

Geneva Centre for the Democratic Control of Armed Forces (DCAF) Partnership for Peace Consortium of Defense Academies and Security Studies (PfPC)



PfP Consortium Workshop on Gender & Security Sector Reform Workshop Report Geneva, 17-19 February 2010



#### Autors and editors

This workshop report was drafted and edited by Audrey Reeves, Anja Ebnöther and Kathrin Quesada, from the Geneva Centre for the Democratic Control of Armed Forces (DCAF)'s Gender and Security Team, and co-organisers of this working groups' meeting.

#### **DCAF's Gender and Security Team**

The <u>Geneva Centre for the Democratic Control of Armed Forces</u> is known for its in-country advisory support and practical assistance programmes on security sector governance. Over the past three years it has increasingly worked on mainstreaming gender into these processes and activities at all levels. Since 2004, a *Gender and Security Team* has specifically focused on policy research and the development of capacity-building and training material to expand and improve gender mainstreaming into security sector reform/governance processes and activities. In promoting these material and tools, the *Gender and Security Team* supports a wide range of on-the-ground gender initiatives, notably in West Africa and the Western Balkans, with the objective of building capacity of government representatives, parliamentarians, security Sector Reform (SSR) legislation, policies and practices. Additionally, DCAF supports NATO and its member countries on a bilateral basis, contributing to seminars and conferences, as well as UN, EU and other regional organisations.

#### The Partnership for Peace (PfP) Consortium of Defence Academies and Security Studies Institutes

The Partnership for Peace (PfP) Consortium of Defence Academies and Security Studies Institutes aims at "strengthening defence and military education through enhanced national and institutional cooperation." Specific objectives of the initiative include increasing the number of individuals in government and private sectors with defence and security policy expertise, promoting professional military education in participating nations, encouraging collaborative approaches to defence education, and involving non-governmental institutes, universities and similar bodies, along with governmental defence academies and security studies institutes, in the activities of the Consortium. The PfP Consortium Working Group on SSR exists since 2001, and has always covered issues of wider interest and geographic scope. This workshop allowed the Working Group to expand its perspective on SSR by including human security and gender perspectives to its work.

DCAF gratefully acknowledges the support of the Swiss Federal Department of Defence, Civil Protection and Sports to the <u>Working Group on SSR</u>, in particular for the realisation of this workshop and the production of this report.

This report aims to present a faithful transcript of the presentations and discussions that took place in the PfP Consortium Workshop on Gender and Security Sector Reform in Geneva from 17 to 19 February, 2010. Opinions expressed by the discussants and participants do not necessarily reflect the views of DCAF and/or the organisation they are associated with.

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## **Executive Summary**

The Partnership for Peace (PfP) Consortium's *Security Sector Reform Working Group* (SSR WG) held a workshop entitled "*Gender & Security Sector Reform*" from 17 to 19 February 2010. The Geneva Centre for the Democratic Control of Armed Forces (DCAF) hosted the workshop in Geneva, Switzerland, consolidating DCAF's ongoing engagement in capacity building with NATO's staff on gender and security sector reform (hereafter SSR).

Building on the momentum gained by the upcoming anniversary of the United Nations Security Council Resolution (UNSCR) 1325 on Women, Peace and Security, and the growing number of efforts to increase gender sensitivity in security-related policy domains, the event allowed for thirty-six practitioners, researchers and policy advisors from sixteen NATO and PfP countries (cf. Annex 1 – List of Participants) to discuss and exchange on ongoing efforts and challenges to integrating a gender perspective into SSR. The workshop focused on both national and international security sector institutions, including NATO peace support operations, ministries of defence, and armed forces.

The two-day workshop was organized around seven sessions, each chaired by a moderator or panel of experts (cf. Annex 2 – Workshop Programme). After each session, time was allotted for a question period, the content of which is reported here in the form of a table at the end of each session summary. In the course of the two days, policy-makers and practitioners with field experience shared best practices and concrete examples from the ground drawn from their own work. These included lessons learnt from the Royal Netherland Army's work in Provincial Reconstruction Teams (PRTs) in Afghanistan on the empowerment of local women, and the challenges some Armed Forces currently face in gender mainstreaming. Other discussions centred on defence reform and the measures some countries such as Serbia, Hungary and Spain have developed to strengthen the role of women in defence institution building. Participants found that the integration of a gender perspective in the daily work of peacekeepers, armed forces and defence ministries does not only contribute to make the work of those institutions more democratic and inclusive, but also adds to operational effectiveness.

In a separate session, trainers and educators involved with security sector institutions discussed with participants the potential of education and training opportunities for the integration of a gender perspective into those institutions. Activities by the NATO school in Oberammergau and the Advanced Distributed Learning (ADL) Working Group, chaired by the International Relations and Security Network at the Federal Institute for Technology in Zürich, were only some of the examples highlighted in this context. In the concluding session, participants expressed interest in a range of different follow-up activities, varying from a stronger focus on particular aspects to integrating gender (such as recruitment, retention, and advancement of women), to developing and including a more visionary and strategic view on how gender can be integrated into SSR.

Additional feedback from participants (cf. Annex 3 – Feedback from Participants) indicates that the workshop enhanced their understanding of the connections between gender and SSR in a way that allowed for discussion and exchange; a vast majority of them considered the discussions relevant to their work. As a follow-up to this workshop, participants insisted that further workshops on gender and SSR would be useful to deepen their knowledge of the practical ways in which gender matters in SSR. Recognizing the need for more quantitative and qualitative data on the matter, they also suggested creating a network through which they could exchange examples, data, training and education curricula, and existing laws and policies.

## Workshop Purpose

Governments and major international actors increasingly identify SSR as a high-level priority. As a result, SSR processes now figure prominently on the agenda of international development, peace and security communities. The objective of SSR is to transform security institutions and its serviceproviders in order to replace a culture of "state security" with a culture of "cooperative security", taking into account the specific security needs of individuals. Men, women, girls and boys have different security needs. Taking those differences into account when planning and implementing SSR processes and activities is crucial to establishing inclusive security institutions which represent all members of society, and are capable of effectively delivering justice and security for the whole population. Among other things, this means collaborating with women's organisations to identify and address the different kinds of human rights violations perpetrated against women and men, and increasing the recruitment and retention of female staff at all levels. Moreover, oversight mechanisms cannot be fully democratic if they exclude half of the population. Consultation and participation of both men and women are thus intrinsically tied to national and human security. In consequence, rather than an exercise in political correctness, gender mainstreaming is a key to operational effectiveness, local ownership, and strengthened oversight and legitimacy of security providers. As it involves the transformation of security policies, institutions and programmes, SSR opens a window of opportunity for the integration of a gender perspective in security policy-making which must be seized.

The PfP Consortium 2009 Annual Conference's keynote speech highlighted the importance of the equal participation of women and men in the security sector. In light of the recently adopted United Nations Security Council Resolutions 1820, 1888, and 1889 on women, peace and security issues and the upcoming 10<sup>th</sup> anniversary of UNSCR 1325, time is ripe for genuine reflection on, and analysis of, existing initiatives on gender and security, especially in the NATO/PfP context. The June 2009 *Gender Mainstreaming Guidelines for NATO* developed by the Committee on Women in NATO Forces (renamed NATO Committee on Gender Perspectives (NCGP)) and the NATO Directive 40.1 underline this importance. This workshop built on this momentum by providing a platform for exchange on the key 'gender and SSR' principles, strategies, best practices and lessons learned, notably regarding NATO's work to include gender in its operations, and human resource management in the defence sector.

The workshop also sought to highlight the role of education and training to further the inclusion of a gender perspective in SSR. As key prerequisites to achieve effective, equitable and inclusive security and defence legislation, policies and practices, education and training have always been the pillars of the PfP Consortium, and are vital to strengthening security institutions and the capacities of civilian and military personnel of NATO and its partners. The workshop provided an opportunity for participants to experience an interactive training session on gender and SSR, and for senior representatives of security sector institutions and experts on education and gender to exchange knowledge and freely discuss their experiences and lessons learned. Finally, in line with the tradition and the spirit of the PfP Consortium, the workshop sought to enhance national and institutional cooperation.

## **Workshop Presentations and Discussions**

Session I: Setting the stage Anja Ebnöther, DCAF

The objective of this session was to introduce the rationale of the workshop, discuss the expectations of participants and define the workshop's scope and working methodology.

The session briefly looked at the history and role of the PfP Consortium and DCAF in connection to gender and SSR. Since the workshop was meant as a forum of exchange and learning between individuals of different backgrounds (governments, international organisations, and learning institutions), this session was also an opportunity to learn about participant's daily concerns relating to SSR and gender, and what they could use in terms of support from the workshop and other participants. Participants shared their expectations, which ranged from new ideas on how to include a gender perspective in training of military and peace operation personnel, defence reform, and parliamentary debates, to ways to advocate for the inclusion of a gender perspective in security institutions and to make it a priority. Participants also expressed interest in exploring strategies to increase the recruitment and retention of women in defence and military personnel, and how elearning and new technologies of communications could be used for gender and SSR training and education.

## Session II: Introduction to gender and SSR

Kathrin Quesada and Daniel de Torres, DCAF

This session was meant to provide participants with a solid understanding of key gender and SSR issues by looking at the three questions one should ask in order to assess if gender is taken into account in a given SSR process:

- 1. Has everyone (men and women) been consulted and involved, including civil society?
- 2. Are the different security needs of women, men, boys and girls being taken into account?
- 3. Are institutions equipped to deal with those differentiated needs?

#### Gender Issues ≠ Women's Issues

The presentation aimed at clarifying concepts and preconceived ideas about what gender means. When dealing with gender issues, it is important to understand the difference between sex, which is an ensemble of biological features, and gender, which is a social construct that changes across cultures and time. Sometimes, gender can be completely disconnected from biological sex, as is the case for Albanian 'sworn virgins', individuals who are biologically women, but who take the physical appearance and social gender role of men.<sup>1</sup> Furthermore, the norms and conventions that regulate gender roles differ according to the social context, and evolve over time, as shown by the evolution of the dressing habits of women in Kabul, who went from miniskirt to burqa in less than thirty years.<sup>2</sup> Consequently, "gender and SSR" is an issue that goes much beyond the recruitment of women in the military. As a matter of fact, one should not forget that men also have a gender, and should avoid equating "gender" with "women's rights".

