians
- Knowing parliamentary etiquette and rules of behaviour and behaving accordingly

After you have identified possible avenues for exerting influence, provide all trainees with the attached handout. In small groups, trainees then identify how they could utilise or support formal and informal powers in their own parliament *to contribute to a goal that promotes gender-responsive security sector oversight*. Such a goal could be, for example, to undertake a gender analysis of a security and defence law or to develop incentives for parliamentary committees to be sex balanced.

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

As a suggestion, time could be allotted as follows:

Full group brainstorming (fifteen minutes)

Instructions and organisational deliberations (five minutes)

Small group discussions (forty minutes)

Facilitate a full group discussion and debate to identify and discuss each group's chosen strategies; encourage trainees to critique and contribute to each strategy using the benefit of their own expertise and experience (thirty minutes)

Possible variations

Should your trainee group be small, you could have each trainee work alone on the second part of the exercise, to identify how they could use formal and informal powers (after brainstorming about this generally in plenary). This could save time while ensuring that each person actively reflects on his or her opportunities.

HANDOUT

Parliamentary action plan

Exercise instructions

Identify an opportunity for change in your parliament that may arise during the coming year. This could be an election, consideration of a major legislative package or budget, or the adoption of a new political platform, for example.

How will you take advantage of this opportunity to further gender-responsive parliamentary oversight of the security sector? In many cases, even if changes do not seem directly relevant to gender or security sector issues, it is possible to find a way to make use of the situation to advance gender goals.

(If you cannot think of any real opportunities, you can work with a hypothetical opportunity).

From this basis, identify a goal that promotes gender-responsive parliamentary oversight of the security sector. Develop an action plan to implement or support this goal that:

- takes advantage of an upcoming opportunity for change; and
- utilises the formal and informal powers identified earlier as a basis for your strategies.

Use the attached handout to formulate your action plan. It should include the following:

- A short description of an upcoming real or hypothetical event that will provide you with an opportunity to implement your action plan.
- A detailed explanation of an achievable and appropriate gender-responsive parliamentary oversight of the security sector goal that you plan to implement or support.
- Five specific strategies you will use to implement or support your goal. Note whether each strategy will utilise formal or informal powers and be able to explain why your strategies are appropriate within the context of your defined opportunity.

HANDOUT

Parliamentary action plan

<p>OPPORTUNITY (In what context?)</p>	<p>GOAL (Toward what end?)</p>	<p>STRATEGIES (How can formal and informal powers be used?)</p> <ol style="list-style-type: none"> 1. 2. 3. 4. 5.
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4

Role play: parliamentary hearing on gender and security concerns

Type of exercise:	Conceptual
Audience:	Any, although for best learning results the audience for this exercise must include a group of parliamentarians. Local gender experts could also be included.
Time required:	About 115 minutes

Intended group size

Any

Supplies

A large flipchart and markers
Companion *Parliamentary Oversight of the Security Sector and Gender Tool*

Guidance to trainers

This exercise is an introductory exercise, sensitising parliamentarians (or others) to gender-related security needs and concerns by getting them to play the roles of a range of people from the community concerned with gender questions. The exercise helps parliamentarians to reflect upon their possible roles in responding to gender-related concerns in the security sector. Involving individuals who actually perform the roles being role-played, either as resource persons or as trainees, might work well. Try to make the hearing as lively as possible; encourage humour if appropriate.

Learning objectives

After completing this exercise, trainees will be able to:

- Better understand that women and men have specific security needs and that these gender-specific needs are often marginalised.
- Enumerate concrete examples of gender-specific security concerns.
- Develop strategies to address gender-specific security concerns.

Exercise instructions

Trainees are asked to simulate a “parliamentary committee on internal affairs and security” hearing on gender and security issues. It is assumed that all trainees are more or less familiar with the proceedings of a committee hearing. If not, ask a parliamentarian to briefly explain them. However, it is not necessary to follow strict rules, it is more important that your group feels comfortable with the content.

Explain to trainees 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. Pick ten volunteers to play the roles of the following speakers to address the Parliamentary Committee:

1. Head of the women’s police association
2. Leader of the parliamentary women’s caucus
3. Director of a women’s legal centre that provides free legal services to women and girls
4. A female youth representative
5. Director of an organisation supporting male victims of sexual violence
6. Head of the government department responsible for women’s health
7. A representative of an NGO focusing on women’s rights
8. A representative of an NGO focusing on gay and lesbian rights
9. A representative of an international agency present in the country, working on gender issues (e.g. UNIFEM, OSCE)
10. An academic from a think-tank producing regular policy briefings on gender issues in this country

Also assign someone 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.

Each volunteer 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 submissions to the committee.

Role play: parliamentary hearing on gender and security concerns

Exercise instructions

These should set out their particular security needs and concerns, 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 forth by committee members, 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:

Ten minute explanations

Twenty minute preparation of submissions to the committee in small groups

Eighty minute committee meeting (five minute presentations by each speaker plus questions and answers)

Five minute concluding remarks

Possible variations

The invited speakers can be modified to reflect the type of context trainees work in. For example, in a post-conflict context they might include former female combatants, peace activists, widows, families of the missing, women affected by land mines, etc. 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.

5

Electoral analysis: gender-responsive politics

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

Intended group size	Any group size if broken down to smaller groups (four to six trainees)
Supplies	Flipchart and markers Trainees' handouts Companion <i>Parliamentary Oversight of the Security Sector and Gender Tool</i>
Guidance to trainers	This exercise explores the relationship between parliamentarians and their constituencies. Trainees are asked to consider how promoting gender-responsive parliamentary oversight might increase or decrease the electoral chances of political actors. The most important element of this exercise is the final discussion in which trainees will work together to construct arguments for the integration of gender-responsive policies into the platform of any given political party. The timing of the small group discussion phase is reflective of this prioritisation. Do not worry if trainees feel rushed, it is more important to ensure that they complete their assessments within the allotted time.
Learning objectives	After completing this exercise, trainees will be able to: <ul style="list-style-type: none"> • Identify possible policies to support gender-responsive parliamentary oversight for an identified political actor or group. • Explain the electoral benefits of integrating gender into parliamentary oversight of the security sector.
Exercise instructions	<p>The main purpose of this exercise is to explore how gender-responsive parliamentary oversight of the security sector can be integrated into a political platform in such a way as to improve the electoral chances of the members of that political grouping. Discussion should explore how gender-responsive parliamentary oversight of the security sector brings significant benefits to all sectors of society in terms of increased effectiveness of the armed forces, better use of government funds, and so on. These society-wide benefits can be translated into political gain for any party.</p> <p>Divide trainees into five groups. Provide all trainees with the attached handout. Assign one of the following goals to each group:</p> <ul style="list-style-type: none"> • Formulate inclusive, needs-based security laws and policies • Build representative and effective security sector institutions • Address gender-based violence • Increase women's representation in parliament and parliamentary security decision-making • Implement equitable budgeting and procurement <p>In small groups, trainees choose a politician, political party or political coalition and identify the relevant core constituencies whom he/she/it depends upon for electoral support. They then form arguments as to whether policies to support the assigned goal will increase or decrease the political support and power of their chosen politician or party.</p> <p>Should the response be that such policy will <i>decrease</i> political support, encourage the group to consider (1) finding additional allies among or outside of the core constituencies and/or (2) how the policy might be rephrased to make it more acceptable to the core constituencies.</p>

Electoral analysis: gender-responsive politics

Exercise instructions

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

As a suggestion, time could be allotted as follows:

- Instructions and organisational deliberations (five minutes)
- Small group discussions (twenty minutes—keep trainees updated on the remaining time)

Facilitate a full group discussion based on the results of the small group session. For all groups that produce arguments suggesting that gender-responsive policies will decrease a political party's support and power, explore how they came to their conclusions and identify the main reasons why. With the full group, explore ways in which gender-responsive policies can benefit all sectors of society, and identify new constituencies of supporters who can replace the loss of any given political party's existing set of "core constituencies" (thirty-five to sixty-five minutes).

Possible variations

You could either pair or replace this exercise with an adapted "community (in this case: "constituency") engagement map" described in Exercise 12 of the *Training Resources on Security Sector Reform and Gender*.

