

Seminar Report
Stockholm, 18-20 April 2011

Gender and Defence Transformation

Transforming national structures,
sustaining international operations



DCAF
a centre for security,
development and
the rule of law



SWEDISH ARMED FORCES

Authors and editors

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

DCAF's Gender and Security Team

DCAF, a centre for security, development and the rule of law, is known for its in-country advisory support and practical assistance programmes on security sector governance. Since 2004, a Gender and Security Team has specifically focused on research and development of capacity-building and training material to expand and improve gender mainstreaming into security sector reform and governance processes and activities. 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 consolidating government representatives, parliamentarians, security sector personnel and civil society organisations' capacity to sustainably integrate gender perspectives into Security Sector Reform (SSR) legislation, policies and practices. Additionally, DCAF supports international and regional organisations, as well as NATO member and partner states on a bilateral basis.

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

The [Partnership for Peace \(PfP\) Consortium of Defense 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 the private sector 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](#), established in 2001, began expanding its perspective on SSR by including human security and gender perspectives in 2010 with a workshop on gender and security sector reform.

The Swedish National Defence College

The latest development in a long line of military educational tradition, the Swedish National Defence College (SNDC) (Försvarshögskolan in Swedish) has existed in its present form since 1997 and was established as a national university college in 2008. The College's task is to contribute towards national and international security through research and development. The College also trains and educates military and civilian personnel in leading positions, both nationally and internationally as part of the contribution to the management of crisis situations and security issues.

DCAF gratefully acknowledges the support of the Swiss Federal Department of Defence, Civil Protection and Sports to the [Working Group on SSR](#), in particular for the realisation of this seminar and the production of this report.

This report aims to present a faithful summary of the presentations and discussions that took place in the PfP Consortium Seminar on Gender and Defence Transformation in Stockholm from 18 to 20 April, 2011. Opinions expressed by the discussants and participants do not necessarily reflect the views of DCAF and/or the organisations they are associated with.

©DCAF 2011

ISBN: 978-92-9222-176-8

Cite as: DCAF, *Gender and defence transformation: Transforming national structures, sustaining international operations*, Seminar report for the NATO PfP Consortium Working Group on Security Sector Reform, (Geneva: DCAF, 2011).

Table of Contents

| | |
|---|----|
| List of acronyms and military abbreviations | 1 |
| Executive summary..... | 2 |
| Background and rationale | 2 |
| Methodology | 3 |
| Summary of topics discussed and lessons identified | 4 |
| Seminar sessions..... | 6 |
| Opening plenary: Welcome and introduction..... | 6 |
| Panel 1: Achieving sustainable defence transformation and effective international operations: The case of the Swedish Provincial Reconstruction Team of Mazar-i-Sharif in the International Security Assistance Force in Afghanistan..... | 7 |
| Speaker: Colonel Christer Tistam, former Commander of the PRT of Mazar-i-Sharif in ISAF (Afghanistan)..... | 7 |
| Speaker: Captain Ulrika Rosenkilde, former Gender Field Advisor to the PRT of Mazar-i-Sharif in ISAF (Afghanistan)..... | 8 |
| Speaker: Captain Karl Gunnarsson, former Leader of the Mobile Observation Team Yankee at the PRT of Mazar-i-Sharif in ISAF (Afghanistan) | 8 |
| Working group session..... | 10 |
| Topic 1: Towards a gender-balanced and gender-sensitive service: Adapting human resources policies in the armed forces..... | 10 |
| Topic 2: Integrating gender in international operations | 16 |
| Topic 3: A comprehensive approach: Gender education, training and exercises | 17 |
| Panel 2: Developing international training standards: Where do PfP states and NATO stand? | 21 |
| Gender mainstreaming in NATO: Latest developments | 21 |
| NATO template for pre-deployment training | 22 |
| Allied Command Transformation initiatives to integrate gender perspectives | 24 |
| Integrating gender perspectives in professional military education | 25 |
| Joint Spanish/Dutch gender training initiative | 25 |
| From research to operations and back to research: How to close the feedback loop? | 26 |
| Working definitions and conceptual framework..... | 26 |
| Examples from research on gender and defence transformation..... | 27 |
| Plenary discussion..... | 37 |
| Closing session: Wrapping up and way forward | 39 |
| Annex 1 – List of participants | 41 |
| Annex 2 – Seminar programme..... | 42 |
| Annex 3 – Feedback from participants..... | 44 |