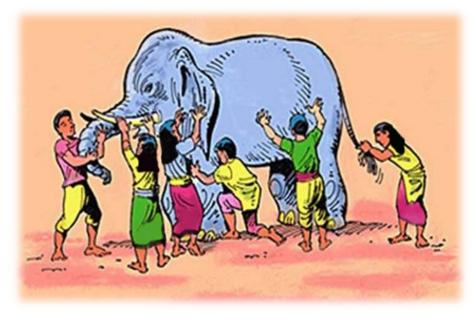
<sup>&</sup>lt;sup>1</sup> See The Washington Post, August 11, 2007: "<u>The Sacrifices of Albania's "Sworn Virgins"</u>.

<sup>&</sup>lt;sup>2</sup> See CNN.com, 2009: "<u>Afghanistan's untold story: tourists, stability, miniskirts</u>".

#### Six Blind People and the Elephant: A Metaphor of Gender and SSR

Throughout SSR activities

processes, and taking into account the perspectives and specific security needs of all different groups within society is essential for the SSR process to be efficient, inclusive and democratic. As is illustrated by the metaphor of the six blind people and the elephant, a proper assessment of what "security" means to the different groups in a



given population requires consulting with members of those groups, including women. Just as speaking only with one of the blind people would provide an incomplete picture of the elephant, consulting only with men will provide an incomplete picture of the security needs in a population and increase, rather than prevent, human suffering. The consequences of not consulting with women were illustrated by the story of the Mudslide Conundrum. In this story, men were paid to leave the village to build a road. Due to the prevailing insecurity in the region, security was provided for the men who ventured out of the village, but none was provided for those who stayed in the village, namely the women, children and elderly. Afraid to leave the village, the women picked up the necessary firewood on a nearby hill. Once the wet season started, rain pouring on deforested hills resulted in a mudslide killing 300 people in the village. This example shows how having women involved in the planning and implementation of SSR does not only mean that more varied perspectives are taken into account and that better security is provided for everyone.

Applying a gender perspective will also contribute to improved operational effectiveness in military operations. This is highlighted in the example of the Afghan wedding. In this story, consultation with Afghani women allows NATO troops to learn about an upcoming wedding ceremony, expected to take place near a NATO supply route. Thanks to the officers who consulted with local women, the supply convoys can take another route and avoid disruptions. Moreover, troops are not alarmed by the noise coming from the ceremony, which could otherwise have been mistaken for a riot or other suspect agitation, and; potential collateral damage is avoided.

Other reasons to take into account the security needs of both women and men include increased local ownership and legitimacy, improved security and justice delivery (including instances of genderbased violence targeting men or women), and improved oversight and accountability. As a result, the consideration of gender issues in the field of security does not only benefit women, but all parties involved. Finally, security institutions should be representative of the population they serve, which includes both men and women.

#### Legal and Policy Framework

The rationale for working towards the inclusion of a gender perspective at all levels and in all areas concerned by SSR is also supported by an extensive legal and policy framework. This framework includes the <u>SG report on SSR 2008</u>, the <u>European Commission Concept on SSR 2006</u>, the <u>OECD-DAC</u> <u>Handbook 2007</u>, UN Security Council Resolutions (UNSCR) <u>1325</u>, <u>1820</u>, <u>1888</u> and <u>1889</u>, <u>CEDAW</u>, the <u>Beijing Declaration and Platform for Action</u>, and regional and national legislation and policies.<sup>3</sup>

#### From Mandate to Action: Gender Entry Points in SSR

Once all stakeholders have been consulted and involved, including men and women from civil society, and the different security needs of women, men, boys and girls are being taken into account, there is still a need to ensure that institutions know how to deal with those differentiated needs. This is why gender mainstreaming needs to be kept in mind and capacities built in that regard at all levels of legislation, policy-making, and implementation. Gender needs to be kept in mind during the planning, implementation, and evaluation of training, in operations, staffing, institutional structures, logistics and infrastructures (e.g. have properly fitting uniforms, as well as separate bathrooms, dormitories and changing rooms for men and women) and budget.

# Session III: NATO's approach to integrating UNSCR 1325 and 1820 in peacekeeping

Moderator: Jacqueline O'Neill, Institute for Inclusive Security

In this session, participants heard concrete examples from NATO International Staff and from the field on their experience in implementing UNSCR 1325 and 1820. Time was allocated to discuss these experiences, and exchange best practices and lessons learned.

#### North Atlantic Treaty Organisation (NATO) and Gender

Military women have been proudly serving their nations and NATO for years, and are vital contributors to the wide spectrum of activities and operations of individual countries and NATO. In 1976, the Military Committee recognised the high value of integrating gender into the activities of NATO, by establishing the Committee on Women in the NATO Forces (CWINF) to which each member nation sends a delegate. Established as a consultative and advisory body, the CWINF not only aims at encouraging women to serve in the army, it also supports NATO by providing guidance on gender-related and diversity issues, such as gender mainstreaming, as well as operations-related lessons learnt from service women. In addition to this, and as a result of the CWINF conference in 2008, NATO selected a list of best practices from member states and partners, with the intention to improve gender balance at all levels, but particularly during operations. As part of the committee's work, each country submits an updated status of practices in place, in conjunction with its annual report. At the Annual conference in 2009, the CWINF approved new terms of reference and received a mandate to provide technical input and advice on gender mainstreaming to the Military Committee, especially in regards to international missions. To reflect this new mandate, the CWINF changed its name to "NATO Committee on Gender Perspectives" (NCGP). For its 2010 annual conference the NCGP, in cooperation with DCAF, plans to design a template for pre-deployment gender training for national contingents.

<sup>&</sup>lt;sup>3</sup> More on the international and regional laws and instruments related to security sector reform and gender can be found in the Gender and SSR Toolkit Annex, which can be downloaded at <u>http://www.dcaf.ch/publications/kms/details.cfm?lng=en&id=47486&nav1=5</u>.

Laurie Muir (NATO, Political affairs and security policy division, Chair of the NATO Task Force on UNSCR 1325) discussed the progress that has been achieved within NATO towards the implementation of the UNSC Resolutions in NATO military operations. NATO has been active through the development of gender-sensitive guidelines, education and training programmes, evaluation procedures, a Code of Conduct, a practical operations checklist and the creation of gender advisor positions offering recommendations to the military commanders in operations (as currently implemented in Afghanistan).

The next step towards an effective mainstreaming of gender in Force generation, operation planning and implementation is to ensure compliance, notably through an adaptation of the training requirements. The integration of UNSCR 1325 in military operations is expected to require comprehensive planning, a top down approach with strong leadership, and increased expertise and competence on gender within NATO. Such an extensive and far-reaching transformation of existing practices is deemed necessary because of the increased operational effectiveness that will be gained as a result of gender mainstreaming.

Within NATO, different structures are involved in implementing gender mainstreaming. In addition to the NATO Office on Gender Perspectives, NATO relies on the work of an ad hoc working group of 18 interested Allies and Partners, a task force bringing together civilian and military staff across Headquarters, and an advisory committee of experts (NATO Committee on Gender Perspectives). Further developing education and training is a priority. It was also highlighted that ongoing discussions with other international organisations (United Nations, European Union, OSCE) are vital to identify the potential for synergies and exchanges. NATO is also strengthening public diplomacy, and is working on a NATO webpage on women, peace and security. Finally, the importance to seize the momentum given by the 10<sup>th</sup> anniversary of the adoption of UNSCR 1325 was underlined.



Lt. Col. Hilde Segers (Chief of the Office on Gender Perspectives, NATO) introduced the history and mandate of the NATO's Office and <u>Committee on Gender Perspectives</u> (formerly the Committee on Women in NATO Forces).

Though the Committee on Women in NATO Forces existed since the 1960s, its mandate evolved in time: its current objective is to advise the Military Committee on gender issues and promote gender awareness within NATO. The Committee on Gender Perspectives meets once a year, with the aim to share data and experience, and work around selected themes. This annual conference is attended by delegates mandated by the 28 NATO nations participating in the Committee. The Conference is organized by an Executive Committee, consisting of four people (the current chair is Italian, assisted by a representative from Norway, and two officers from the Netherlands and Belgium). The proceedings of the conference are usually <u>published</u> on the committee's webpage. The next annual conference is planned for May 2010, and will focus on pre-deployment training and education. While military training is a strictly national business, and NATO's role can therefore only be advisory in nature, this will be an opportunity for developing and/or exchanging templates for national training programmes. Efforts will be put on developing, in cooperation with DCAF, a gender-sensitive training template that could be shared among NATO member states.

The Committee is supported by the NATO Office on Gender Perspective, which is a permanent structure staffed by two people. The Office benefits from collaboration with other gender-related structures in NATO, such as the NATO Taskforce on UNSCR 1325.

**Capt. Stefanie Groothedde (Royal Netherlands Army)** shared her experiences as deputycommander of a Provincial Reconstruction Team (PRT) in Afghanistan specifically tasked with "women engagement" by a PRT Commander who was firmly convinced of the necessity to interact with Afghan women for the success of the mission. Capt. Groothedde addressed the ways in which she had seen gender-sensitive projects in the context of the military operation in Afghanistan, and the challenges she encountered.

Capt. Groothedde highlighted the importance of local women as a source of information in intelligence gathering: since women make up half of a population, they are bound to provide substantial input. Furthermore, since civil military cooperation has become more important than large scale use of force in peace missions, a focus on women's needs and problems is essential. This is why the Royal Netherlands Army includes notions of appropriate interaction with Afghan women in pre-deployment training, and ensures that one female soldier is part of any team on the ground in order to facilitate interaction with the women. As local women are often not allowed to interact with (male) soldiers, special strategies were adopted to allow Capt. Groothedde and her team to initiate contact with many of them. The discussant emphasized the urgency of having more female soldiers deployed in order to increase the opportunities for interactions with local women. Moreover, when deployed, women often displayed different kinds of behaviour when interacting with the local population, which proved useful to deal with certain delicate situations.

Insisting on how vital it is to assess, plan and operate with a gender perspective and to consult local women, Capt. Groothedde assessed the difficulty of doing so without trained experts present on the ground. In her own experience, it had proven difficult to work on "women engagement" in addition

to her regular job. In her opinion, specific personnel would need to be assigned to it as a full-time position. The planned creation of a "gender expert pool" in the Dutch Armed Forces, and of a full-time gender advisor position for the Afghanistan mission will be beneficial in that regard.

Nevertheless, many challenges remain, including the predominant masculine perspective in military institutions and the need for more leadership on the matter of gender integration. Some concern very concrete, day-to-day business, such as the need to hire female interpreters or to provide female officers with mandates tailored to their specific strengths and capabilities. In this regard, Capt. Groothedde insisted on the benefit that could be drawn during planning and training from the experiences and lessons learned of military staff returning from Afghanistan.