HANDOUT

Electoral analysis: gender-responsive politics

Exercise instructions**STEP 1:**

In your group, adopt the perspective of a relevant politician, political party or coalition as the basis of your discussion and analysis. Thinking in terms of that individual or group, produce a detailed list of your “core constituencies”: who are the people or type of people who support you the most, and vice versa, who are the people or type of people you care about the most in terms of maintaining or increasing your political power?

STEP 2:

You will be assigned one of the following goals:

- Formulate inclusive, needs-based security laws and policies
- Build representative and effective security sector institutions
- Address gender-based violence
- Increase women’s representation in parliament and parliamentary security decision-making
- Implement equitable budgeting and procurement

Consider relevant recommendations contained in the *Parliamentary Oversight of the Security Sector and Gender* Practice Note (pages 2–3).

For your goal, identify five possible ways in which implementation of relevant policies could benefit members of your “core constituencies”.

Also identify whether any members of your “core constituencies” might appear to be disadvantaged by these policies, or whether they might oppose the policies. If there are any such disadvantages, discuss whether they would cause you to lose the support of members of your “core constituency” and if so, how much/how many? How can the policies be made more attractive to such constituencies? What new constituencies might be attracted?

Based on your discussion, formulate an argument as to whether supporting policies relevant to your goal will increase or decrease your electoral popularity (and thus your political power). Be prepared to present your argument to the full group.

6

Preparing a gender analysis of a budget

Type of exercise:	Application-in-context
Audience:	Parliamentarians
Time required:	55 to 65 minutes

Intended group size	Any, if broken down into smaller groups (four to six trainees)
Supplies	Flipchart and markers Trainees' handouts Companion <i>Parliamentary Oversight of the Security Sector and Gender Tool</i>
Guidance to trainers	Budgetary oversight is an important part of a parliamentarian's job. This exercise focuses on honing practical skills in raising questions on gender considerations within a budget. Help trainees to be as creative as possible in formulating as many questions as possible. If necessary, use the trainer's cheat sheet for ideas on content.
Learning objectives	After completing this exercise, trainees will be able to: <ul style="list-style-type: none"> • Formulate questions in preparation for gender analysis of a budget. • Identify data and other requirements for the gender analysis of a budget.
Exercise instructions	<p>This exercise allows trainees to explore initial steps of preparing a gender analysis of a national security budget as part of parliamentary oversight of the security sector. Trainees will identify questions to ask in response to certain directives.</p> <p>Provide the attached handout to trainees. Allow for five minutes of explanations, if necessary providing some examples from the trainer's cheat sheet.</p> <p>Split trainees into small groups and allow twenty minutes for the formulation of questions. Challenge trainees to be as creative and exhaustive as possible.</p> <p>In plenary (thirty minutes), collect these questions on a flipchart, discuss them and seek consensus from the group as to which questions are agreeable. Discuss the possible data and other requirements for responding to these questions.</p>
Possible variations	You could reverse this exercise by providing data requirements and questions to be explored and by requesting that trainees identify corresponding policy directives.

TRAINER'S CHEAT SHEET

Preparing a gender analysis of a budget

Ways of introducing gender analysis into the budgetary process

	Questions explored	Requirements
1. Make gender visible in the process	Who are the recipients?	Data disaggregated by sex
2. Make gender visible in spending and revenue	How is spending/revenue distributed between women and men?	Expenditure and revenue statistics disaggregated by sex
3. Assess the impact gender will have on resource allocation and spending 4. Assess the impact gender will have on policy formulation	<p>What are implications in the short and long term for the gender distribution of:</p> <ul style="list-style-type: none"> resources (money and time)? paid and unpaid work? <p>Is the provision adequate to the needs of women and men?</p> <p>How does the policy affect gender norms and roles?</p>	<p>Data on gender distribution of resources</p> <p>Data on the unpaid</p> <p>Micro-analytic model of income distribution, incorporating model of economic behaviour sensitive to gender differentials</p> <p>Sensitivity to cultural practices and gender norms and the impact that policy has on supporting or reconstructing these.</p>
5. Mainstream gender in policy formulation, design and implementation	<p>How is gender taken into account in policy formulation, design and implementation?</p> <p>What priorities are given to reducing gender inequality?</p>	<p>Cooperation across government agencies and across the policy process</p> <p>Awareness of the scope of gender issues and ability to search out more hidden aspects of gender inequality</p> <p>Tools to assess the aims and priorities attached to the policy</p>
6. Develop targets for gender equality	Are specific targets for gender equality being met?	<p>Awareness of the complexity of gender inequalities when setting targets</p> <p>Ability to locate the policy and other influences on particular social phenomena</p>

Source: Adapted from Katherine Rake, "Gender Budgets: The Experience of UK's Women's Budget Group", *Gender Balance—Equal Finance*, March 19, 2002, http://www.frauenrat-bs.ch/genderbudget/2002_tagung/04_gender_budgets_rake.pdf (accessed February 24, 2009).

HANDOUT

Preparing a gender analysis of a budget

In the left-hand column of the table is a set of policy directives for introducing a gender analysis to the budgetary process. Use the right-hand column to list the questions that should be explored for each policy directive.

Policy directives	Questions explored
1. Make gender visible in the process	
2. Make gender visible in spending and revenue	
3. Assess the impact gender will have on resource allocation and spending	
4. Assess the impact gender will have on policy formulation	
5. Mainstream gender in policy formulation, design and implementation	
6. Develop targets for gender equality	

7 Barriers to women's representation in parliament

Type of exercise:	Conceptual
Audience:	This exercise is best suited for an audience that is NOT composed of parliamentarians, but rather of members of political parties and programme staff of NGOs or donor agencies, for example. The topic of unequal gender representation in parliament is often of lesser interest to sitting parliamentarians.
Time required:	20 to 30 minutes

Intended group size	Any
Supplies	Flipcharts and markers Companion <i>Parliamentary Oversight of the Security Sector and Gender Tool</i>
Guidance to trainers	This exercise is an introductory exercise, sensitising trainees to the reasons behind unequal gender representation in parliament. Once the reasons become clear, strategies can be developed to address them. This exercise addresses key content in the <i>Parliamentary Oversight of the Security Sector and Gender Tool</i> (pages 8–10). Should knowledge gaps become apparent as a result of this exercise, the trainer should refer the trainees back to the relevant material.
Learning objectives	After completing this exercise, trainees will be able to: <ul style="list-style-type: none"> • Better understand the context leading to an under-representation of women amongst parliamentarians. • Enumerate concrete reasons for this under-representation. • Develop strategies to overcome this situation.
Exercise instructions	<p>There are three crucial barriers that individuals must surmount to be elected to parliament. First, they need to select themselves; second, they need to be selected as candidate by a party (usually); and, third, they need to be selected by the voters. Although there may be a willingness on the part of the electorate to increase the representation of women in elected positions, a number of factors make it less likely and more difficult for women to run for office and get elected. See the trainer's cheat sheet for ideas of what these factors might be.</p> <p>Many strategies can be developed in order to improve women's election opportunities. They range from social and cultural change strategies to strategies at the level of the political parties, at the level of legislative action and at the level of the parliament itself (as an institution). See the trainer's cheat sheet for ideas.</p> <p>Hang five flipcharts on the walls of your room. Give them the following headings:</p> <ol style="list-style-type: none"> (1) Barriers to women's nomination and advancement in parliament (2) Social change strategies (3) Strategies focused on political parties (4) Strategies focused on legislative action (5) Strategies focused on the parliament as an institution <p>Give examples for each flipchart heading, such as: (1) <i>Women might have been socialised to consider a career in politics as unsuitable or undesirable;</i> (2) <i>Awareness of the advantages of a gender-balanced parliament could be raised;</i> (3) <i>Political parties might raise special funds to help nominated women cover campaign-related costs;</i> (4) <i>The implementation of an electoral system guided by principles of proportional representation could be lobbied for;</i> and (5) <i>Family-friendly policies could be implemented.</i> See the trainer's "cheat sheet" for additional suggestions.</p>

Electoral analysis: gender-responsive politics

Exercise instructions

Let trainees silently brainstorm on all issues, moving from flipchart to flipchart, jotting down ideas on the charts. Take ten minutes to do this. Take ten to twenty minutes to discuss the results.