List of acronyms and military abbreviations

Acronyms

| | |
|-------|--|
| ACT | Allied Command Transformation |
| ADL | Advanced Distributed Learning |
| BCSP | Belgrade Centre for Security Policy |
| BiH | Bosnia and Herzegovina |
| CSO | civil society organisation |
| DCAF | Geneva Centre for the Democratic Control of Armed Forces |
| DPKO | (UN) Department of Peacekeeping Operations |
| ESDP | European Security and Defence Policy |
| ISAF | International Security Assistance Force |
| NATO | North Atlantic Treaty Organisation |
| NCGP | NATO Committee for Gender Perspectives |
| NGO | nongovernmental organisation |
| OSCE | Organization for Security and Co-operation in Europe |
| PfP | Partnership for Peace |
| PME | Professional Military Education |
| PRIO | Peace Research Institute Oslo |
| SNDC | Swedish National Defence College |
| SSR | security sector reform |
| SWAF | Swedish Armed Forces |
| UNSCR | United Nations Security Council Resolution(s) |

Military abbreviations used in the report

| Army | | Navy | |
|-------------|--------------------|-------------|-----------|
| Col. | Colonel | CAPT | Captain |
| Lt. Col. | Lieutenant Colonel | Cdr. | Commander |
| Maj. | Major | | |
| Capt. | Captain | | |

Executive summary

The Partnership for Peace (PfP) Consortium's Security Sector Reform Working Group (SSR WG) held a seminar entitled "Gender and Defence Transformation: Transforming National Structures, Sustaining International Operations" from 18 to 20 April 2011. The Swedish National Defence College (SNDC) hosted the seminar in Stockholm, Sweden, and was involved in the concept development and delivery of seminar sessions together with the Swedish Armed Forces (SWAF). The Geneva Centre for the Democratic Control of Armed Forces (DCAF) co-organised the event, consolidating DCAF's ongoing engagement in capacity building with the North Atlantic Treaty Organisation (NATO)'s staff on gender and security sector reform (SSR).

The event allowed for forty-two practitioners, researchers and policy advisers from fourteen NATO and PfP countries (cf. Annex 1 – List of participants) to discuss and exchange on ongoing efforts and challenges to integrating gender perspectives into defence transformation. Participants were chosen for their knowledge of national and/or international policies and practices, training curricula and research priorities in the area of gender and defence transformation. The seminar focused on international organisations such as NATO; national institutions, including ministries of defence and armed forces; as well as non-governmental organisations (NGOs) and research institutions.

Throughout the seminar, policymakers and practitioners with field experience shared best practices and concrete examples from the ground drawn from their own work. These included lessons learned from the Swedish Armed Forces' work in provincial reconstruction teams in Afghanistan and the challenges some armed forces currently face in recruiting women or providing high quality gender training to their staff. Other discussions centred on methodologies adopted to conduct research on gender and defence transformation and on ways to increase communication and exchange between communities of researchers and practitioners. In the concluding session, participants expressed the hope that the network created through the seminar would be maintained. Participants also expressed the expectation that such a network would facilitate the exchange of ideas and information and the development of joint initiatives in the field of gender and defence transformation.

Additional feedback from participants (cf. Annex 3 – Feedback from participants) indicated that the seminar enhanced their understanding of the connections between gender and defence transformation and opened the way to increased discussion and exchange on the topic. A vast majority of them considered the discussions relevant to their work. As a follow-up to this seminar, participants contended that the maintenance of a platform for exchange on gender and defence transformation would be useful to increase cooperation and communication between actors from different backgrounds.

Background and rationale

Defence sector: definition

For the purpose of this report, the defence sector consists of the armed forces (army, navy and air force, as well as paramilitary and reserve units); defence intelligence; the relevant ministry for defence and offices within the executive branch charged with managing and monitoring the security forces (such as national security councils and the auditor general); the legislature; military justice mechanisms and civilian mechanisms of control, such as military ombudspersons and inspectors general.

Lessons learned by countries like Sweden underscore that gender mainstreaming is a cornerstone of defence transformation. In the context of interventions in conflict situations and stability operations, understanding gender roles in countries hosting the intervention facilitates the promotion of human

security. While increasing the number of women and their presence in the defence sector is critical to achieve gender balance, this alone does not guarantee that defence forces will be gender-responsive. Rather, gender-responsiveness can be improved if both men and women involved in any process and activity connected to defence transformation critically ask the questions: security for whom, and how? It is imperative to examine the interrelations between the level of gender-sensitivity of national and international structures and the conduct of operations. The seminar provided a forum where researchers, practitioners and policymakers of different NATO and PfP states were able to discuss and exchange on existing strategies to integrate gender perspectives in defence transformation and reflect on the next steps to take.