**Lt. Col. Lena Kvarving (Gender Section, Norwegian Defence University College)** shared insights on the difficulties lying ahead on the road to gender mainstreaming in the Norwegian Armed Forces.

Even nations known as global leaders on gender equality issues face major challenges in integrating women and mainstreaming gender in their Armed Forces. Lt. Col. Kvarving emphasized the Norwegian Armed Forces' difficulties to recruit, retain and promote women, with a women/men ratio of only 8%. Despite gender-sensitive legislation, the presence of gender advisors, and increasing gender-awareness, practical measures addressing the specific needs and potential of women in the field are still lacking. The discussant illustrated this fact with a case in point: she spent twenty years being given men's underwear as part of her uniform, which she had to fold every day for inspection in the Officer Candidate School. In 2009, she finally received uniform equipment with women's underwear for the first time, which is symptomatic of a slow but noticeable progress in addressing women's specific needs.

Lt. Col. Kvarving insisted that it is of the utmost importance to inform and convince senior military and political leaders of the advantages of integrating a gender perspective into the Armed Forces. She illustrated her argument by an example drawn from her own field experience: in November 2009, she met the Norwegian Armed Forces gender advisor in Afghanistan, an assignment he combined with an S3-level function, and for which he had been trained during a pre-deployment training in Norway. The gender advisor's lack of time and prior expertise in gender issues was symptomatic of the fact that gender mainstreaming and the implementation of UNSCR 1325 were not taken seriously within the mission: his assignment could be interpreted as just meant for "checking the gender box". The proposal of writing a report on gender-related activities undertaken by the gender advisor was deemed unnecessary by the commander, who would not demand other reports than the ones stated in the current directive. The lack of commitment is an obstacle towards the added value such a new report could have had on the future work for implementation of a gender perspective. When leaders are not evaluated on gender issues, it is too often given "the silent treatment".

Connected to this lack of interest is the fact that there is, to this day, no well-planned approach to integrate a gender perspective in the Armed Forces, and no one is in charge of coordinating the dispersed initiatives that emerge spontaneously. Progressively, some notions of gender-sensitive behaviour are integrated in pre-deployment training and education. Lt. Col. Kvarving is currently

working on the establishment of a Competence Centre on gender and security at her National Defence University College, with the aim of addressing the above mentioned challenges and raising the level of knowledge and sensitivity to gender issues.

## **Questions and Answers**

Questions an	
	re the UNSCR Resolutions on women, peace and security known among NATO
	Staff and within NATO countries?
Laurie Muir	Up to very recently, the resolutions were not very well known, but it is improving. Current discussions concern the operationalisation of the directives included in the resolutions and adequate ways to report on their implementation. NATO recently discovered that women are generally less informed about NATO than men. As a result, NATO has launched a public diplomacy campaign with women as a target group, which makes a good opportunity to integrate UNSCR 1325 in public diplomacy efforts.
Steffie	When I started it was not well known, but it is now integrated in mission training and
Groothedde	career training. However, for many people, it's not so much the resolutions they have become familiar with, but their content.
Lena	All female officers know about it, and it is getting known among men as well. The
Kvarving	difficulty is not to get people to know about it but to implement it. However, a lot of work remains ahead of us if we want to increase the level of knowledge. <sup>4</sup>
Hilde Segers	Officers coming from a country that has a National Action Plan [on implementing UNSCR 1325] are aware of the existence of the resolutions; those states' officers engage with the ideas expressed in the resolutions. There is a need for the promotion of National Action Plans, as they seem to be an effective way to raise awareness.
Maria	Many Master's degree students with deployment experience do not know about
Pineda	UNSCR 1325, or about the consequences of not having more women among them and on the ground with them. Another problem is that they do not understand what the UN had to do with the military operations they were involved in and how a UN resolution should apply to them. It seemed to me like their vision of security is still much closer to national security than to human security. There is a problem about different understandings of what 'security' means.
Steffie	Soldiers need to understand the <i>benefit</i> of what they do, from a military perspective.
Groothedde	For many of them, operational effectiveness is more effective as an argument than a UN resolution.
Jacqueline O'Neill	There are many examples of gender sensitivity leading to increased operational effectiveness. One I know of comes from a Canadian Provincial Reconstruction Team in Afghanistan. A woman officer approached the Afghan women selling handicrafts at the PRT base, and expressed the will to meet Afghan women from different social backgrounds. Following the creation of focus groups which met in secure locations, women civil affairs officers could ask questions to the Afghan women, such as 'what are your concerns for your children?'. Amazing things occurred in terms of the information they could get back, regarding the objectives pursued by NATO, ongoing corruption, development priorities and local perceptions. When a prison break occurred close to the base, a female civil officer was notified by a local woman from the focus group before anyone else knew about it at the base. Such examples are crucial to convince of the importance of taking gender into account; some quantitative information must be collected too, and sex-disaggregated data is essential to do this.
Laurie Muir	We are working on a report where all those examples could be collected.

<sup>&</sup>lt;sup>4</sup> DCAF is preparing a tool on the implementation of the UNSCRs in SSR. It should come out in summer 2010.

# Is there a way to better ensure that reporting [on the integration of a gender perspective in operations] is done?

SteffieWe should always integrate reporting into our planning before the mission starts.GrootheddeThat is the key to make sure reporting happens.

What do you think hampers reporting?		
Lena	Lena In Norway, the challenge comes more from the Armed Forces than from the Ministry	
Kvarving	[of Defence]. The problem lays in the male-dominated culture of the military. There is	
	still a lot of 'anti-women' attitude and behaviour.	
Steffie	There is also a problem of resources. People who get to do 'gender stuff' usually do it	
Groothedde	in addition to their 'normal' job, and without additional resources.	

In Bosnia and Herzegovina, there is not much attention drawn to gender issues in the context of the Individual Partnership Action Plan and the NATO Membership Action Plan. In fact, we are still waiting to find a word for gender in the local languages.

Hilde Segers	Please, have someone ask questions! By questioning NATO about gender issues, Bosnia and Herzegovina will bring the Military Committee to work on the question.	
Laurie Muir	The NATO cooperation programme with Bosnia and Herzegovina is at the beginning of implementation. Through your IPAP [Individual Partnership Action Plan] you can get gender-related information.	

Are there any attempts to send more women into deployment?		
Steffie	It is still mostly dependent on leadership [within the national armed forces] –	
Groothedde	whether the commander sees it as a priority to have women on the ground.	
Lena Kvarving	In Norway, we deploy the same proportion of women in peace operations than we have in the military in general. However, there are not enough of them in the military in the first place.	
Hilde Segers	If a country, like Norway, has 8% women in the army, you cannot hope for 50% women in troops deployed abroad.	
Laurie Muir	When acting as part of NATO, nations have objectives to pursue; we ask them to take some things into account. Those could include gender.	

In regard to pre-deployment training, could NATO help to set standards that would accelerate the process? Hilde Segers Nations are responsible for pre-deployment training, in which NATO cannot interfere. As of today, I don't think there is any training plan integrating gender, but there are

plans on the way.

How can we a burden?	convince the military to take action? How can we change the perception of gender as
Lena Kvarving	The military must understand that a military operation is not an end in itself. We need to take into account a broader perspective by understanding why we are where we are and which are the further goals we are pursuing through military means. Gender needs to be presented as part of this larger picture. Personnel in charge need to make gender a priority – it needs to become a natural 'thing we do' as part of any level of a military operation.
Laurie Muir	Education and training are the key solutions. Education on UNSCR 1325 and gender in general need to become a part of basic training. Educational tools are being developed with the objective of making thinking about gender become routine.

Hilde Segers	I can observe a change in the way NATO is thinking, and an intention to figure out
	their role in the 'bigger picture', which is a work in progress.
Laurie Muir	NATO's New Strategic Concept will be approved soon [end of 2010]; hopefully gender
	will appear in it.
Carmela	In Switzerland, we are also looking forward to including gender training in general
Bühler	military training, not only for troops deployed abroad.
Steffie	We need to look at [local] women's specific strengths, and how they can be a benefit
Groothedde	to the mission. They are not the poor creatures they are perceived to be. In the
	homes, they are in charge. Though the [local] men can be very protective, women are
	also an asset. What could help is to put people with gender expertise at the highest
	ranks of the chain of command.
Jacqueline	Another fight that needs to be addressed is to separate women from the "women-
O'Neill	and-children" category, which deprives women of their agency. Women and children
	are completely different groups.
Mersida	I have served for fourteen months in a UN Mission in Eritrea, for which I received pre-
Mesetovic	deployment training. However, I felt like I was missing something important. UNSCR
	1325 was not mentioned. Later on, I told my general we needed to do something on
	this issue. As of now, not much movement has occurred in Bosnia. At all levels of
	society, a change has to be made; everybody needs to know about UNSCR 1325, from
	children to statesmen.
Steffie	National action plans should definitely go beyond the military and the ministry of
Groothedde	defence, to affect other structures in society. We need to be insistent with our
	questions, year after year.

### **Session IV: Gender and SSR training – a practical experience** *Facilitators: Kathrin Quesada, Karin Grimm and Daniel de Torres*

This session provided participants with a first glimpse at what training on gender and SSR can look like. It highlighted best practices and lessons learned and encouraged participants to actively "test" some of the tools developed for gender and SSR trainings by DCAF's Gender and Security Team. The session gave an introduction to gender and SSR training, aimed at inspiring the participants on ways of integrating a gender perspective into their own work.

# What is 'gender'? The line exercise

During the "line" exercise, participants placed themselves along a line according to their selfassessed familiarity with gender issues, and what discussed they understand gender to be. The line exercise shed light on the fact that what gender is and how it relates to security issues is not as clear as it first looks.



The discussion showed that "gender" and "sex" are contested concepts which are not always easy to translate from one culture or language to another. Furthermore, it was underlined that gender intersects with other types of social identities, such as ethnicity, caste, age, class, and sexual orientation: being an old woman from a lower caste in rural India has different implications than being a young woman from a rich family in New Delhi. Despite the fact that both are Indian women, they experience their gender in different ways due to the fact that other dimensions of their social identity differ. It was finally noticed that a similar exercise could be done to define what security is and what kind of security we seek to address.

#### Women in the armed forces: The stereotype exercise

In this exercise, participants were invited to construct a counter-argument to four widespread stereotypes about women in the armed forces.