Possible variations

If you have little time and an active group, you could have people call out suggestions for items under each flipchart heading, rather than have them walk around silently. Be sure in this case to encourage less vocal trainees to volunteer their ideas.

TRAINER'S CHEAT SHEET

Barriers to women's representation in parliament

Some reasons for under-representation of women in parliament

- Women might have been socialised to consider a career in politics as unsuitable or undesirable.
- Women often have less financial independence than men.
- Women's share of household and family responsibilities often continues to be disproportionate.
- Women continue to be under-represented in high-level positions in areas such as law, industry and academia. As a result, they find it challenging to develop the professional profile that political parties seek and to develop the networks and financing to support nomination.
- Within political parties, discriminatory policies might discourage women from seeking political office.
- The adversarial and combative nature of work in parliament might discourage women from seeking office.
- In some countries, violence and intimidation against female candidates deters women from entering politics

Strategies to increase the participation of women in parliament (from page 10 of the *Parliamentary Oversight of the Security Sector and Gender Tool*)

- Set quotas, whether in the constitution, political party rules or electoral regulations, reserving seats in parliament for women.
- Work with civil society to implement programmes, at the level of parliament as well as political parties, to encourage and equip women to stand for office.
- Provide incentives to political parties to nominate women for office.
- Create a women's parliamentary caucus, so that female parliamentarians can support each other and cooperate on policies to promote gender issues; and/or create a parliamentary caucus devoted to advancing gender issues that includes female and male parliamentarians.
- Conduct an audit of the gender implications of the electoral system.
- Experienced female parliamentarians can mentor less experienced or aspiring female parliamentarians.

Consider additionally:

At the social/cultural level:

- Awareness raising
- Positive discrimination

Within political parties:

- Raise special funds to help nominated women cover campaign-related costs
- Set minimum targets for women candidates

At the legislative level:

- Implement an electoral system guided by principles of proportional representation rather than "first past the post"

At the institutional level:

- Codes of conduct
- Gender training
- Family-friendly policies
- Gender mainstreaming

8

Brainstorming: obstacles to women's influence in parliament

Type of exercise:	Application-in-context
Audience:	Any
Time required:	60 to 70 minutes

Intended group size Not larger than twenty-five

Supplies Flipchart paper and markers
Notepaper
Companion *Parliamentary Oversight of the Security Sector and Gender Tool*

Guidance to trainers This is an excellent exercise for exploring the obstacles to increasing women's representation in parliaments and parliamentary security decision-making. Parliamentarians and other politically-minded trainees will likely be familiar with the complex processes required for having influence once elected to parliament. However, it is likely that many of them have not specifically considered these processes from a gender-responsive perspective. In order to effectively discuss the options presented in the *Parliamentary Oversight of the Security Sector and Gender Tool* for increasing women's representation and influence, it is important to analyse the obstacles and to outline strategies to overcome them. Watch out for too much focus on numbers, and steer the discussion in the direction of influence and impact.

This exercise can be paired with *Exercise 7—Barriers to women's representation in parliament and strategies to overcome them*: focusing on similar subject matter, yet making this exercise specific to influence within parliament once elected.

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

- Describe ideal scenarios of women's representation and participation in parliament
- Identify obstacles to women having influence in parliament and to women serving on defence or security committees.
- Outline strategies to address these obstacles.

Exercise instructions Write on the left side of large flipcharts the two goals of:

- Women serving on a defence or security committee
- Women having influence in parliament

In plenary, spend twenty minutes collecting and writing on the left side of the flipcharts ideas as to how women's representation in parliament (in particular on defence or security committees) and their influence can be increased, as "ideal scenarios". Review the relevant paragraphs in the *Parliamentary Oversight of the Security Sector and Gender Practice Note* (page 3, including Box 2) for this, if necessary. On the right-hand side of each flipchart identify obstacles to this ideal scenario.

Split your trainees into two groups. Request group A to come up with strategies to overcome obstacles to women's representation on a defence or security committee, and request group B to come up with strategies to overcome more general obstacles to women having influence in parliament. Each group elects a facilitator to guide the discussion and a rapporteur to report back to the plenary. Allow twenty minutes for small group work. Then, each rapporteur takes five minutes to report back to the plenary and agreement is sought on all proposed strategies. The facilitator concludes by challenging trainees to consider implementing some (or all) of the proposed strategies in their own contexts.

9

Reflecting on the status of women in parliament

Type of exercise:	Topical
Audience:	This exercise requires fairly high-level English linguistic skills and a sophisticated level of analysis
Time required:	About 30 minutes

Intended group size Any group size

Supplies Computer and beamer with Internet access
Trainees' handouts
Companion *Parliamentary Oversight of the Security Sector and Gender Tool*

Guidance to trainers The point of this exercise is to unravel misconceptions about gender equality at a point when “numbers” might seem to prove that equality has been achieved. By directing the audience to pay attention to contextual clues about women’s ability to remain competent while portraying a “female” point of view, trainees sharpen their perceptions and reflective abilities. This requires careful and sensitive facilitation from you, modelling equally perceptive behaviour and skill in drawing out those in the audience who might not speak a lot.

For this exercise to run smoothly, you must have your video clip ready to be shown before commencing the exercise.

For an appropriate audience, this exercise can work well in combination with *Exercise 7—Barriers to women’s representation in parliament and strategies to overcome them* and *Exercise 8—Brainstorming: obstacles to women’s influence in parliament* because it uses similar arguments but takes them to another level of discourse.

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

- Identify the different status men and women enjoy in parliament and some particular challenges faced by women parliamentarians
- Develop strategies to overcome such differences.

Exercise instructions Have your audience read the short excerpt on the handout, and announce that you will be showing a four minute video clip about women in parliament. Before you actually show the video, let your audience read the set of questions on the handout. Then show the video clip “UK parliament praises women politicians” at the following link: <http://www.youtube.com/watch?v=DwTdicdYJnk>

Facilitate a discussion lasting roughly twenty minutes, using the questions as your guide.

Possible variations While this exercise is designed for a specific type of audience, you can easily adapt it to different contexts. If you like the format, find appropriate video clips—widely available on the Internet—and design accompanying questions.

HANDOUT

Reflecting on the status of women in parliament

Exercise instructions

Source: Anonymous, "Venusians in a Martian's world: How do Women Fare in Parliament?", The Guardian, October 2, 2007, <http://www.guardian.co.uk/books/2007/oct/02/women.politics> (accessed February 24, 2009).

Read the following excerpt.

The issue that really needs to be addressed if women are to participate in public life on equal terms [is that women have a different status]. The problem is not that men and women have different communication styles, but that whatever style women use, they are liable to be judged by different standards. Women are obliged to walk what linguist Janet Holmes calls a "tightrope of impression management", continually demonstrating their professional competence while also making clear they have not lost their femininity. Many women do walk the tightrope successfully; but negotiating such contradictory demands is an additional burden they have to carry. The myth of Mars and Venus only adds to women's load. By constantly drawing attention to their supposed difference, the myth helps to maintain the prejudices that are ultimately responsible for making women unequal.

You will now be shown a four minute video clip about women in parliament. In preparation for the subsequent discussion please reflect upon the following questions:

- Do you agree in general with the viewpoint of the author of the excerpt?
- Did the video illustrate in some way that women MPs are "walking the tightrope of impression management"? (Consider contextual clues such as clothing, speaking habits, audience, etc.)?
- How does this match with your own experiences?
- Could the situation be different for women MPs speaking on defence issues?
- What do you propose must happen to change this situation?