Background: UN Security Council Resolutions (UNSCRs) on Women, Peace and Security¹

The adoption of the UN Security Council Resolutions 1325, 1820, 1888, 1890 and 1960 highlights the increasing attention to and support for the prevention of violence against women and girls, their effective protection and the promotion of an increased participation of women on any level of decision-making in the field of security. The women, peace and security resolutions devote particular attention to how states prepare their personnel for deployment to peace and stability operations. They call upon states to:

- Include gender issues in national pre-deployment training programmes for military and civilian police personnel
- Take steps to prevent sexual exploitation and abuse and ensure accountability for any such conduct that does occur
- Institute measures to deploy more women as peacekeepers and to other operational positions
- Support the participation of local women in all steps of conflict resolution

The resolutions also make some specific suggestions regarding issues that should be included in the pre-deployment and in-theatre training of military and civilian police personnel, including:

- The importance of involving women in all peacekeeping and peace-building measures at all levels
- The protection, rights and the particular needs of women
- The protection of civilians, including women and girls
- The UN's zero tolerance of sexual exploitation and abuse
- The prevention of sexual violence against women and girls in conflict and post-conflict situations
- HIV/AIDS awareness

Methodology

The two-day seminar, conducted in English, was designed to maximise open exchange and interaction among participants (cf. Annex 2 – Seminar programme). Each day started with a one-hour panel of presentations. The floor was then opened to questions and answers, followed by small group discussions. The latter were then summarised in plenary sessions at the end of each day.

¹ Megan Bastick and Daniel de Torres, "Implementing the Women, Peace and Security Resolutions in Security Sector Reform," in *Gender and Security Sector Reform Toolkit*, ed. Megan Bastick and Kristin Valasek (Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2010).

Summary of topics discussed and lessons identified

The seminar explored different ways to integrate gender perspectives as a means to adapt armed forces to contemporary security threats and challenges in international operations. Topics discussed were:

TOPIC 1: THE CASE OF THE SWEDISH ARMED FORCES: BEST PRACTICES AND LESSONS LEARNED

The Swedish Armed Forces shared their experience with regard to the operational implementation of the integration of gender perspectives, supported with examples from the Swedish Provincial Reconstruction Team of Mazar-i-Sharif in the International Security Assistance Force in Afghanistan. In small working groups, participants reflected on the Swedish experience, discussed other country experiences and debated on what lessons learned were transferrable, or not, and why. First, participants examined how human resources policies can be adapted in order to make the armed forces a more gender-sensitive workplace.

1. In order to attract more women, armed forces need to design **advertisement campaigns** to attract both men and women.
2. Moreover, they need to provide younger generations of women with **female role models**.
3. In order to increase the recruitment of qualified female applicants, armed forces should appoint a **gender adviser at recruitment level**.
4. To make military careers more attractive and accessible to women, armed forces should adopt policies to **reconcile professional obligations with family responsibilities**.
5. Among other policies, they should **reform parental leave policies** to ensure **equal chances of promotion for all**, for instance by allowing and encouraging fathers to take parental leaves.
6. **Gender-sensitisation initiatives** targeting both male and female personnel, such as **gender training**, can be useful to tackle discriminatory attitudes and behaviours.
7. **Female staff associations** and other support networks for female military staff should be encouraged and supported.
8. In order to bring about change at the level of armed forces' policies, political will and sharing of expertise are needed. Parliamentarians and policymakers can increase their gender-sensitivity and gender knowledge through **cross-national exchanges**.
9. Such meetings, as well as local initiatives for gender-sensitive transformation of the defence sector can be supported by **international organisations**.
10. As a result, defence institutions should be able to increase their **internal gender expertise**.
11. Finally, the **review of human resources policies** should involve both men and women.

Participants also discussed how gender perspectives can be integrated in international missions.

12. **Leadership** should demonstrate gender-sensitivity **early** in the planning process.
13. Throughout both planning and implementation, it should be kept in mind that **gender is not only about women**.
14. Gender should also be addressed in **reporting**. Resulting **lessons learned** should be shared.
15. **Gender advisers** should be appointed, and they should have sufficient access to commanding officers.
16. A higher number of women need to be available for **deployment**.