Stereotype	Counter-arguments
1. "Male bonding is an important element of well-functioning armed forces; this bond will be broken if women are included."	<ul> <li>It is more important to have team bonding than male bonding</li> <li>Groups tend to think more outside the box in mixed groups. Women bring a different perspective to a given situation</li> <li>Mere aggressive behaviour as displayed in 'classical warfare' and typically associated with masculine gender roles is not the only one displayed in modern warfare. "Defence, diplomacy and development" require different approaches. Since women are socialised in displaying behaviours different to those of men, such differences can be useful in multidimensional military operations</li> <li>Similar arguments used to be made about soldiers with a non-white ethnic background, and today we can find multi-ethnic armed forces that are perfectly functional</li> </ul>
2. "Women reduce the effectiveness of the armed forces; they are weak and just can't do the same things."	<ul> <li>Moral and psychological strengths also matter</li> <li>Women can bring different kinds of skills, and are sometimes better at delivering certain tasks. For instance, they can have a particular added value when it comes to interacting with local women</li> <li>We should ensure that the armed forces represent the population they are mandated to serve and defend</li> <li>A larger human resource pool from which to select soldiers maximises the potential skills base: women can act as force multiplier</li> </ul>
3. "Having women in the armed forces living in close proximity to men will only distract or lead to sexual tension; it will encourage sexual assault."	<ul> <li>Sexual tension is different from sexual assault, it can be managed and is not necessarily a bad thing</li> <li>The mix of men and women will often calm tensions, rather than exacerbate them, and have a soothing effect</li> <li>Men and women are working together in close proximity in other domains without problem</li> <li>The presence of women can encourage better behaviour from men</li> <li>There are other areas where women and men are separated and there is still sexual assault. Soldiers often prove to be more prone to sexual assaults than men in the general population whether they have female colleagues or not: perhaps it is not close proximity which encourages sexual assault, but something else</li> </ul>
4. "Women will prioritise having a baby or being with their family"	<ul> <li>Even if they have babies, women can still be a valuable asset in the armed forces</li> <li>Some women don't want to have babies</li> <li>Many men care about their family too</li> </ul>

#### **Integrating Gender in Defence Reform**

In this exercise, participants were divided into four groups and invited to develop strategies to realise four different mandates, identify obstacles and come up with strategies to overcome those obstacles.

Str	Strategy/Action Obstacle(s) Strategy to overcome obstacles		
1.			
•	Make gender training mandatory Involve a quota of women in the training Measure and monitor results, and report	Lack of interest	Fight prejudices by documenting and demonstrating the usefulness of women in armed forces
2.	Mainstream gender in institutional policy ar	nd practices	
•	Appoint a person in charge of implementing the strategy Create working groups to review current policies and protocol Create and implement an action plan Evaluate it	Legacy of mistrust in society	Bring justice for crimes committed within the military to demonstrate concrete change within the military
3.	Address issues of public trust and confidence	0	
•	Put together a justice and reconciliation plan Make clear for the public eye what is not	Legacy of mistrust in society	Reach out to local communities
•	accepted and will be punished in the military Diversify the army itself and make it more representative of the population		
4.	How to advance recruitment and retention	of women in the	e army
•	Survey and needs assessment Providing financial and other incentive (e.g. healthcare) Retain the women in the militia and the armed forces Sensitize and educate on gender issues	Resource constraints in the army and prevalent conservative	Find respected male leaders who are favourable to such an approach and are willing to champion it
-	sensitize and conduct on genuer issues	views	



## Conclusion and wrap-up

Participants indicated that it could be interesting to observe how men and women might react differently to the exercises, and that more data and success stories are needed.

### Session V: Training and education Moderator: Karin Grimm (DCAF)

This session first outlined different training approaches to gender and SSR, and then focused on concrete curricula. Did they work, and why/why not? Are they transferable to other countries and contexts? This session provided an opportunity for participants to share their experience in gender training and education.

**Daniel de Torres (DCAF)** discussed how training and education on gender issues are essential to improve operational effectiveness in security sector institutions. The larger the gap between men and women's spheres in a society, the more important it is for SSR actors to be able to perform a thorough gender analysis and consider gender issues from the assessment and planning stages through to the reporting and evaluation stages.

## What is training? What is education?

Training targets *behaviour*; it is limited in scope and practical. We train people because we expect them not to have the time to think every time they encounter a situation; rather, they will need to react immediately and we do not want them to improvise. It seeks to teach people to apply clear directives through the enforcement of codes of conducts, rules of engagement, or standard operating procedures such as: "when A happens, you do B". Training replaces decision-making.

Education, on the opposite, targets the *reasoning* behind behaviour. It is broader and more theoretical, and it does not offer clear directives, but presents the shades of grey characteristic of a balanced analysis of almost any social reality. Education informs decision-making, based on analysis and knowledge, and allows policy-makers to design and adjust policies, standards and directives.



## Education

- Design policies/standards
- Adjust directives
- Decision-making level



## Training

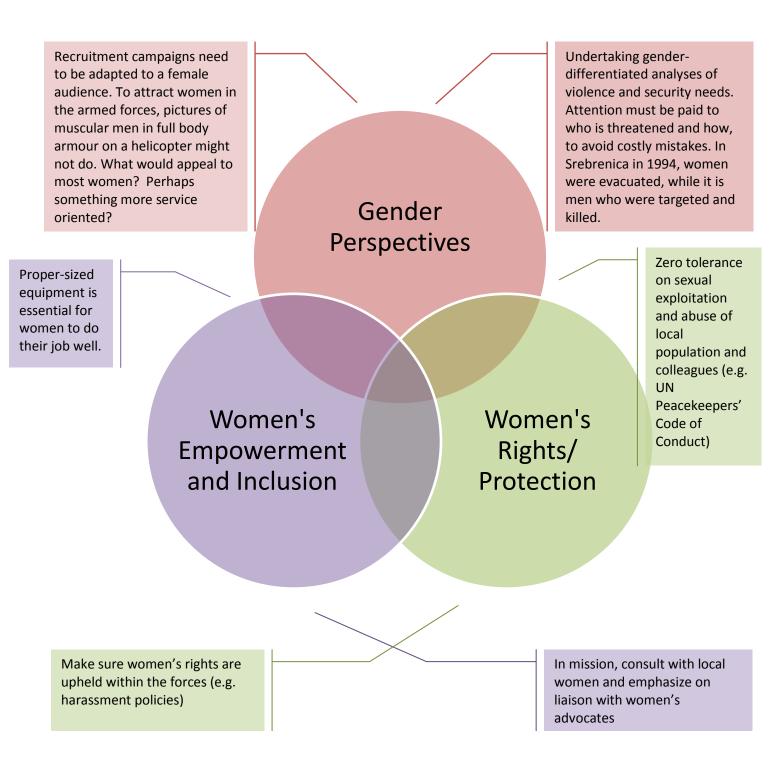
- Apply directives
- Comply with standards
- Non-decision making level

#### Training and education curricula

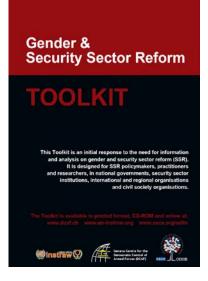
Being sensitive to gender is not only about hiring more women. As the graph below illustrates, it is also about women and men having different security needs, about women being empowered to voice their opinions and needs and getting access to an institutional setting where people listen to them.

INTERNAL POLICY EXAMPLES

**EXTERNAL POLICY EXAMPLES** 



#### Gender and Security Sector Reform Education and Training Resources



#### Gender and SSR Toolkit

DCAF produced the <u>Toolkit on Gender and Security Sector Reform</u> in collaboration with the OSCE's Office for Democratic Institutions and Human Rights (ODIHR) and the United Nations International Research and Training Institute for the Advancement of Women (UN-INSTRAW) as an initial response to the need for information and analysis on gender and security sector reform (SSR). It is designed for SSR policymakers, practitioners and researchers, in national governements, security sector institutions, international and regional organisations and civil society organisations.

The entire toolkit can be downloaded or ordered in French or English at  $\rightarrow$ <u>www.dcaf.ch/publications/kms/series\_gssr-</u><u>toolkit.cfm?nav1=5&nav2=6</u>

#### Gender and SSR Training Resource Package

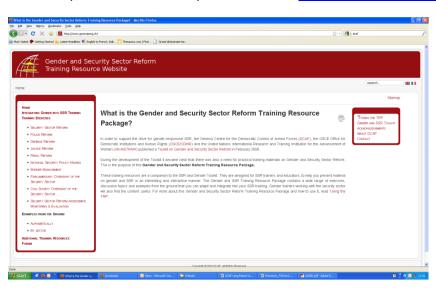
As a companion to the Toolkit, DCAF has developed the <u>Gender</u> and <u>SSR Training Resource Package</u>, which is designed to help you organize a gender and SSR training. It includes a guide to integrating gender in Security Sector Reform training, key training messages, training exercises, examples from the ground, topics for discussion, and additional resources.

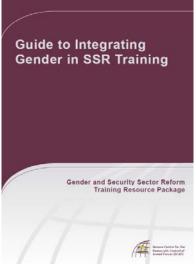
The entire Training Resource Package is available online in French or English at

→<u>www.dcaf.ch/publications/kms/series\_gssr</u> training.cfm?nav1=5&nav2=7

#### Gender and SSR Training Resource Website

Finally, DCAF has recently launched the Gender and Security Sector Reform Training Resource





Website. The website is meant to

provide a user-friendly, online

access to the complete Gender

and SSR Training Resource

Package, as well as a place of

exchange for all those involved in

Gender and SSR Training. Hence, the website comprises several

professionals to enrich each other by sharing best practices,

enable

GSSR

to

knowledge and experiences. → www.gssrtraining.ch

features

**Jacqueline O'Neill (Institute for Inclusive Security)** discussed how training on gender and SSR can be successfully implemented. Through a wide range of examples, she argued that good training must be specific, practical, and targeted to convince the audience that gender should be taken into account for successful SSR.



The <u>Institute for Inclusive Security</u> is an organisation that uses research, training and advocacy to involve all stakeholders, and specifically women, in peace processes. Having been struck by the number of women who wanted to raise a voice on those issues, and didn't know how to do so, the IIS members try to facilitate those linkages, to have people meet and communicate. They now conduct a fair amount of training with military and civilians going to Afghanistan, explaining why and how it is important to speak to women. Throughout their training, they have been using the DCAF toolkit, which has helped a lot. They have also partnered with other organisations on some projects, such as the OSCE on gender mainstreaming.