10

Overseeing gender-responsiveness in peacekeeping operations

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

Intended group size	Any group size if broken down to smaller groups (four to six trainees)
Supplies	Flipchart and markers Trainees' handouts Companion <i>Parliamentary Oversight of the Security Sector and Gender Tool</i> (Break-out rooms required)
Guidance to trainers	A force field analysis aims to evenly examine all the forces for and against a decision; essentially, it is a method for evaluating the pros and cons prior to making a decision. Force field analysis is an excellent method of challenging trainees to explore factors that may affect policy options, especially regarding broad policies such as those related to support to peacekeeping operations. This is a useful exercise in stimulating lively debate among trainees regarding the feasibility of actually implementing a gender responsive policy in a country involved in peace operations.
Learning objectives	After completing this exercise, trainees will be able to: <ul style="list-style-type: none"> • Identify helpful and hindering forces to the implementation of integrating gender concerns into peacekeeping operations. • Argue convincingly for or against making peacekeeping operations gender-responsive.
Exercise instructions	<p>Provide all trainees with the attached handout. Check that trainees understand the Genderforce Development Partnership action points (for example, explain a Gender Coach Programme).</p> <p>In small groups, trainees develop force field analyses and develop arguments for debate. Ask each group to designate a facilitator to lead group discussions and present the group argument, and a rapporteur to record the group findings on the attached handout.</p> <p>As a suggestion, time could be allotted as follows:</p> <ul style="list-style-type: none"> • Organisational deliberations (five minutes) • Group discussion and analysis (twenty-five minutes) • Facilitate a full group discussion and debate to explore the findings of each group and any implications (thirty to sixty minutes)
Possible variations	Instead of using the Genderforce Development Partnership action points, the exercise could use a generic set of principles of gender-responsiveness in peacekeeping operations.

HANDOUT

Overseeing gender-responsiveness in peacekeeping operations

Background example

Source: European Commission, "Practical examples—Equal Opportunities, Conquering a new Field, Integrating the Gender Dimension Into International Missions," European Commission, Employment, Social Affairs and Equal Opportunities, Activities & Results, http://ec.europa.eu/employment_social/equal/practical-examples/opport-06-se-genderforce_en.cfm (accessed February 24, 2009).

In Sweden, the Genderforce Development Partnership project, which is concerned with gender issues in peacekeeping operations, enumerated the following action points:

1. Develop strategies for gender-fair recruitment.
2. Support the authorities in organising international missions from a gender perspective through the provision of new tools for shaping, implementing and following-up assignments.
3. Provide the personnel of Swedish international missions with increasing knowledge about UN resolution 1325 and its practical implications for leaders, project/mission managers and educators, as well as other staff. (This, in turn, helps to empower local women in the mission areas as the resolution mentions offering opportunities for participating in reconstruction projects in an equal and active manner).
4. Improve cooperation between military and civilian players in the mission areas whilst integrating a gender dimension.
5. Train gender field advisors to enable international missions to apply gender mainstreaming;
6. Awareness raising and training of managers and personnel stationed in the field about trafficking of human beings and its consequences. (This prepares people in positions of command to enact the established code of conduct for mission personnel which means ensuring that soldiers or other members of staff comply with Swedish law. This prohibits the purchasing of sexual services even when abroad and so personnel have to be prevented from using bars and pubs which are known to be involved in prostitution and trafficking).
7. Design and implement a Gender Coach Programme for top level decision-makers from the organisations participating in the Development Partnership.
8. Improve the knowledge of instructors, particularly those from the partner organisations, but also all other personnel going abroad about gender equality and women's rights through providing appropriate training modules.

Exercise instructions

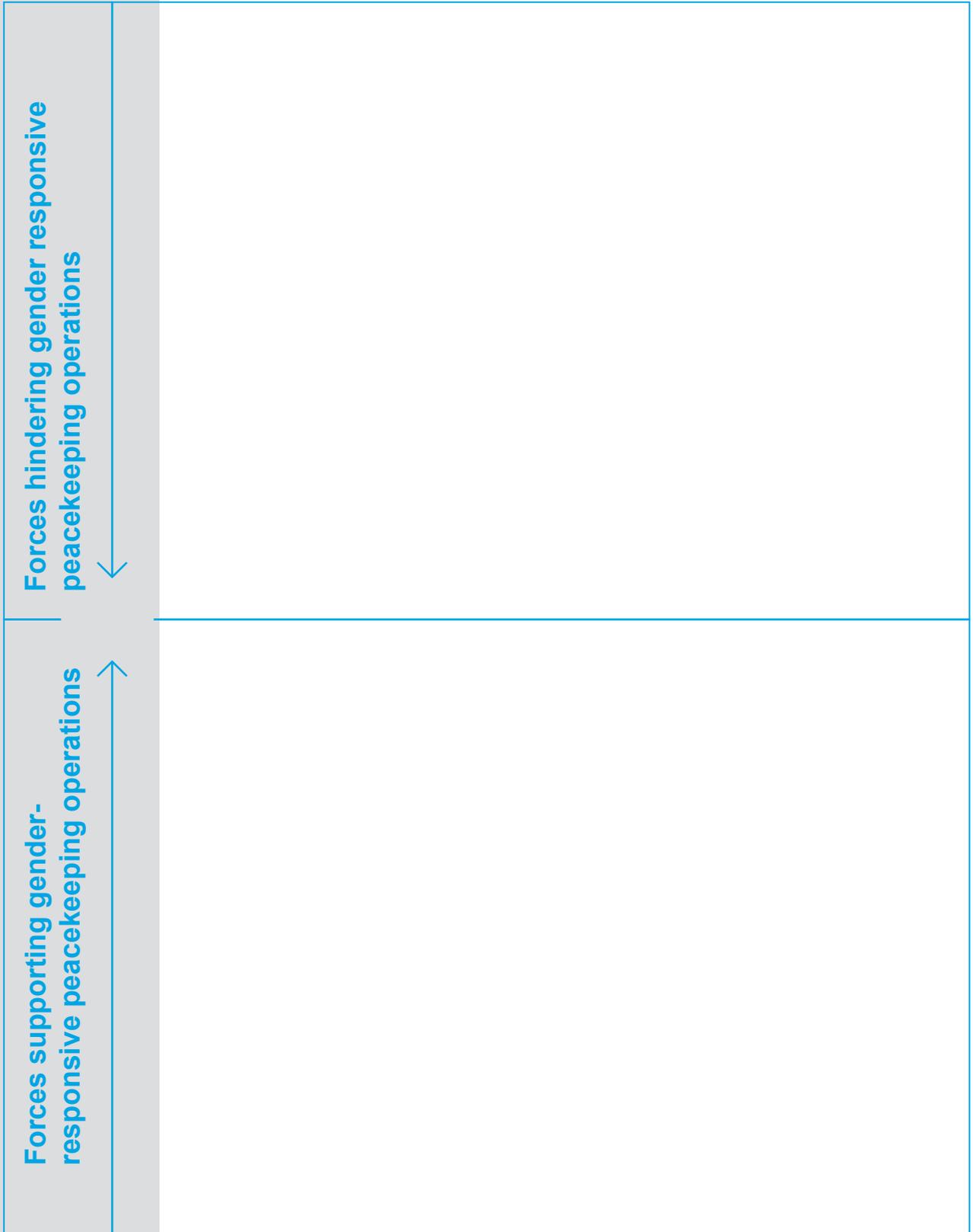
Imagine that parliament is being asked to evaluate the feasibility of applying the principles of gender responsiveness in peacekeeping operations to your country's peacekeeping policies. Your government's plan is modelled on the Swedish one enumerated above. Public response could be strong, as several peace operations are currently under debate and women's participation in these operations is controversial. You are one of the parliamentarians debating the issue. Before your debate you decide it useful to undertake a force field analysis.

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

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

HANDOUT

Overseeing gender-responsiveness in peacekeeping operations



11

Gender capacity building for parliamentarians

Type of exercise:	Application-in-context
Audience:	Policy staff (a good number of representatives from donor agencies will make this exercise more realistic)
Time required:	About 90 minutes

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

Supplies Flipchart and markers
 Trainees' handouts
 Companion *Parliamentary Oversight of the Security Sector and Gender Tool* (Break-out rooms required)

Guidance to trainers This exercise is fairly comprehensive. Applying key ideas to their own contexts, trainees are challenged to grapple with designing effective and actionable proposals. If your audience is largely composed of external actors (e.g. staff of donor and international organisations) and you have only one training slot during a workshop, this exercise might serve you well.