Moreover, participants addressed how training and educations can be used to mainstream gender perspectives in defence institutions.

17. **Different training formats** can be used for **different training audiences**.

18. Whenever possible, **civil society organisations** should be involved in gender training.
19. Gender should be presented in connection to **topics already familiar** to the trainees.
20. There is a need for more **concrete and practical training materials** to train military personnel on.
21. **International training standards** are developing. They need to be diffused proactively, notably through the NATO structure.

TOPIC 2: NATO AND PFP COUNTRIES' LATEST EFFORTS TO DEVELOP INTERNATIONAL TRAINING STANDARDS

The second part of the seminar addressed NATO's latest efforts to increase its own measures to integrate gender into its work at the political and military levels. These measures, especially with regard to training and education, were introduced and follow-up plans discussed. One of the outcomes of the meeting was the identification of concrete steps to further streamline training and education in NATO as an organisation and in individual member and partner countries.

TOPIC 3: CONDUCTING AND USING RESEARCH ON GENDER AND DEFENCE TRANSFORMATION

The third and last part of the seminar focused on research. It examined what kind of research was needed to better equip decision-makers with arguments and knowledge on how to implement gender-sensitive policies, whether such research was demand-driven and who drives it. Moreover, it initiated a reflection on ways to guarantee that such research would be taken into account in policy-making processes and that field experiences would find their way back into basic training and education.

22. The research community needs to **reinforce synergies** with NGOs and the defence sector (and vice versa).
23. Making sure that **research conclusions feed into policy and decision making** is not only the responsibility of researchers, but the shared responsibility of all actors involved.
24. While conducting research on gender and defence transformation may be challenging, **patience and perseverance** bring about valuable information.
25. A good **distribution strategy** is essential to diffuse the conclusion of a research project.
26. For a researcher, being close to one's object of study has both **advantages** – such as better access to information – and **disadvantages** – such as loss of objectivity.

Seminar sessions

Opening plenary: Welcome and introduction

Senior representatives from the institutions co-organising the seminar gave brief welcome remarks, introducing the involvement of the PfP Consortium, DCAF, the SNDC and the Swedish Ministry of Defence in connection to gender and SSR, as well as the rationale and objectives behind this fifteenth meeting of the PfP SSR Working Group. **Ms Anja Ebnöther, Assistant Director and Head of Special Programmes at DCAF** and chairperson of the SSR Working Group, opened the seminar. She reminded the audience that the work of the SSR Working Group is not exclusively focused on gender, but on defence transformation and reform more generally. She emphasised that the Working Group nonetheless considers the integration of gender perspectives necessary to increase the effectiveness and transparency of defence transformation processes and the accountability of agents involved in bringing about these processes. From the point of view of the organisers, the seminar was intended to provide a forum for exchanging good practices and examples and discussing ongoing initiatives in the PfP context. It was also an opportunity to discuss the interlinkages in the feedback loop of research, decision-making, policy, training and education and impacts on operations in the field.



The next speaker was **Mr Romulo Enmark, Vice-Chancellor of the SNDC**. Mr Enmark described the seminar as an opportunity to draw connections between existing research and practice in Europe and the United States on gender and defence reform, the functioning of armed forces and the conduct of international operations. He added that gender mainstreaming processes in armed forces are not only a matter of improving gender equality within the armed forces, but also of improving prospects of realising sustainable peace in the context of peace operations. He concluded by saying that, as an institution with a mandate to develop useful skills among those individuals responsible for implementing operations efficiently, the SNDC can make an important contribution in the field of gender and defence transformation.



The opening plenary was concluded by an address by **Mr Håkan Jevrell, State Secretary of the Swedish Ministry of Defence**. Reminding the audience of the prevalence of sexual violence in many armed conflicts and of the international community's responsibility to remedy the acute degree of violence and unequal treatment inflicted upon women and girls globally, he noted that gender should be important to anyone who aspired to bring peace and security. He indicated that, in Sweden, this conviction has translated in three objectives: an increased representation of women and the integration of gender perspectives in peace missions, the conduct of research on living conditions of women and girls in conflict-affected contexts and the involvement of women and girls in peacebuilding efforts alongside men. At the national level, Sweden has worked towards the realisation of these goals through the implementation of its second National Action Plan on the implementation of UNSCR 1325, a reflection on ways to ensure that military training reflects values of gender equality and appears interesting to women and the Genderforce programme. The latter's purpose is to improve the integration of gender perspectives in Sweden's military operations, notably through the training and deployment of gender advisers and the development of a research programme. Moreover, for a number of