Ms. O'Neill insisted that training alone is insufficient: sensitization to gender needs should begin with education at an earlier stage. Moreover, not all training is good: bad training on gender and SSR can be counterproductive and confusing. For instance, at the UN Mission in Sudan in 2005, gender training consisted of one hour on gender, with 45 minutes spent on defining gender and 15 minutes on sexual harassment policies, during which the mission personnel were told not to talk to local women. Similar strict guidelines are imposed on troops deployed in Afghanistan: respect for 'local norms' is said to include not looking at Afghan women. Such precautions are often exaggerated: there are ways to interact with Afghan women in a respectful manner. A way to circumvent this problem is to involve local women's organisations in the delivery of training, and draw from their

expertise of their own security needs. This helps to overcome the 'cultural appropriateness' argument. There is no culture where women don't want to have a say on what happens in their lives.

Gender training may also focus excessively on international legal instruments. Training should rather concentrate on operational effectiveness. It needs to be specific, practical and targeted for a given audience, and provide concrete cases and examples that the audience can relate to. For instance, when doing gender training with demining teams, it is important to concretely explain what it means for "everyone to be consulted". For instance, when planning demining, women must be included in the discussions leading to the determination of what areas are to be demined. Other specific questions can be asked, such as whether the deminers take into account that women might not be as literate as men when designing the warning signs. Taking women's needs into account might mean to add pictures to the signs.

Another example concerns consultation meetings in the context of police reform in Macedonia. If only men show up, it might be worth to ask, "But how did you advertise that meeting? Did you put posters in the market or in other places women go to? Why hold the meeting at 6PM? Perhaps meetings should be organised at a moment where most Macedonian women are available, rather than busy making dinner for their family?"

One last example takes place in Liberia, during registration for joining the Armed Forces. Women trying to sign up were elbowed out of the queue and discouraged of joining the forces. The officer in charge came up with a simple solution: he made two line-ups (one for women, one for men) so that women could register just like men.

Within this kind of approach, a case can and must be made about why integrating a gender perspective is important. Trainers need to make the point that 'more women' is not equivalent to gender mainstreaming. That more has to be done to integrate gender must be a political message coming from senior (male) staff. For this reason, senior ranking men in security institutions also need to participate in and deliver training as well as act as visible champions for women's inclusion.

Lt. Col. Mersida Mesetovic (Joint Staff, Bosnia and Herzegovina Armed Forces) discussed gender education and training through concrete examples from Bosnia and Herzegovina.

At this moment, there is no military school in Bosnia and Herzegovina; military education is done abroad – Bosnia and Herzegovina does not have much control over curricula – and completed with in-country military training. The <u>Peace Support Operation Training Centre</u> in Sarajevo has a regional character and is under international management. Human rights related topics, such as the Geneva Conventions and International Humanitarian Law, are touched upon during the courses and training process.

According to Lt. Col. Mesetovic, the impulse for integrating a gender perspective in Armed Forces training and general education curricula came following the difficulties met by the Armed Forces of Bosnia and Herzegovina in the context of peacekeeping missions, and tensions within the Armed Forces around issues of "equal opportunities" for men and women in terms of promotion and career paths.

Democratic Republic of Congo [MONUC] was a difficult mission, and was characterized by "inappropriate behaviour". This made military commanders aware that people should know about UNSCR 1325, and that pre-deployment training should prepare them to deal with gender-related problems occurring in the context of the mission.

Previously, in ex-Yugoslavia, there were no women in the Armed Forces. After the war, women were progressively integrated. In order to deploy more female soldiers on UN Missions, they need to be present in the Armed Forces in the first place.

Voices were raised among Bosnian forces to also include UNSCR 1325 in military training



programmes as soon as possible. The Ministry of Defence is now 'in the process' of including it in training. The discussant tried to find a way to train military personnel on gender issues, especially the troops who were deployed abroad (e.g., Iraq, Democratic Republic of the Congo, Ethiopia and Eritrea). Operation orders were sent to all commanders in that regard.

Lt. Col. Mesetovic was also involved in efforts to increase linkages between the Office

for Gender Equality and the Ministry of Defence, which resulted in the drafting of a national action plan, targeting children from kindergarten to high school. She insisted that for the plan to succeed in increasing gender sensitivity among children, it is important for boys and girls to have *the same opportunities*. However, she deplored that gender was not sufficiently mentioned in the action plan. In her opinion, the post-war years are an unfortunate moment to implement such a plan in Bosnia as many family ties have been destroyed by the war.

#### **Questions and Answers**

How was the curriculum for educating children on gender in Bosnia and Herzegovina developed? Who was involved in the process? Were there contentious issues, for instance relating to religion?

Mersida In grade school, one of the subjects children are taught is called 'living culture'. In the context of playing around the question "How are we living together?", gender issues are addressed. Throughout high school, not much is covered about gender and men/women relations at the moment; we are trying to fill this gap. In university, students hear a lot about gender issues in terms of global dynamics and legal documents. Since we are living the same kind of life despite the diversity of religious views, there is no problem at this level. The education content is the same for children of all religions.

When doing gender training for a broadly male audience, how do they usually react? Do they change their attitudes?

Daniel deAs a former military, I know how it feels to get military training on huma and not pay as much attention as it should deserve because it is not perce being important for mission success and survival in the field. Most so training are more eager to learn how to throw a grenade, for instance. reason, when conducting gender training with (mostly male) security audiences, we do not take a rights-based approach, but an ope effectiveness approach.		
Jacqueline O'Neill	Some of the men who have been deployed on mission are often aware that there is a gender dimension they have been missing, and share good experiences during training. They are usually satisfied to finally get it right about how a gender perspective can be useful in a practical and targeted way.	

## **Session VI: Gender and defence reform**

Moderator: Daniel de Torres (DCAF)

In this session, participants were introduced to gender and defence reform. Concrete examples from partner countries on the issue of human resource management and recruitment and retention illustrated how this translates into reality.

#### Gorana Odanovic, Centre for Civil and Military Relations (Serbia)

Defence Reform in Serbia started in 2001, but it was really 2007 that marked a turning point, as women were allowed in the Military Academy for the first time. Fifteen women registered in 2007, amounting to 2 per cent of the total student body. This first generation of female officers is expected to graduate in 2011. As of 2009, 20 women were registered in the Academy (3 per cent of the student body). It is also expected that girls will be allowed to enrol to the Military Gymnasium starting in 2010.

As of 2008, women counted for 18.5 per cent of the Serbian Armed Forces and Ministry of Defence personnel. Of those women, 46 per cent are civilians. In operational positions, one finds only 0.6 per cent of women, and Assistant Administrator to Defence Policy was the most senior position occupied by a woman. Women are mainly engaged in administrative and technical jobs and mid-level executive positions, while they are almost invisible in executive and command posts. There are no gender quotas for training female professional soldiers; the application process is simply open to women and men. Women count for less than 1 per cent of professional soldiers at the moment

(among which one counts 15 officers, 29 non-commissioned officers, and 127 professional soldiers). As of today, in military intelligence and other agencies, there is no sex-disaggregated data available.

"Integrating a gender perspective" is mainly viewed in terms of increasing the number of women in the Armed Forces. There are still no systemic measures for stimulating gender equality or gender mainstreaming policies in the Serbian military and defence system. Current shortcomings include: the lack of operationalisation of general legal provisions that forbid discrimination; deficient laws on gender equality, which are too general and do not provide sanctions for discrimination; the absence of any gender budgeting policy; non-transparent human resource management and internal regulations that prevent women from applying to certain senior positions; lack of research on the recruitment and retention of women and on women in the defence system; lack of support for women in the military and Ministry of Defence, including the absence of a focal point for gender issues in the Ministry; and the absence of gender sensitive regulations. Finally, certain attitudes toward gender roles further hamper the progress of women in the Armed Forces. A majority of both men and women think that 'civilian' jobs are most suitable for women, and that combat roles are less appropriate for women.

At the end of last year, a law on gender equality was adopted in Serbia, but it is yet too early to see what effect it will have. A National Action Plan to implement UNSCR 1325 should be adopted by mid-2010. It remains to be seen whether this will have an impact.

#### Capt. Almudena Martinez Conde, Women's Observatory, Ministry of Defence (Spain)

Spain has made headway on gender issues in the past years. For the first time in Spanish history, a woman is Minister of Defence. She was eight months pregnant when she was appointed, which generated a lot of comments and discussion.

One important institution that supports the integration of gender systematically is the Women's Observatory. The Women's Observatory was created in 2005 to improve recruitment and retention of women in the Spanish Armed Forces. It is composed of men and women from the Navy, the Army, the Air Force and technical and medical departments. The structures of the Observatory involve plenary sessions, commissions and a permanent committee. The Observatory reports and provides information on the status of women in the Armed Forces, and is responsible for the promotion of women in the Armed Forces.

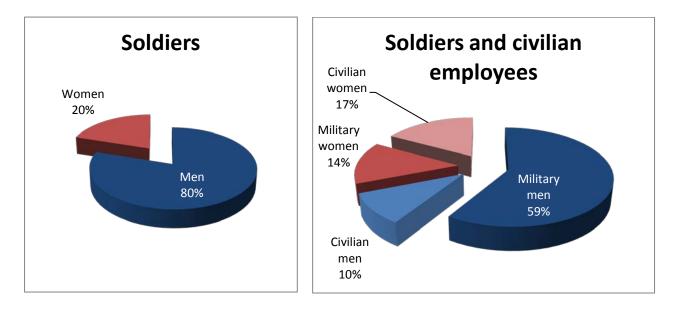
Several gender-related improvements have been realised thanks to the Observatory. Notably, statistics and charts now include sex-disaggregated data. Moreover, commissions address questions of recruitment and retention of female personnel and the impact of women's presence in the Ministry of Defence and Armed Forces. The Spanish Ministry of Defence elaborated a survey on the issue of women's uniforms, which was conducted online, and an agreement was reached between the Ministry of Defence and the Ministry of Public Affairs to take gender into account when thinking about logistics, infrastructure and facilities to improve women's quality of life. Furthermore, training on gender issues is now included, and courses and conferences are organized to implement those policies at all levels for the military and civilian personnel of the Ministry of Defence, members of the Army, Navy and Air Force, as well as in universities, open forums and international meetings. An

award was even created to recognize the efforts made to promote women's integration in the Armed Forces.

Finally, there is now a Spanish Action Plan for the implementation of UNSCR 1325, which targets an increase of women participating in peacekeeping missions, and advocates for the inclusion of a gender perspective throughout the planning and implementation phase.