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

- Appreciate the importance of gender-responsive parliamentary oversight of SSR after violent conflict, recognise the political sensitivities around security sector oversight and explore entry points.
- Describe some features of a parliamentary capacity-building assistance programme in a post-conflict setting.
- Understand some of the contributions external actors can make in supporting parliamentary oversight of the security sector in a post-conflict country.

Exercise instructions In this exercise, trainees identify key aspects of an assistance programme focused on gender capacity-building of parliamentarians in a hypothetical post-conflict country called "Gruptavia".

Trainees work in four groups. The facilitator distributes the handout, and instructs each group to elect a group facilitator and a rapporteur. The group facilitator is responsible for organising the group discussion, keeping track of time and ensuring the participation of all group members. The rapporteur takes notes and presents results to the plenary.

Group work lasts fifty minutes. As a suggestion, time could be allotted as follows:

- Organisational deliberations (five minutes)
- Group discussion (forty minutes)
- Rapporteur's presentation of conclusions to the group (five minutes)

Each rapporteur presents the key aspects of the programme proposal to the plenary and answers questions (five minutes, for a total of twenty minutes). The facilitator guides the discussion by pointing out similarities and differences between programme proposals and invites reactions. Key features taken from all proposals provide a summary (twenty minutes).

Possible variations If appropriate in the training context, this exercise could be based upon a real country context. The advantage would be that trainees would work on something they might be able to influence in reality. Should a real context be used, be careful that discussion does not get bogged down in differences of opinion about the country's characteristics.

HANDOUT

Gender capacity-building for parliamentarians

Exercise instructions

Read the information below. Your task is to slip into the role of a donor representative outlining a programme proposal for capacity-building of parliamentarians.

Your group elects a group facilitator and a rapporteur. The group facilitator is responsible for organising the group discussion, keeping track of time and ensuring the participation of all group members. The rapporteur takes notes and presents results to the plenary.

Each rapporteur presents the key aspects of the programme proposal to the plenary and answers questions. The facilitator guides the discussion by pointing out similarities and differences between programme proposals and invites reactions. Key features taken from all proposals provide a summary.

Exercise

Imagine you are a donor wishing to strengthen the role parliament can play in gender-responsive oversight of the security sector in the (hypothetical) post-conflict country of Gruptavia.

You are aware of the following challenges and opportunities in Gruptavia:

Challenges:

- The role and authority of parliament is compromised, especially in relation to oversight of the military. In fact, the military is directly answerable to the President, leaving little room for parliamentary influence.
- Parliamentarians are confused about their role as actors within the parliamentary majority and as representatives of the people, which often leads them to place the interests of their association within parliament above general interest.
- Parliamentarians and security institutions see civil society organisations as political opponents, and are therefore reluctant to work with women's organisations.
- The mandates, functions and operations of security sector institutions are complex and not all parliamentarians have sufficient knowledge or expertise to exercise oversight.
- The government is not currently interested in gender issues.
- There is resistance on the part of parliamentarians to prioritising gender issues, such as gender-based violence, when other security threats are seen as more pressing.
- The attitude of donors and aid agencies tends to give greater importance to the executive, in particular on issues related to SSR, thereby further mitigating parliament's oversight powers.

Opportunities for the integration of gender issues:

- Parliament has advocated for the inclusion of women (such as female parliamentarians) in peace negotiations and the integration of gender issues into the current peace agreement.
- The Security Committee of Parliament is providing some oversight over disarmament, demobilisation and reintegration processes to ensure that the needs of male and female ex-combatants are addressed. Some collaboration with women's organisations and other parts of civil society has taken place, e.g. women's organisations and CSOs have been invited to hearings.

HANDOUT

Gender capacity-building for parliamentarians

- Parliament has provided some oversight over budgetary processes, e.g. has pressed for the specific allocation of funds focused on women prisoners, thus influencing a gender-responsive reform of the justice and penal systems.
- Parliament has conducted special hearings on GBV and is preparing a motion on this issue.

Your agency wants to support reform in the form of a gender-responsive capacity-building programme for male and female parliamentarians. Your general brief is to bring parliament closer to the citizens with a view to fostering a wide consultation on needs, priorities and aid management in the area of gender and SSR. You also want to provide support for promoting a democratic culture (including women's rights) and transparency in SSR decision-making.

Outline a gender capacity-building programme proposal for parliamentarians on the attached page, using the suggested headings as your guide.

HANDOUT**Gender capacity-building for parliamentarians**

- **Background and Justification**
- **Goals/Objectives**
- **Target groups within parliament**
- **Activities**
- **Indicators**
- **Implementation**
- **Monitoring and Evaluation**
- **Risks**
- **Budget**
- **Communication Strategy**

12

Role play: parliamentary response to domestic and sexual violence

Type of exercise:	Application-in-context
Audience:	Parliamentarians (or trainees who have sufficient knowledge of parliamentary proceedings to role play being a parliamentarian)
Time required:	About 120 minutes

Intended group size	Any group size if broken down into four groups (ideally four to six trainees per small group)
Supplies	Trainees' handouts Companion <i>Parliamentary Oversight of the Security Sector and Gender Tool</i>
Guidance to trainers	This role play simulates a committee discussion on key issues of security and gender. It requires strict administration so that time is managed effectively. For example, it would be useful to pre-select the chair of the simulated meeting, and provide him or her with chairing rules (Handout C) in advance, so that the meeting is effective and can come to some conclusions.
Learning objectives	After completing this exercise, trainees will be able to: <ul style="list-style-type: none"> • Identify key security and gender issues around domestic and sexual violence • Identify a parliamentary response to these issues
Exercise instructions	Split the audience into four sub-groups. Provide all trainees with handout A and each sub-group with handout B1, B2, B3 or B4, each representing a particular aspect of a parliamentary committee discussion on domestic and sexual violence. Allot ten minutes of reading time. During the small group work, trainees are encouraged to prepare inputs for a full committee meeting, which will be later simulated (two representatives from each sub-group plus a chairperson). The expected outcome is a report on the key points raised with recommendations on policy or amendments to existing law in all four areas. The whole plenary will be able to raise questions on all points made. Small group work lasts forty minutes. The role play will take an additional sixty minutes, plus ten minutes for summarising agreements and recommendations and making concluding remarks.
Possible variations	For the simulated committee meeting you might wish to rearrange tables and chairs. If you have a smaller trainee group, you might have all trainees act as members of the committee, rather than representatives of each subgroup. Adapt the scenario to suit the needs of your audience and the context in which you are working, considering different angles for discussion.

HANDOUT

A

Role play: parliamentary response to domestic and sexual violence

Your perspective:

You are a parliamentarian in the National Parliament of Ravaria.

Scenario:

Since the signing of a peace accord three years ago, Ravaria has been recovering from many years of brutal civil war. The parliament has limited resources and facilities, and many of the parliamentarians are former combatants or otherwise were involved with the fighting forces.

Whilst the armed conflict may formally have ended, Ravaria is plagued by violence. Weapons are readily and cheaply available, and men drinking and fighting in the streets is a common sight. Less visible is the violence within the home. However, the Ministry of Gender reports that domestic violence seems to have increased since the war ended.

Sexual violence too is widespread. During the armed conflict, thousands of women and girls suffered some form of sexual violence, such as rape, sexual mutilation or forced prostitution. Combatants on all sides are accused of having perpetrated rapes, with the implicit consent of their commanders. Now that the conflict is finished rape still continues. The newspapers even report young children being raped, and both church groups and women's groups demand "justice". But the laws governing various forms of sexual and gender-based violence are not clear. As a result there have been few judicial remedies for the victims and hardly any penal sanctions for the perpetrators.

In fact, the calls for "justice" put a strain on the already overburdened police and court systems. Due to a lack of capacity and training, police have not properly collected evidence or prepared prosecutions in rape cases. Worse, there have been allegations that trainee police themselves have been abusing women. When such cases have come to court, many months if not years later, the victims have often faced accusations that they were responsible for their own rape through their dress or behaviour. There have been only a handful of convictions. As a result of a lack of confidence in dysfunctional judicial and police systems, more and more victims have not reported incidents to the authorities. Instead some communities have resorted to vigilante "justice" to protect themselves against suspected perpetrators.