years, Sweden has been proactive in the implementation of UNSCR 1325 in policy and specific initiatives within the framework of the European Union and the European Security and Defence Policy, the Organisation for Security and Cooperation in Europe (OSCE)'s Office for Democratic Institutions and Human Rights, the United Nations and the Council of Europe. Most importantly, Mr Jevrell stated, the involvement of both women and men needed to be ensured in discussions relating to peace, conflict and politics. In doing so, it is not only possible to draw on a broader set of competence and skills, but to build mutual trust and confidence, thus making two important contributions to operational effectiveness. He concluded by expressing his hope that the seminar would contribute to maintaining and further developing Sweden's capacity and credibility in the field of gender and defence transformation.

Since the seminar was designed to be a forum allowing for exchange and learning between individuals of different backgrounds (governments, international organisations, NGOs and learning institutions), this session was also an opportunity to learn about participants' concerns relating to gender and defence transformation and what they could use in terms of support from the seminar and other participants. Participants shared their expectations, which ranged from identifying new ideas on how to include gender perspectives in defence transformation shared by colleagues working in different institutional contexts and in other countries, to establishing channels of exchange and communication with other institutions in the field of gender and defence transformation. Participants expressed particular interest in exploring concrete actions to make the integration of gender perspectives a practical reality.

Panel 1: Achieving sustainable defence transformation and effective international operations: The case of the Swedish Provincial Reconstruction Team of Mazar-i-Sharif in the International Security Assistance Force in Afghanistan

Moderator: Lieutenant Colonel Mats Hansson, Swedish Armed Forces

This panel, exclusively composed of Swedish military officers having served the Swedish Provincial Reconstruction Team of Mazar-i-Sharif in the International Security Assistance Force in Afghanistan (ISAF) from November 2009 to May 2010, sought to highlight the importance of integrating gender perspectives in order to make the armed forces more effective and accountable, especially in international operations, but also at the national level. Sweden is a frontrunner in integrating gender perspectives as one element in transforming armed forces into an efficient and successful security provider. Lessons identified in mainstreaming gender perspectives into the planning, execution and evaluation of international operations were addressed in this panel.

Speaker: Colonel Christer Tistam, former Commander of the PRT of Mazar-i-Sharif in ISAF (Afghanistan)

Col. Tistam provided an introduction to the integration of gender perspectives in the daily reality of field missions. Deploring the fact that many gender-related policies remain unimplemented in the field, he encouraged commanders (especially male commanders) to voice their commitment to gender mainstreaming. He also noted that, while it was important to reflect on ways to recruit more women in the armed forces, armed forces need to avoid conflating the integration of gender perspectives with the representation of women in the armed forces. It is certainly important to be aware of the circumstances under which the presence of female military staff would be beneficial to the success of an operation. For instance, when visiting Afghani prisons, the presence of female personnel made it possible to also inspect women's quarters. However, he also emphasised the importance for both male and female military staff to understand what it means to be a man or a woman in the societies where they were deployed. In his

experience, this had meant, among other things, sitting in a girls' school classroom to speak with Afghani pupils, which he described as "one of the strongest moment[s]" of his deployment in Afghanistan. Col. Tistam also tried on a burqa, to gain a better understanding of what women who wear it experience on a daily basis. While different armed forces integrate gender perspectives in various ways and to different extents, Col. Tistam expressed the hope that Sweden could act as a leader in pushing this agenda at the international level.

Speaker: Captain Ulrika Rosenkilde, former Gender Field Advisor to the PRT of Mazar-i-Sharif in ISAF (Afghanistan)