#### Capt. Renata Szerencse, Armed Defence Forces (Hungary)

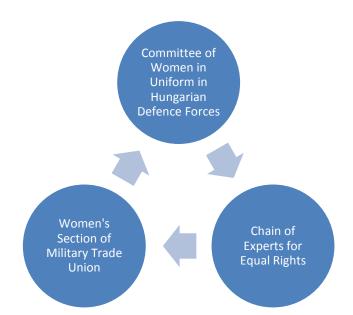
In Hungary, the changes that were brought to the constitution following the events of 1989 facilitated the progress towards equal opportunities for women and men. The ratio of female versus male personnel in the Hungarian Armed Forces is increasing, and Hungary is among those NATO countries with the highest percentage of women in the Armed Forces (31 per cent, including civilian staff).



While other countries try to increase the number of women in the army, Hungary started to think of the best ratio of men and women. Experiences show that 20% is enough. There are many reasons why a military career is so attractive to Hungarian women. Those include the social and economic security advantages that a military career can provide in a country with high unemployment rates. Working at the Ministry of Defence or with the Armed Forces provides a stable workplace and working hours, financial independence, a high salary compared to civilian jobs like nursing or teaching, paid education with a guaranteed job as an outcome, a culture promoting this career path (e.g. through movies), and for some, a strong family tradition.

However, many challenges persist. While all jobs are theoretically available for women, there are more women in 'typically feminine' positions. Reconciling maternity and family life with career remains difficult for many women. Stereotypes still exist, as do discrimination and prejudices. A stronger emphasis needs to be placed on pre-deployment gender training. Finally, there is a need to address the general lack of awareness of gender equality issues.

Currently, three different bodies are involved in addressing these shortcomings. The Committee of Women in Uniform in the Hungarian Defence Forces was established in 2003 with the purpose of providing equal opportunities within the military for men and women, by studying topics related to female personnel and developing proposals for solutions. It is supported by the Women's Section of the Military Trade Union, and the Chain of Experts for Equal Rights.



Throughout their work, these bodies rely

on several legal documents and policies, including UNSC R1325, the Ministry of Defence National Strategic Plan for Gender Mainstreaming, a National Action Plan, and the Gender Guidelines for 2010-2011 of the Ministry of Defence.

## National Strategic Plan for Gender Mainstreaming

- Equal pay for equal work
- Same job opportunities for all women and men in the Army
- Medical programs for women
- Family-friendly policies
- Gender balance in decision making bodies
- Eliminate gender-based violence
- Fight gender stereotypes

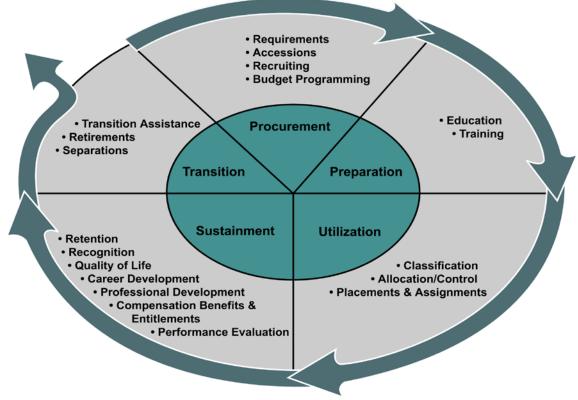
### Hungarian Ministry of Defence Gender Guidelines for 2010-2011

- Promote Gender Awareness and education
- Reduce prejudice within the army
   Consider Equal Rights and Equal
- Treatment in Human Resource Plan
- Consider gender in decision-makingReport and solve gender related
- problems

Suzanne Gehri Fortune, Center for Civil Military Relations, US Naval Postgraduate School, Monterey (United States) discussed the implementation of UNSCR 1325 on Women, Peace and Security and the NATO Bi-strategic Command Directive 40-1 on "Integrating UNSCR 1325 and Gender Perspectives in the NATO Command structures, including measures for protection during armed conflict" in the United States. More specifically, she looked at the impact they have on the integration of a gender perspective in human resource management in national defence institutions.

Ms. Gehri Fortune presented a model of an Armed Force personnel system, and presented an overview of how a gender perspective could be integrated at each stage of this system. First, at the stage of *procurement*, integration of women in Armed Forces personnel must be addressed during

force planning. A compelling case about the added value of women on the ground must be made to people in charge of planning, a process that precedes recruitment. This issue must be framed in terms of the potential operational gains that can be made by integrating women. If this is presented as a strong case, political commitment can be translated in the elaboration of a "Plan for Integration" and the allocation of sufficient and appropriate resources. Second, at the level of *preparation*, which covers education and training, a gender perspective should be integrated in order to raise awareness, broaden perspectives, and create expertise. Third, at the stage of *utilisation*, more women need to be integrated in operations in order to reach high standards of gender equality and facilitate the mainstreaming of a gender perspective in the conduct of day to day business. Finally, at the stage of *sustainment*, efforts must be made to give decision-making power and visibility to female leaders.



Model of an Armed Force Personnel System

Overall, what needs to be looked at is to what extent the inclusion of a gender perspective can translate into increased operational effectiveness: this is the best way to introduce a gender perspective. NATO and the US government need to be asked, 'to what extent are these concerns considered in the force planning process?'

## **Questions and Answers**



How can we eva	luate what should be the appropriate proportion of women in armed forces?
Renata	I would not say that there is such a thing as an appropriate quota; what is
Szerencse	important is that a gender balance is reached, and what is "enough" can vary
	depending on the context.
Suzanne Gehri	In the United States, we found that, since 2000, 14-15 per cent has been a stable
Fortune	level of female presence in the military as a whole. However, the proportion varies
	between the Army, the Navy, the Marines and the Air Force. The Defence
	Department Advisory Committee on Women in the Services has played a strong
	part in increasing percentage of women in the Armed Forces.
Maria Pineda	Studies have indicated that, in organisations, you need minority groups to reach a
	'critical mass' in order to get their voices to be heard. Below a certain percentage,
	women will function in a masculine system, rather than be able to 'feminize' the
	system themselves and allow the females to play their role as females.

Does the Spanish Women's Observatory have a direct influence on policy-making in the Ministry of		
Defence? For instance, do you have access to the minister?		
Almudena	Yes, there is direct contact with the policy-makers: the Under-Secretary of Defence	
Martinez	chairs the plenary session of the Observatory; the Advisor of the Secretary of	
Conde	Defence for Women's Issues is also part of the committee. The Observatory is	
	therefore involved in the regulations that are planned in the Ministry of Defence,	
	in relation to human resources.	

Does it always take 30-40 years to become a high-ranking officer or is there a fast-track to increase the number of women in high-ranking positions?		
Suzanne Gehri Fortune	It does take time to become a high ranking officer. The promotion of officers must follow professional norms, for them to keep credibility. Bypassing those norms would result in diminishing the value of the position.	
Maria Pineda	What we might want to consider is to look for the role civilians can play in the armed forces, e.g. among private contractors. This could help to bridge certain gaps on a temporary basis.	

## Session VII: Other training initiatives on gender and security: A way forward? Moderator: Anja Ebnöther (DCAF)

This session was based around alternative training initiatives on gender and security, and provided space for participants to exchange ideas and brainstorm on concrete ways to translate lessons learned into curricula and joint training initiatives.

**Kathaleen Reid Martinez (Azusa University, CA)** explored the ways in which the PfP Consotrium Education Development Working Group could better include gender in its work.

The <u>PfP Consortium Education Development Working Group</u> (EDWG)'s mandate is to spread knowledge on the highest standards of learning methodologies (notably through annual workshops with educators from different countries), develop curricula (e.g. NATO Curriculum on Defence Institution Building) and hold direct consultations in specific countries, as it is doing currently in Armenia, Azerbaijan, Georgia, Kazakhstan and Moldova.

The discussant is looking forward to seeing how the EDWG could do a better work in including gender. The working group must reflect on the best ways to integrate gender in curricula, and in every course and programmes that a student takes. This is essential for them to retain some knowledge at the end of the course. The working group should also explore the idea of developing one curriculum on gender specifically. Finally, gender should be integrated in the annual teaching programmes and in the "Training of Trainers" and "Education of Educators" processes. In that regard, it is important to understand not only what it is, but how to teach it.

Dr. Reto Schilliger (Head of E-Learning, Chair of Advanced Distribution Learning (ADL) Working Group, International Relations and Security Network, Switzerland) discussed the opportunities of using advanced distribution learning (ADL) for training and education on gender issues.

#### What is ADL?

Advanced Distributed Learning is often called "e-learning" or "online-learning", and can be used for education and training. It offers several advantages over standard education methodologies, as it can be used anywhere and anytime (it can even be accessible through mobile phones). It also involves low user costs, and is highly flexible, allowing students to learn at their own rhythm.

#### What would ADL "on gender" look like?

ADL can be done through multiple delivery forms (internet, intranet, CD-ROM, USB-stick, mobile, smart phones), and be embedded in other learning activities. Whenever someone organizes a conference on gender, it is possible to make it available online for anyone wishing to download it and learn from it. The <u>ADL working group</u> has already produced online courses for the Swiss Armed Forces and the international ADL Community. The discussant suggested that courses on gender could also be developed.

Mr. Schilliger underlined that ADL does not mean putting a book online. The multimedia aspects (movies, sounds, pictures) provide the opportunity to make a topic appealing by exploiting the

emotional potential of more interactive methods. Interactive visual support can help to fight stereotypes, argue the importance of increasing the percentage of female staff in a given policy area, or promote the potential of the adoption of a gender perspective through case studies. This could be achieved through a Gender and SSR Learning Platform.

The use of interactive methods also allows for both the educator and learner to engage with the content. It is possible to develop a questionnaire to offer learners the opportunity of doing a self-assessment of their own practices, initiate an interactional sequence, trigger thinking and involve the learner actively. It also allows the educators to perform needs assessments, and get feedback from the learners. Performance supports (checklists, templates, software tools...) can be distributed for learners to use in their daily work.

#### What should one think about when designing ADL?

First, it is essential to determine your target audience: will it comprise of trainers, policy makers, commanders or decision makers? How many learners are targeted? What are the specific skills of the audience? What is their previous level of knowledge?

**Tanja Geiss (NATO School, Oberammergau)** discussed how and why the NATO School uses ADL technologies, and how those could be used to increase learners' exposure to gender issues.

The <u>NATO School in Oberammergau</u>, Germany, is a German-US training institution which uses ADL technologies for training and education purposes. The school offers online courses and conferences through its online members' portal, as a complement to more classical teaching methodologies. Other sensitive PfP topics are already covered in ADL methodologies, such as human trafficking (one course focuses on policy and another on causes, consequences and counter-strategy). Such online courses are recommended for all NATO School students, and are accompanied by lectures in selected NATO School resident courses.