This situation has created a climate of fear and insecurity in Ravaria. The perpetrators of violence provide a constant reminder of the past, as well as the threat of further incidents, but the prisons are full.

On International Women's Day, thousands of men, women and children peacefully marched upon the National Parliament Building to demand action to address rape and domestic violence. Their slogan was "Make streets and homes safe for women and children". International media covered the event. On national television and radio, the President promised a decisive response.

The President has established a cross-party Committee of the National Parliament to advise him on the response to sexual and domestic violence.

The Committee has already had initial meetings, where the problems of sexual and domestic violence were discussed. A set of public hearings was scheduled, where women's groups and other civil society representatives addressed the Committee and provided data illustrating the massive extent of the problem.

HANDOUT
B1

Role play: parliamentary response to domestic and sexual violence

Task:

You are a member of the Committee of the National Parliament tasked with advising on responses to domestic and sexual violence. The Committee has agreed that responses to this problem will be required in at least four areas, and has divided into four sub-Committees to consider them:

1. Policing
2. Justice
3. Safety and security
4. Public education

You are on the subcommittee dealing with **policing issues**.

Your particular concerns are as follows:

- How can parliament ensure that standard police procedures (interviewing victims and suspects, collecting evidence, preparing charges, making arrests, ensuring that potential witnesses appear in court) are appropriate and implemented in cases of sexual and domestic violence?
- How can parliament ensure that the police service has appropriate personnel, appropriately trained, to respond to sexual and domestic violence?
- What steps can parliament take to rebuild community trust in the police service, especially among women and girls?

As you prepare for a full committee meeting during which you will present your concerns, consider the following four dimensions (see next page). You have forty minutes to prepare your inputs. Two members of your sub-committee will represent your concerns (in a simulated sixty minute meeting), where all in the plenary can raise questions. The expected outcome of the meeting will be a report on the key points raised with recommendations on policy or amendments to existing law in all four areas.

HANDOUT

Role play: parliamentary response to domestic and sexual violence

<p>a. Laws: what laws should be in place?</p>	
<p>b. Training: what type of training will be needed and for whom?</p>	
<p>c. Budgeting and resources: what resources will be needed and how will parliament ensure they are allocated?</p>	
<p>d. Parliamentary monitoring and oversight: how will parliament ensure oversight over this going forward?</p>	

HANDOUT B2

Role play: parliamentary response to domestic and sexual violence

Task:

You are a member of the Committee of the National Parliament tasked with advising on responses to domestic and sexual violence. The Committee has agreed that responses to this problem will be required in at least four areas, and has divided into four sub-Committees to consider them:

1. Policing
2. **Justice**
3. Safety and security
4. Public education

You are on the subcommittee dealing with **justice issues**.

Your particular concerns are as follows:

- What types of laws should be in place to address domestic and sexual violence?
- What should parliament do to promote justice for victims, and justice for people accused of these crimes?
- What can parliament do to ensure the judiciary responds properly to domestic and sexual violence, whilst still respecting the judiciary's independence?
- How should parliament respond to vigilante justice?

As you prepare for a full committee meeting during which you will present your concerns, consider the following four dimensions (see next page). You have forty minutes to prepare your inputs. Two members of your sub-committee will represent your concerns (in a simulated sixty minute meeting), where all in the plenary can raise questions. The expected outcome of the meeting will be a report on the key points raised with recommendations on policy or amendments to existing law in all four areas.

HANDOUT**Role play: parliamentary
response to domestic and
sexual violence**

a. Laws: what laws should be in place?

b. Training: what type of training will be needed and for whom?

c. Budgeting and resources: what resources will be needed and how will parliament ensure they are allocated?

d. Parliamentary monitoring and oversight: how will parliament ensure oversight over this going forward?

HANDOUT B3

Role play: parliamentary response to domestic and sexual violence

Task:

You are a member of the Committee of the National Parliament tasked with advising on responses to domestic and sexual violence. The Committee has agreed that responses to this problem will be required in at least four areas, and has divided into four sub-Committees to consider them:

1. Policing
2. Justice
3. **Safety and security**
4. Public education

You are on the subcommittee dealing with **safety and security issues**.

Your particular concerns are as follows:

- How can parliament ensure that streets and homes alike are safe places for women and children?
- How can parliament address the possible link between alcohol use and domestic and sexual violence?
- What can parliament do about weapons being readily and cheaply available?

As you prepare for a full committee meeting during which you will present your concerns, consider the following four dimensions (see next page). You have forty minutes to prepare your inputs. Two members of your sub-committee will represent your concerns (in a simulated sixty minute meeting), where all in the plenary can raise questions. The expected outcome of the meeting will be a report on the key points raised with recommendations on policy or amendments to existing law in all four areas.

HANDOUT

Role play: parliamentary response to domestic and sexual violence

<p>a. Laws: what laws should be in place?</p>	
<p>b. Training: what type of training will be needed and for whom?</p>	
<p>c. Budgeting and resources: what resources will be needed and how will parliament ensure they are allocated?</p>	
<p>d. Parliamentary monitoring and oversight: how will parliament ensure oversight over this going forward?</p>	

HANDOUT B4

Role play: parliamentary response to domestic and sexual violence

Task:

You are a member of the Committee of the National Parliament tasked with advising on responses to domestic and sexual violence. The Committee has agreed that responses to this problem will be required in at least four areas, and has divided into four sub-Committees to consider them:

1. Policing
2. Justice
3. Safety and security
4. **Public education**

You are on the subcommittee dealing with **public education issues**.

Your particular concerns are as follows:

- What type of information must be made available to the public to address domestic and sexual violence?
- Which groups must be targeted, and how?
- How can parliament make this happen?

As you prepare for a full committee meeting during which you will present your concerns, consider the following four dimensions (see next page). You have forty minutes to prepare your inputs. Two members of your sub-committee will represent your concerns (in a simulated sixty minute meeting), where all in the plenary can raise questions. The expected outcome of the meeting will be a report on the key points raised with recommendations on policy or amendments to existing law in all four areas.

HANDOUT

Role play: parliamentary response to domestic and sexual violence

<p>a. Laws: what laws should be in place?</p>	
<p>b. Training: what type of training will be needed and for whom?</p>	
<p>c. Budgeting and resources: what resources will be needed and how will parliament ensure they are allocated?</p>	
<p>d. Parliamentary monitoring and oversight: how will parliament ensure oversight over this going forward?</p>	

HANDOUT C

Chairing the parliamentary committee

Role play: parliamentary response to domestic and sexual violence

As the chair of this meeting you will have to run a tight meeting schedule that allows you to reach agreement on some points. Here is a list of tips to help you keep your meeting well focused and on time.

- The meeting aims to achieve a report on the key points raised with recommendations on policy or amendments to existing law in the four areas considered by the sub-groups. You will not have time to discuss specific language, but try to steer the meeting toward agreement on some key issues and recommendations.
- In advance, establish an agenda. Invite each representative to address agenda items (rather than a separate report on each subgroup's work, which would be too time consuming and less interactive). For example, you could use the four dimensions from the worksheets (laws, training, budgeting and resources, and parliamentary monitoring and oversight) as your main agenda items and have representatives make key points on each from the perspective of their subgroup.
- Confirm the finish time when you open the meeting, emphasising that time is limited.
- Allot time for each agenda item, and move on to the next point on your agenda when the time is expired. As time dwindles for each item on your agenda, you may find it useful to stop the discussion, then quickly summarise the debate on that agenda item and move on the next item on the agenda.
- Work conscientiously to ensure everyone's thoughts and ideas are heard by guiding the meeting so that there is a free flow of debate with no individual dominating and no extensive discussions between two people. Facilitate input from the plenary, so that as many people as possible are involved.
- Summarise agreements made. If there is little agreement, summarise key points raised.

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 seventeen suggested topics for discussion are loosely organised around key themes elaborated in the *Parliamentary Oversight of the Security Sector and Gender Tool*.