Capt. Rosenkilde's assignment as a gender field adviser in Afghanistan was her first deployment experience. As a gender field adviser, she worked on the implementation of UNSCR 1325 along with a gender focal point and a mobile observation team. Capt. Rosenkilde had been involved in her capacity of gender field adviser with the commander and other staff very early in long- and short-term planning processes. She considered her knowledge of military protocols and organisational structures a key asset to ensure that gender perspectives would be taken into account throughout these processes. One of her mandates had been to guarantee that a set of gender-related questions would be asked whenever mobile operation teams (composed of male and female personnel) visited a village. She also worked with civil society networks, with whom she had established contact with thanks to the help of the Directorate of Women's Affairs of the Balkh province and female military interpreters. Capt. Rosenkilde highlighted that it was important to be informed about the work of existing civil society networks, in order to avoid overlaps. While civil society organisations (CSOs) were already active in the fields of penal reform and education, support seemed most needed with regard to the integration of women police officers, whose number had grown from thirty-eight to over five thousand in only two years. Seeing that many Afghan men were not in favour of integrating female recruits, Capt. Rosenkilde presented them with pragmatic arguments, such as the need for policewomen to search other women. Overall, she found that women in security forces in Afghanistan faced issues similar to those she had herself faced at the beginning of her military career. She described Afghan women as strong, determined and important actors in the security arena and advised against thinking of Afghan women as only victims. Moreover, she emphasised that it was important to recognise their diversity and maintain a dialogue with both women from the urban elite and poorer women living in rural areas.



Speaker: Captain Karl Gunnarsson, former Leader of the Mobile Observation Team Yankee at the PRT of Mazar-i-Sharif in ISAF (Afghanistan)

Capt. Gunnarsson described mobile operations teams as mandated to support the Afghan police and armed forces and to gather information. Mobile operation team Y, dedicated to the implementation of UNSCR 1325, was composed of three men and three women. According to Capt. Gunnarsson, the mixed composition of the team combined with awareness for cultural sensitivities proved an asset for information gathering. For instance, female members of the team gathered information in a school where men were not allowed to enter. This in turn allowed men in the team, in collaboration with Afghan police forces, to arrest a Taliban taxation commander, which freed the community of an unwanted taxation. Examples like these convinced him that the number of women should be increased in all units to increase operational effectiveness. Contrary to what might have been expected, Swedish female military staff had no problem interacting with Afghan male military staff, notably in the context of training. Nor were they unwelcome when planning operations in collaboration with local (male) authorities. It was not a problem either for Swedish men to meet with women's groups. The Mobile Operations Team Y held such meetings as often as possible, as women then tended to share information they would not have shared in front of men from

their community. The Swedish Armed Forces also saw this as a way to show that they gave importance to what women had to say. Measures were taken to protect the identity of women involved, in order to avoid negative consequences for women who shared information with ISAF. Female interpreters, though hard to find, were also important sources of information.

What are the advantages and disadvantages of mixed and sex-segregated teams?

In some armed forces, such as the US Armed Forces, teams of non-combat female military staff were deployed for short periods of time specifically for engaging with local women. According to Col. Tistam and Capt. Rosenkilde, it was more advantageous to have teams composed of men and women where the latter were fully integrated. This gave military personnel (male and female) more time to establish contact with inhabitants of the region where they were stationed.

How can we ensure gender is systematically addressed at the operational level?

As a means to systematize the integration of gender perspectives in operational planning, Lt. Col. Hansson suggested it was useful to add an annex in operational plans that specifically addressed gender.

How can we ensure women are deployed in sufficient numbers?

Capt. Rosenkilde suggested that, whenever an officer was assigned to be commander, a gender adviser should be appointed to help with the selection of team members. Col. Tistam added that it was necessary to reduce the level of physical requirements and to put emphasis on other aptitudes through which women can contribute, as well as the fact that women's presence increases the flexibility of the team and its overall capacity.

What are practical ways through which lessons learned can be valorised?

Col. Tistam indicated that a report relating experiences from the field had been given to the gender point of contact at the Swedish Ministry of Defence. This report should serve as a basis to develop the new Swedish National Action Plan for the implementation of UNSCR 1325. In addition, gender field advisers should be involved in the design and review of pre-deployment and in-the-field training.

How to ensure local women's safety?

Col. Tistam noted it was crucial to use existing women's networks and organisations and not to impulsively approach any woman. Moreover, when going to a new village, officers often first met with Afghan men and, at a later point, asked if it was possible to also meet with women, which usually did not prove problematic. Capt. Rosenkilde added that strategies exist to ensure that interactions with women do not occur in public. For instance, when meeting a woman who seemed willing to share information, Capt. Rosenkilde invited her to meet elsewhere at a later point, rather than starting a discussion in a public space where her interlocutor could be recognised. Finally, Col. Tistam indicated that the exchange of information that occurred between Swedish Armed Forces and Afghani women could sometimes also be useful to the women concerned, enhancing their security rather than endangering it.