Ms. Geiss underlined that gender training and education should be mandatory in all NATO and PfP training and education facilities. However, at the moment, it is covered in a one hour lecture in selected courses only, at the very best. One problem is the lack of space for gender in regular training, which makes ADL an interesting alternative. As the discussant is developing a first Ministry of Defence module on UNSCR 1325, she seeks to draw the best that ADL has to offer on education and training on gender and SSR.

**Dr. Maria Pineda (Naval Postgraduate School, Monterey)** discussed how the Naval Postgraduate School in Monterey, CA, held discussions with Bosnian authorities from the Ministry of Defence, the Armed Forces, the Ministry of Social Affairs, and the Ministry of Gender Equality to assess needs in terms of new learning objectives and defence institution building. One way to look at defence institution building and the stabilisation process is to think of ways of integrating women in policy planning in a more systematic way.

During the meeting, the representative of the Ministry of Defence of Bosnia and Herzegovina asserted that 41 per cent of Ministry of Defence personnel were women. Ms. Mesetovic drew attention to the fact that most of them were in civilian and low-ranking positions. Political decisions must be made to adapt the requirements for women wishing to work in the Armed Forces and the

Ministry of Defence. We think women 'did it' because they now constitute over half of the global workforce.<sup>5</sup> However, this impression of progress needs to be put in perspective based on data presented in the World Economic Forum's Global Gender Gap Report.<sup>6</sup> While showing that the road is still long towards gender equality, the report is silent on the opportunities lost by keeping from integrating women to a larger extent, and further research is needed in that regard. Finally, women's capabilities must be enhanced. Learning institutions can collaborate with the media so that female leaders are promoted, and that women are aware and see that security institutions are changing, and are motivated to contribute to that change.

**Ruxandra Popa (Committee on the Civil Dimension of Security, NATO Parliamentary Assembly)** presented the NATO Parliamentary Assembly and its activities on gender and security. The <u>NATO Parliamentary Assembly</u> is composed of members of parliament from NATO countries and partner countries. In 2006, the discussion on gender and security started in the Assembly under the leadership of a Swiss Member of Parliament. Subsequently, the Assembly has been organizing sideevents on gender issues (gender based-violence in conflict, women in the army and in peace support operations, etc.) involving guest speakers in annual meetings. The efforts put into such initiatives culminated in the inclusion of a panel on gender issues in the plenary where experts shared their field experience, which proved very useful. The objective has been to raise awareness on these issues among Members of Parliament. They constitute an important audience because of their impact on budget, deployments and lessons learned. Currently, the Assembly is reflecting on whether gender should be integrated everywhere or rather discussed separately, and is considering offering training courses for parliamentarians, or workshops like this one.

Regarding e-learning/ADL: a number of people have told me that you can't do gender training online, because it is too personal and emotional, and learners/trainees usually want to discuss it in a more direct fashion. <b>Tanja Geiss</b> Online training on gender can at least set the ground for further training. It can		
Talija Geiss	help to clarify basic concepts and open the door for further discussions later.	
Reto Schilliger	Of course, ADL cannot allow for the kind of interaction we experienced during this workshop. However, there are other ways to reach people: you could put a video of an interview with a high-ranking officer with field experience telling you why it's important to care about gender.	
Maria Pineda	I am currently teaching a course which has an e-learning component. All the support for the course is available online. It is a lot of work to prepare it, but once you have it, it helps the students to assimilate the concepts. You can provide them with a large amount of information ahead of time, and go beyond what you address in the course. You can exploit the capacity of students to exchange outside of class and create a community of learning and exchange. However, this requires a lot of involvement.	
Daniel de Torres	A lot of what is training about gender is explaining and convincing people that it is important and matters. It will be challenging to bring that across electronically.	
Kathaleen Reid Martinez	While teachers remain very important today, you can deal with all kind of loaded topics through ADL.	

 <sup>&</sup>lt;sup>5</sup> The Economist, Dec. 30<sup>th</sup> 2009, <u>http://www.economist.com/opinion/displaystory.cfm?story\_id=15174489</u>.
 <sup>6</sup> World Economic Forum. 2009. *Global Gender Gap Report*. Available online at <u>http://www.weforum.org/pdf/gendergap/report2009.pdf</u>.

## **Conclusion and Follow-Up**

The workshop gathered for the first time a group of participants with varied backgrounds: some had extensive gender and/or security expertise, while others drew from a completely different field of expertise (e.g. ADL). Participants, however, were united in the understanding that integrating gender in security initiatives is important. The meeting allowed for significant exchanges and discussions, as such a mixed collection of input is rare. The challenge of the workshop was to meet such diverse participants' expectations, and present the existing experience in an attractive way in order to list the gaps and needs, with a focus on NATO/PfP. Participants' feedback was overwhelmingly positive and showed that the opportunity for exchange was greatly appreciated

The workshop raised interest to continue with a range of different follow-up activities, varying from a stronger focus on particular aspects of integrating gender (such as recruitment, retention, and advancement of women) to developing and including a more visionary and strategic view on how gender can be integrated into SSR

The SSR Working Group continues to serve as a platform for dialogue for different groups of gender and security experts, and will consult with the participants for topics of a next meeting, to be held in spring 2011.

Concrete follow-up activities include:

- With regard to ADL, ACT Norfolk tasked the NATO School to work on gender and is currently considering the development of an ADL-module on the integration of UNSCR 1325 into NATO operations. DCAF was asked whether it could contribute to this project under the conditions that the project only starts in the second half of 2010, and funds DCAF's subject matter expert's salary.
- As far as collaboration with the Education and Development Working Group is concerned, DCAF has been invited to participate in their Defense Educator Program in Ljubljana, from 21 to 24 June 2010. A concrete contribution is being discussed. The question of integrating gender into curriculum development will be discussed between the SSR and ED Working Groups. Both initiatives, collaboration with the ADL and the ED Working Groups, will be pursued at the Annual Conference in Warsaw in June 2010.
- Another area of activities that will be carried out is the DCAF-NATO collaboration via direct communication and DCAF-NATO staff talks. In this context, DCAF has been asked to provide a Gender and SSR capacity building seminar for the Military Command and Euro-Atlantic Partnership Council; the sessions will be held separately and are scheduled for three hours each. In addition to this, DCAF has been asked to facilitate a one and a half day meeting of the NATO Committee on Gender Perspectives to help establish a template of gender training standards.
- Finally, the PfP Consortium Annual Conference in 2011 would provide an excellent opportunity to discuss gender and SSR, possibly in one of the three break-out groups.

## Annex 1 – List of Participants

Title	Surname	Name	Institution
Dr.	AMARA	Jomana	Naval Postgraduate School, Monterey, CA, USA
Ms.	BEZEK		US Partnership for Peace Training and Education Center, Naval
1415.		Maggie	Postgraduate School, USA
Ms.	BÜHLER	Carmela	Federal Department of Foreign Affairs, Directorate of Political Affairs Division IV, Switzerland
Ms.	CASEY	Carrie Sue	Defense Institute Reform Initiative, Partnership Strategy & Stability Operations Policy in the Office of the Secretary of Defense, USA
Dr.	CLÉMENT	Cathy	Geneva Centre for Security Policy (GCSP)
Mr.	CODURI	Michele	Swiss Mission to NATO, Brussels
Dr.	DUBRAVKA PINEDA	Maria	Naval Postgraduate School, Monterey, CA, USA
Mr.	DE TORRES	Daniel	Geneva Centre for the Democratic Control of Armed Forces (DCAF)
Ms.	EBNÖTHER	Anja	Geneva Centre for the Democratic Control of Armed Forces (DCAF)
Ms.	FRY	Jayne	International Relations and Security Network/ETH Zurich
Ms.	GEHRI FORTUNE	Suzanne	Center for Civil Military Relations, Naval Postgraduate School
			Monterey CA, USA
Ms.	GEISS	Tanja	NATO School Oberammergau
Ms.	GRIMM	Karin	DCAF
Capt.	GROOTHEDDE	Steffie	Royal Netherlands Army
Ms.	GYURJYAN	Lusine	Political-Military Cooperation Section, Policy Planning Desk, Defence Policy Department, Armenia
Maj.	JURKOVIC	Edi	Peace Support Operation Training Centre, Sarajevo
Lt Col	KHAYRULLAYEV	Adil	Personal Main Department, Ministry of Defence, Azerbaijan
Lt Col	KVARVING	Lena	Gender Section, Norwegian Defence University College
Capt.	MARTINEZ CONDE	Almudena	Women's Observatory, Ministry of Defence, Spain
Lt Col.	MEŠETOVIĆ	Mersida	Ministry of Defence, Bosnia and Herzegovina
Maj.	MUELLER	Enrico	Graduate and Stakeholder Support Division
			Publications Manager- PfP C
Ms.	MUIR	Laurie	Political affairs and security policy division, NATO, Brussels
Ms.	NIKOLASHVILI	Теа	Human Resource Management Department, Ministry of Defence, Georgia
Ms.	ODANOVIC	Gorana	Centre for Civil Military Relations, Serbia
Ms.	O'NEILL	Jacqueline	Institute for Inclusive Security, USA
Ms.	PAVEY	Eleanor	International Security Sector Advisory Team, DCAF
Maj.	PAVLIUCHYK	Oleksiy	Personnel Policy Department, Ministry of Defence, Ukraine
Ms.	ΡΟΡΑ	Ruxandra	Committee on the Civil Dimension of Security, NATO Parliamentary Assembly
Mr.	POPE	Mike	Geneva Centre for Security Policy (GCSP)
Ms.	QUESADA	Kathrin	Geneva Centre for the Democratic Control of Armed Forces (DCAF)
Ms.	REEVES	Audrey	Geneva Centre for the Democratic Control of Armed Forces (DCAF)
Ms.	REID-MARTINEZ	Kathaleen	Co-Chair, PfP C EDWG, Azusa Pacific University, USA
Dr.	SCHILLIGER	Reto	Co-Chair, PfP C ADL-WG, International Relations and Security Network/ETH Zurich
Ms.	SEGERS	Hilde	Chief of the Office on Gender Perspectives, NATO, Brussels
	SZERENCSE	Renáta	Joint Forces Command, Hungarian Defence Forces
Dr.	WEYLAND		
Capt.	SZERENCSE		• • •