1. What are the benefits of making security policies gender-responsive?
2. What actions can parliamentarians take to ensure that security policies are gender-responsive?
3. What are the specific security threats and risks experienced by women and girls in your country? How do they differ by social, ethnic group, region, etc.?
4. How can you access data on women and girls' security?
5. What gender and security issues are there upon which cross-party cooperation might be possible in your parliament? What mechanisms exist for such cooperation?
6. Identify and discuss three examples of oversight of the security sector by your parliament which demonstrate gender-responsiveness.
7. Identify five ways in which parliamentarians support accountability for human rights violations committed by the security forces. What can parliament do to help effectively prevent, respond to, and sanction gender-based violence?
8. What can parliament do to help effectively prevent, respond to, and sanction gender-based violence?
9. How can you link up with civil society organisations on gender issues? Are there any mechanisms for government-civil society consultations? Do other oversight committees include hearings from civil society or have informal liaison?
10. In what ways can parliaments promote the participation of women in security sector institutions?
11. In what ways can sitting parliamentarians and their parties promote balance between men and women in the parliament?
12. What measures can be taken to increase the number of female parliamentarians on defence and security related committees?
13. What gender-related expenses need to be specifically addressed in security and defence budgets? How could the parliament go about ensuring that this happens?
14. In what ways can a post-conflict parliament support gender-responsive SSR?
15. How could a gender-responsive parliament positively influence a DDR process?
16. If you worked in a parliamentary watchdog organisation, what would you watch out for in relation to the goal of making parliament more gender-responsive?
17. If you had to commission a research project on parliamentary oversight of the security sector and gender, what would you focus on and why?

Training challenges to consider

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

- You might find yourself training with experienced and novice parliamentarians and non-parliamentarians at the same time. Only some may be familiar with the role parliament can play in overseeing the security sector. It may be necessary to have an introductory session clarifying the ways and means of parliamentary oversight and arriving at a common understanding of these before embarking on gender-orientated exercises. Consider including local resource people who can clarify any questions with regard to local oversight powers.
- There is likely to be diversity among your trainees in their familiarity with gender issues and openness to discussing gender issues. Do not assume that female parliamentarians necessarily have capacity to undertake gender analysis. Some introductory exercises from the *SSR and Gender Training Resources* might be helpful to create a shared understanding of gender terms and concepts.

SOUTH
AFRICA

Gender budgeting

South Africa was one of the first countries to introduce a gender perspective in its economic policy-making. Created in mid-1995, approximately one year after the country's first democratic elections, the South African Women's Budget Initiative was the result of a joint effort of parliamentarians and several civil society organisations. Within a few years, the Women's Budget Initiative had analysed all sectoral allocations of the government's budget from a gender perspective and had inspired a parallel government exercise conducted in the Department of Finance.¹

The Women's Budget Initiative did not propose to create a separate budget for women, but rather examined the whole of the government budget to determine its differential impacts on women, men, girls, and boys. The idea behind the budget exercise was to analyse all forms of public expenditure or methods of raising revenue in the context of the benefits that would accrue to women and girls in relation to men and boys. The first phase of the initiative focused on four sectors—welfare, education, housing, and the Reconstruction and Development Program—and on the cross-cutting themes of taxation and public sector employment. The second phase, launched in early 1997, included areas such as health, justice, safety and security, correctional services, transport, home and foreign affairs, agriculture, land affairs and energy.

Under the Women's Budget Initiative, public expenditures were analysed in three categories:

- Amounts allocated to women-specific projects, to determine the level of gender-specific expenditures
- Amounts allocated to affirmative action and other policy initiatives in government employment that promote the development of female staff members
- Amounts allocated to all other policies and programs of government, and the effect of these expenditures on women relative to men in the aggregate and on different groups of women.

The Women's Budget Initiative was conducted in a participative way, so as to involve discussions at the national and local levels of government and to seek input from citizens. It was supported by a number of international foundations and development agencies.²

One of the keys to the success of the Women's Budget Initiative was the alliance between some of the parliamentarians that had entered parliament for the first time in 1994 and civil society organisations. Civil society organisations were able to provide the expertise and time necessary to collect information, undertake the research and produce the analysis, while parliamentarians provided access to information and framed the whole initiative in terms of a key political issue. Researchers were drawn from a range of different non-governmental organisations (NGOs) and academic institutions and were supported by a reference group composed of parliamentarians and government officials. All were chosen according to their expertise on gender issues or on a particular sector, rather than on budgeting. Civil society agencies and women's groups at the local level were also invited to participate in project activities through collaborative workshops with organisations such as the Gender Education and Training Network and the United Nations Development Fund for Women. As a follow-up to these workshops, a simplified version of the workshop findings was published for the general public and particularly for women's groups.

1 Debbie Buddlender, *The Women's Budget* (Cape Town and Pretoria: Institute for Democracy in South Africa, 1996); Debbie Buddlender, *The Second Women's Budget* (Cape Town and Pretoria: Institute for Democracy in South Africa, 1997); Debbie Buddlender, *The Third Women's Budget* (Cape Town and Pretoria: Institute for Democracy in South Africa, 1998).

2 Winnie Byanyima, "Politics, Good Governance and Gender," in *Engendering Development* (Washington D.C.: World Bank Policy Research Report, 2001), 270; Joachim Weiner and Winnie Byanyima, *Parliament, the Budget and Gender* (Geneva, New York and Washington D.C.: IPU, UNDP, World Bank Institute and UNIFEM, 2004), 28.

SOUTH AFRICA

Gender budgeting

Key lessons learned from the South African Women's Budget Initiative include:

- The Initiative drew strength from being located both inside and outside government and from the collaboration between parliamentarians and NGOs. The combination of effective research and powerful lobbying within parliament was fundamental and allowed the Initiative to take roots and produce valuable results.
- Gender budget analysis is best learned through practical engagement. In this sense, gender budget training can help specialists to apply their general knowledge about gender in concrete budget-related contexts.
- Interest and pressure from outside the government is vital for ensuring the success of gender budgeting initiatives. The involvement of civil society and the publication of resources explaining gender budgeting issues in simple words to a non-expert audience proved crucial to ensuring the widest possible reach of the Women's Budget Initiative.

RWANDA

Women parliamentarians and post-conflict reconstruction

In the aftermath of the 1994 genocide, the Rwandan population was 70 per cent female. Women assumed roles as heads of household, community leaders and financial providers, meeting the needs of their devastated families and communities. The extraordinary contributions of women to the post-conflict reconstruction of the country have become an important part of public discourse in Rwanda. Women's heroic efforts are recognised and lauded at the highest levels of government, by average Rwandans, on the radio and even in public art.¹

Before its civil war in the early 1990s and the 1994 genocide, Rwandan women never held more than 18 per cent of seats in the country's parliament.² During the nine-year period of post-genocide transitional government, from 1994–2003, women's representation in the parliament reached 25.7 per cent. A new gender-sensitive constitution was adopted, including specific mechanisms to increase women's political participation, among them a constitutional guarantee, a quota system, and innovative electoral structures. The Rwandan Government made women's inclusion in parliament a hallmark of its program for post-genocide recovery and reconstruction.

The quota system provides for 30 per cent of seats in the parliament to be occupied by women. In the lower house (the Chamber of Deputies), there are eighty members in total, each serving five-year terms. Fifty-three of these members are directly elected to represent political parties in a proportional representation system. The additional seats are contested in the following manner: twenty-four members are elected by women from each province and the capital city of Kigali, two are elected by the National Youth Council, and one is elected by the Federation of the Associations of the Disabled. The twenty-four seats that are reserved for women are contested in women-only elections; that is, only women can stand for election and only women can vote. In addition to the twenty-four seats set aside in the Chamber of Deputies, the 2003 elections saw an additional fifteen women elected in openly contested seats for a total of thirty-nine out of eighty, or 48.8 per cent of seats—the world's highest rate of women in parliament.³ The 2008 elections saw Rwanda set a new record, with 55 per cent of parliamentarians being women—the first country in the world to see women outnumbering men in political posts.⁴

The Rwandan experience demonstrates how organising can strengthen women's capabilities in advocacy and lobbying skills. In 1996, women in Rwanda's parliament formed a cross-party caucus, the Forum of Women Parliamentarians (FFRP), which included all female members of Parliament—from both the upper and lower houses, those who represented political parties and those who were elected on the "women's ballot".⁵ They work together across party lines on issues of common importance to women, focusing on advocating on behalf of Rwandan women and on building the capacity of its members. In recent years, the FFRP has become increasingly focused on legislative responsibilities and constituent service: it reviews existing laws and introduces amendments to change discriminatory statutes, examines proposed laws with an eye toward gender sensitivity and conducts meetings and training with women's groups to sensitise and advise the population on legal issues. One of the hallmarks of the FFRP's work has been its use of consultative processes—both internally and externally—with constituents, and other women's organisations. The *Collectifs Pro-Femmes Twese Hamwe* (forty-one different associations), the *Rwandan Women Leaders Caucus*, the *National Council of Women*, and the *Ministry of Gender and Women Promotion*, for example, have been active partners of the FFRP.