Working group session

The objective of this session was to reflect on the Swedish experience, bring in other country experiences and stimulate debate on what lessons learned were transferable, or not, and why.

Topic 1: Towards a gender-balanced and gender-sensitive service: Adapting human resources policies in the armed forces

Facilitators: Ms Annemieke de los Santos, Women, Peace and Security Coordinator, Dutch Foreign Ministry and Lieutenant Colonel Christianne Vermuë, Gender Advisor, Dutch Ministry of Defence

Participants concluded from the panel presented by the Swedish Armed Forces that it was crucial to work towards an increase in the number of women and a deeper integration of gender perspectives in the defence sector. In this working group, they discussed the different ways through which reforming human resources policies can contribute to a more gender-balanced and gender-sensitive work environment in the armed forces.

1. Challenges and strategies with regard to recruitment, retention and promotion of women in the armed forces

Lesson learned: Design armed forces' advertisement campaigns to attract both men and women.

Participants stressed the importance of designing advertisement campaigns appealing to both men and women. Lt. Col. Vermuë of the Dutch Ministry of Defence noted that recent recruitment campaigns of the Dutch Armed Forces tend to put emphasis on "masculine values," such as adventure and overcoming physical challenges. Ms Sidsel Aas highlighted that such advertisements do not reflect the whole range of aptitudes needed in the armed forces, or the spectrum of activities armed forces engage in. Mr Daniel de Torres suggested that advertisement campaigns need to put more emphasis on military personnel's mandate to serve one's country and help civilian populations, values which were more likely to appeal to a majority of women.

Captain Tore Asmund Stubberud of the Norwegian Royal Navy reported that, as part of its attempt to recruit more women, the Ministry of Defence of *Norway* consulted marketing agencies to make a gender-specific assessment of its advertisement campaigns. Through this process, the Ministry realised that existing campaigns, which emphasised adventure and risk-taking, provoked negative reactions among a

majority of women, who perceived the advertisements as reinforcing their idea of the armed forces as an institution focused on destruction. According to Commander Patricia Flakstad, this consultation led the Norwegian Armed Forces to try to change their public image, in order to attract more women. A new advertisement read: “It is not about how many kilos you can carry: it is about how smart you are.”

Lesson learned: Provide younger generations of women with role models.

Since armed forces have traditionally been composed mainly of men, the professional identity of military personnel tends to be framed in masculine terms. CAPT Stubberud gave the example of a coast guard who, when giving a recruitment talk in front of potential female recruits, kept referring to his staff as “boys.” Moreover, all pictures included in his presentation featured male soldiers exclusively. The prevalence of similar – often unconscious – representations of armed forces as masculine institutions makes women feel that they do not have a place in the military.

Ms Laurie Muir of NATO’s International Staff argued that an effective way to inform younger generations of women that military careers are accessible to them is to present them with role models such as high-ranking female officers. Ms Maja Bjelos of the Belgrade Centre for Security Policy (BCSP) and Lt. Col. Vermuë pointed out that, in *Serbia* and the *Netherlands*, female representatives of the armed forces presented lectures in schools to provide information on employment opportunities for women interested in joining the armed forces.

Lesson learned: Appoint a gender adviser at recruitment level.

Participants emphasised that, even when large numbers of women are keen to join the armed forces, they often face discrimination at the recruitment level. For instance, Ms Željka Šulc of the Atlantic Initiative reported that, in Bosnia and Herzegovina, a high number of women applied for jobs in the armed forces, often due to the fact that a military career was considered stable and financially advantageous. However, the proportion of women in the Bosnia and Herzegovina armed forces remained lower than the official target of 10%. Ms Šulc suggested this was due to recurrent incidents of discrimination against women, which mainly go unreported, due to the absence of structures to address the problem. Enrico Müller described a similar situation in the German Armed Forces, which, with 10% women among their ranks, was short of reaching the unofficial target of 16%. He indicated this may have been due to the fact that, while all military units are open to women, no gender-sensitive guidelines yet apply to the composition of military units.