## Annex 2 – Workshop Programme

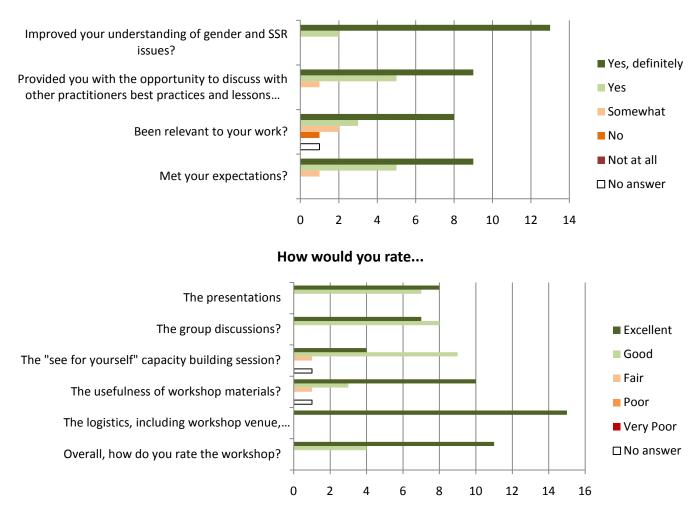
## WEDNESDAY, 17 FEBRUARY

	Individual arrival of participants
19.00 - 21.00	Icebreaker; Welcome reception at <i>Hotel Mon Repos,</i> hosted by Anja Ebnöther, DCAF Assistant Director
THURSDAY, 18 FEBRUAR	RY
08:30 - 9:00	Registration, WMO building, GCSP, 3 <sup>rd</sup> floor
09:00 – 09.30	Session I: Setting the stage Speaker: Anja Ebnöther, DCAF
	$\rightarrow$ Welcome and introduction
09:30 – 10:30	Session II: Introduction to security sector reform and gender Moderator: Kathrin Quesada, DCAF Speaker: Daniel de Torres, DCAF → SSR and Gender: Defining the concepts
10:30 - 11:00	Coffee break
11:00 – 13.00	Session III: NATOs approach to integrating UN SCR 1325/1820/1888/1889 in peacekeeping operations Moderator: Jacqueline O'Neill, Institute for Inclusive Security Speakers: Laurie Muir, NATO; Lt. Col. Hilde Segers, Chief of the Office of Gender Perspectives, NAT;, Capt. Steffie Groothedde, Dutch Armed Forces; Lena Kvarving, Norwegian National Defence University College → NATO's experience with the implementation of UNSCRs 1325, 1820, 1888, 1889
	ightarrow Challenges and opportunities
13:00 - 14:30	Lunch
14:30 – 17:00	Session IV: See for yourself - experience a gender and SSR training Incl. coffee break Facilitators: Kathrin Quesada, Karin Grimm & Daniel de Torres, DCAF; Eleanor Pavey, ISSAT
18:30	Assemble in hotel lobby and drive to old town (public transportation)
19:00 - 22:00	<b>Official workshop dinner</b> , Restaurant <i>Les Armures</i> , hosted by Ambassador Theodor H. Winkler, DCAF Director

## FRIDAY, 19 FEBRUARY

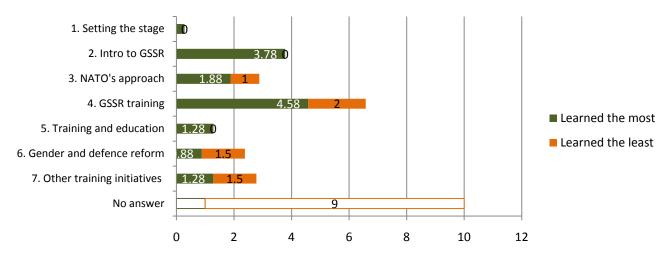
08:30 - 09:30	Session V: Training and education in gender and security Moderator: Karin Grimm, DCAF
	Speakers: Daniel de Torres, DCAF, Jacqueline O'Neill, Institute for Inclusive Security, Lt. Col Mersida Mesetovic, Joint Staff, Armed Forces Bosnia and Herzegovina
	→ Training vs. education → How do institutions train and educate gender and security?
09:30 – 11:00	Session VI: Gender and defence reform Moderator: Daniel de Torres, DCAF Speakers: Gorana Odanovic, Centre for Civil and Military Relations, Serbia; Captain Almudena Martinez Conde, Women's Observatory, MoD, Spain; Captain Renáta Szerencse, Armed Defence Forces, Hungary; Suzanne Gehri Fortune, Center for Civil Military Relations, US Naval Postgraduate School Monterey, CA
	<ul> <li>→ The Serbian experience</li> <li>→ The Hungarian experience</li> <li>→ The example of the Women's Observatory in Spain</li> <li>→ Human Resource Management</li> </ul>
11:00 – 11:15	Coffee Break
11:15 – 12:30	Session VII: Other training initiatives on gender and security: A way forward? Moderators: Anja Ebnöther, DCAF, Kathaleen Reid-Martinez, Azusa University, CA Panel members: Tanja Geiss, NATO School Oberammergau; Reto Schilliger, Head of E-Learning, Chair ADL WG; Dr. Maria Pineda, Naval Postgraduate School Monterey, CA
	→ Other initiatives → Dialogue on developing ways to integrate lessons learned into curricula/alternative initiatives on gender and security
12:30	Conclusion, way ahead, end of seminar
13:00	Lunch
Afternoon:	Available for break-out groups on different topics

## Annex 3 – Feedback from Participants<sup>7</sup>



#### In your opinion, has this workshop...

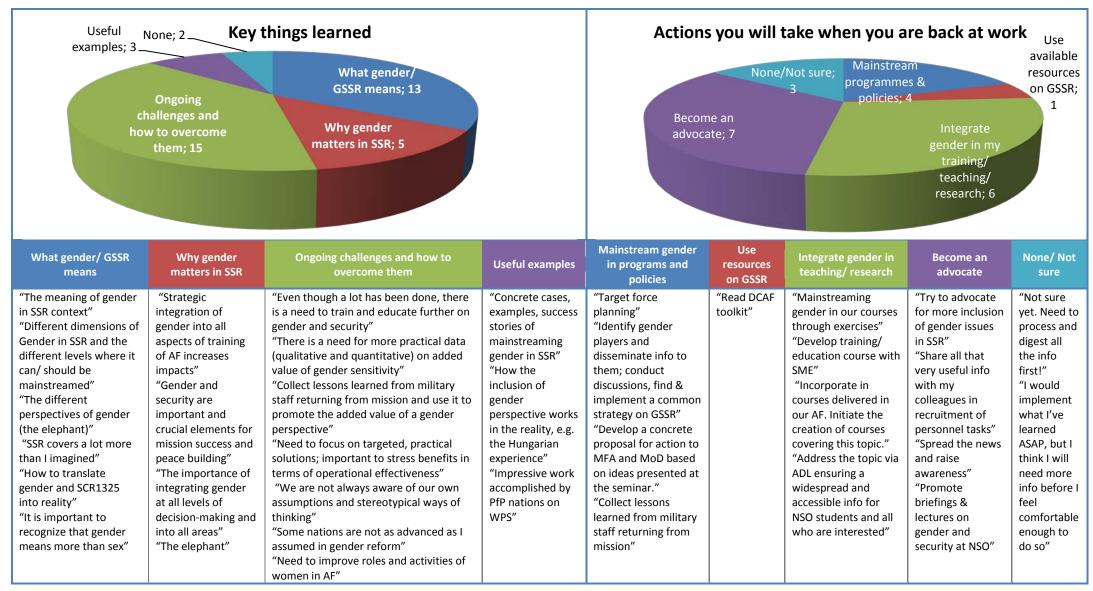
### Which of the workshop sessions did you learn the most and least from?\*



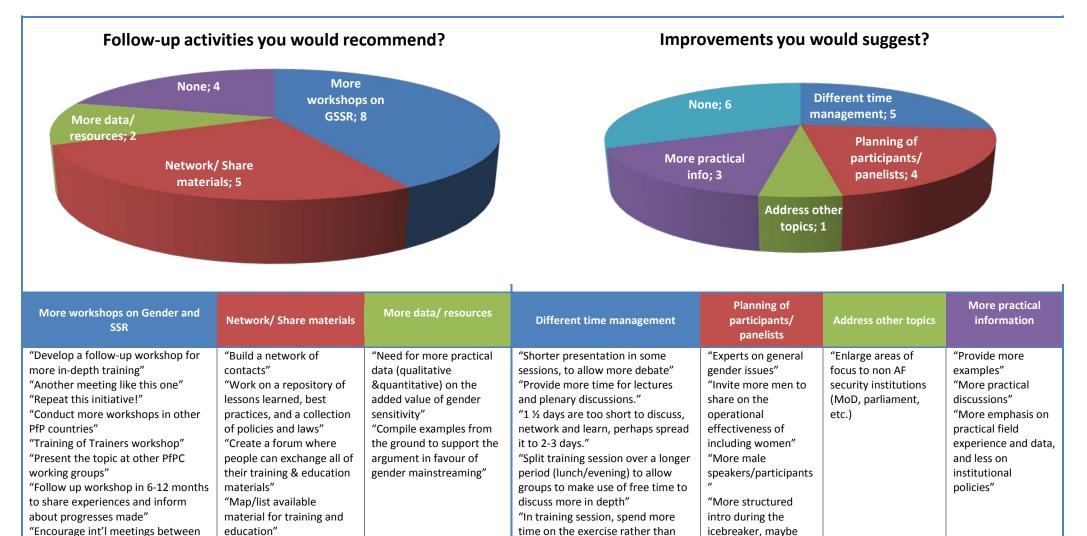
<sup>&</sup>lt;sup>7</sup> Fifteen participants filled the evaluation form.

<sup>\*</sup>Scores for each session were calculated so that each participant's "vote" counted for 1 point. Therefore, whenever a participant mentioned two sessions, each session received half a point; if a participant mentioned three, each session got 0.33 points, etc.

#### Measuring impact<sup>8</sup>



<sup>&</sup>lt;sup>8</sup> Participants were invited to indicate more than one thing learned or action to be taken. The charts reflect an aggregate of how frequently items were mentioned overall.



"Follow up on gender

reform initiatives in

various nations"

experts with field experience and

high-ranking officials from AF/

police..."

plenary discussions"

circulate participants'

bios before the workshop."

<sup>&</sup>lt;sup>9</sup> Participants could write more than one suggestion; charts reflect an aggregate of all items mentioned overall.





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

The Geneva Centre for the Democratic Control of Armed Forces (DCAF) is one of the world's leading institutions in the areas of security sector reform and security sector governance. DCAF provides in-country advisory support and practical assistance programmes, develops and promotes appropriate democratic norms at the international and national levels, advocates good practices and

conducts policy-related research to ensure effective democratic governance of the security sector.

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