1 Elizabeth Powley, "Rwanda: The Impact of Women Legislators on Policy Outcomes Affecting Children and Families" (Background Paper prepared for *The State of the World's Children 2007*, December 2006), 4.

2 Inter-Parliamentary Union, *Women in Parliaments 1945-1995: A World Statistical Survey*, (Geneva: IPU, 1995).

3 Inter-Parliamentary Union, "Women in National Parliaments," IPU, <http://www.ipu.org/wmn-e/classif.htm>, (accessed March 9, 2009).

4 BBC News, "Women to Rule Rwanda Parliament," *BBC News Front Page*, September 17, 2008, <http://news.bbc.co.uk/80/2/hi/africa/7620816.stm> (accessed March 9, 2009)

5 Elizabeth Powley, "Rwanda: The Impact of Women Legislators", 6.

RWANDA

Women parliamentarians and post-conflict
reconstruction

Some of the achievements of the FFRP and its partners are:

- A bill on gender-based violence, adopted by the Rwandan Parliament on August 3, 2006. The *Law on Prevention, Protection and Punishment of Any Gender-based Violence* defines gender-based violence and addresses crimes committed during the genocide as well as the current situation. It identifies various types of gender-based violence perpetrated against women, children and men and it specifically highlights polygamy as a cause of violence. Moreover, for the first time under Rwandan law, the law provides a legal definition of the rape of an adult woman and proscribes punishment.⁶
- The 1999 *Law on Matrimonial Regimes, Liberalities, and Successions*. This law established, for the first time, women's rights to inherit land. Women parliamentarians worked in close concert with the Women's Ministry and women's civil society organisations.
- The 2001 *Law on Rights and Protection of the Child Against Violence*. This law defines a child as anyone under the age of eighteen, and lays out both the rights and responsibilities of children. It criminalises murder, rape, the use of children for "dehumanising acts", exploitation, neglect and abandonment, and forced or premature (before the age of twenty-one) marriage.

These three landmark pieces of law were made possible by the commitment of women parliamentarians in shaping them, on the basis of extensive research in the country and in consultation with grassroots women about the type of security threats they and their children face. The process of developing the *Law on Prevention, Protection and Punishment of Any Gender-based Violence* demonstrates the FFRP's participatory approach:

- With support from the United Nations Development Programme, in 2005 the FFRP hired two local consultants to engage civil society organisations and experts on issues of gender-based violence. A questionnaire about gender-based violence was distributed. The consultants' report served as the starting point for a national conference on gender-based violence.
- In October 2005, during this two-day conference, participants discussed and debated issues of gender-based violence in Rwanda and developed a set of recommendations that would provide the framework for the new law. Panel discussions with experts and lawmakers were broadcast to all provinces over television and radio.
- After the national conference, members of parliament returned to their home districts to discuss gender-based violence with their constituents, explaining the policy-making process and soliciting opinions. Of 106 parliamentarians, seventy-six participated in this process, approximately half of them men. Parliamentarians also coordinated with the National Women's Council to convene large groups of women for women-only discussions.
- By December 2005, the consultants turned over their strategic policy document to the FFRP. The FFRP then formed a consultative committee composed of both men and women, including female parliamentarians, representatives from the Ministry of Justice, the national police, civil society, and the legal community.
- In August 2006, the FFRP presented the bill for approval to the Parliament.⁷

Beyond the parliament, the Rwandan Government took steps to address gender in post-conflict reconstruction, creating a ministry dedicated to women's empowerment and developing a national gender policy. This paved the way for gender to be identified as one of three cross-cutting priorities in the poverty reduction strategy review process.

⁶ Elizabeth Pearson, *Demonstrating Legislative Leadership: the Introduction of Rwanda's Gender-Based Violence Bill* (Washington D.C.: Hunt Alternatives Fund, 2008).

⁷ Ibid, 21–22.

RWANDA

Women parliamentarians and post-conflict
reconstruction

The Rwandan Government also sponsored extensive research into different aspects of gender-based disadvantages. The findings were fed into discussions with every ministry and government department about the barriers to gender equality and how they may be overcome. As a result, the Ministry of Agriculture is committed to increasing the number of women reached by its extension programmes; the Ministry of Education is striving to increase the retention of girls in schools; provincial governmental structures are committed to promoting the representation of women in local decision-making processes; and gender budgeting exercises are used to train civil servants to translate policy decisions into concrete actions through resource allocation.⁸

⁸ UNIFEM, *Report of the Learning-Oriented Assessment of Gender Mainstreaming and Women's Empowerment Strategies in Rwanda*, September 2–12, 2002 (Kigali: UNIFEM, 2002), originally cited by Sanam Naraghi Anderlini and Judith El-Bushra, "Post-conflict Reconstruction," in *Inclusive Security, Sustainable Peace: A Toolkit for Advocacy and Action*, (London: International Alert, 2003), 130.

AFGHANISTAN

Increasing women's representation in parliament through quotas

The ousting of the Taliban in 2001 was heralded as offering Afghan women a chance to reclaim their place in public life and participate in the country's development after years of systemic exclusion. Since then, there have been a number of progressive resolutions and policies calling for the inclusion of Afghan women in peace and reconstruction processes, as well as for the protection of women in Afghanistan.¹ The Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW), for example, was signed without reservations in 2003.

Afghanistan's new constitution, adopted in 2003, guaranteed women equal rights and their formal inclusion in political decision-making processes. According to Article 83, at least two female candidates from each province should be elected to parliament. In 2007, and following results from the 2005 elections, sixty-eight women, representing about 27 per cent of the 249 members of the Wolesi Jirga, were elected. In addition to parliamentary quotas, the establishment of a Ministry of Women's Affairs, the commitment of substantial donor assistance to programmes targeting women and, most critically, the return of women to universities, schools, and government offices all herald a new era. Examples also exist of efforts to include women in decision-making at the community level—such as the creation of Community Development Councils as part of the National Solidarity Programme.

Although the new constitution has enhanced Afghan women's rights, both socially and politically, there is still a long way to go before these rights are translated into practice, implemented and enforced. The Afghan Parliament is still in its infancy and there are numerous obstacles to women's political mobilisation, participation and influence. It is difficult for women to place issues on the political agenda and to get access to those forums where actual decision-making takes place.² The leadership role of women within the parliament is insignificant and female Members of Parliament receive little support from their male colleagues. While female Members of Parliament are often invited to meetings to talk about the situation of women in Afghanistan, they are rarely asked about public finance, counter-narcotics, security or terrorism.³

To address such shortcomings, a number of programmes have addressed the need for women's inclusion in legal reform, economic empowerment, and national and local governance. Such programmes include training of women in management and technical skills, providing opportunities for women to take part in income-generating activities, and opportunities for women's voices to be heard through consultations.⁴

1 International Crisis Group, "Afghanistan: Women and Reconstruction" (ICG Asia Report No.48, Brussels/Kabul, 2003).

2 Kaja Borchgrevink, Helga Hernes, and Ingeborg Haavardsson, *Peacebuilding in Afghanistan: How to Reach the Women* (Oslo: International Peace Research Institute, 2008), 7.

3 Borchgrevink, et al., *Peacebuilding in Afghanistan*, 8.

4 UNIFEM, "Gender Advocacy in Afghanistan," UNIFEM Newsletter September and November 2005, <http://www.ravalnet.org/ravalmedia/radialnet/veudones/cosillas/Women%20War%20Peace%20-%20Gender%20Profile%20-%20Afghanistan.htm> (accessed March 9, 2009).

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