Lt. Col. Vermuë reported that, in the Netherlands, the recruitment office could consult with a general gender focal point. However, since no one was responsible for doing so, the impact was limited. She argued it would be more helpful to hire a gender adviser specifically mandated to be active at the recruitment level, as had been done in *Sweden*. According to CAPT Stubberud and Cdr. Flakstad, the mandate of such a gender adviser should be both to prevent discrimination against women and to ensure male recruits are aware that military service is not only about adventure and physical challenges, but also about supporting civilian men and women. Moreover, CAPT Stubberud added that a gender adviser active at the recruitment level could also work on sensitising recruitment personnel. Indeed, he noted that many selectors think of men as individuals and of women as a gender. For example, if a man breaks down emotionally, his individuality is likely to be blamed, while if a woman does, the tendency is to blame her gender. This reflects the need for long term initiatives aimed at changing attitudes and behaviours regarding gender stereotypes.

Lesson learned: Adapt policies to reconcile professional obligations with family responsibilities.

Participants addressed how women are often dissuaded from starting or pursuing a career in the armed forces because of working conditions that often prove hard to reconcile with family responsibilities. For

instance, in Norway, military training requires military personnel to spend long periods of time in stations located in the countryside. In Sweden, military personnel deployed to Afghanistan were gone for periods of six months. Some armed forces have reacted by adopting a number of family-friendly measures. For instance, CAPT Stubberud reported that, in *Norway*, there were restrictions on the type of positions women can be assigned to during pregnancy. Moreover, according to Lt. Col. Vermuë, in the *Netherlands*, female staffs who are mothers of children under five could not be deployed abroad. With respect to this type of policy, CAPT Stubberud pointed out that, in many armed forces, parents of young children are subject to a double standard: while most worry about the impact of a female officer being away from her children, few are concerned with regard to prolonged absences of fathers from their family. CAPT Stubberud also raised the question of parental leave and work assignments for families where both partners are serving in the military. Should both parents be sent for an international mission at the same time? And if not, who should stay at home?

Lesson learned: Reform parental leave policies to ensure equal chances of promotion for all.

Participants discussed how women's promotion opportunities are generally fewer than men's, even among female personnel with relevant experience. For example, Ms Bjelos indicated that the only woman deployed with the Serbian Armed Forces in Liberia still held a low-ranking position.

In some cases, certain family-friendly measures such as long maternity leaves and excluding mothers from deployment contribute to reducing women's promotion opportunities. Participants noted one important challenge is thus to find the right balance between allowing sufficiently long maternity leaves and yet ensuring that women are also promoted and represented at decision-making levels. Different armed forces have different approaches to this challenge. Lt. Col. Vermuë indicated that, in the *Netherlands*, the time spent on maternity leave was counted as working time and experience. In contrast, in *Moldova*, women were by law allowed to take a three-year maternity leave while receiving 75% of their salary. However, the time spent on maternity leave was not taken into account when it came to promotions.

An effective redistribution of parental leaves between men and women may also contribute to balancing male and female staff's promotion opportunities. In *Norway*, male personnel are allowed parental leave to an extent similar to that of female personnel. According to recent Norwegian regulations, parental leave is divided into three equal parts: one for the mother, one for the father, and one part that the parents may divide as they prefer. In most cases, the last third of parental leave is taken by the mother, but the regulation is nonetheless expected to balance the promotion opportunities enjoyed by female and male staff. At the time of the seminar, similar policies were also being discussed in Sweden, according to Lt. Col. Mats Hansson. Prof Kari Fasting and Cdr. Flakstad suggested that a change in legislation may help to make this possible in other countries. However, changing the legislation is often only a first step: Captain Peter Vollmuth indicated that, even though paternity leave was a possibility in Germany, few fathers actually took it. Similarly, in *Bosnia and Herzegovina*, Ms Šulc reported that paternity leave existed but was not always granted in practice.

Lesson learned: Launch gender-sensitisation initiatives targeting both male and female personnel.

While recognising the importance of increasing the number of women in the armed forces, Ms Šulc stressed the need to change mentalities among military personnel in general (both men and women). Lt. Col. Vermuë and Prof Fasting agreed, identifying certain aspects of military culture that reinforce the idea that women and men are not equally fit to undertake military assignments, even in countries where gender equality is often taken for granted. To illustrate this point, Lt. Col. Vermuë gave the example of a survey conducted among students of the Dutch Military Academy. In the first year of their military training, students were highly supportive of equal opportunities for men and women in the armed forces, but did not feel the same way by their third year. For Lt. Col. Vermuë, this was evidence that negative attitudes towards women's place in the military did not come so much from the individuals concerned, but from the

beliefs they were socialised with during their military training. Prof Fasting added that military culture tends to encourage soldiers to perform masculine gender roles in ways that are intimidating and threatening to women. She cited a number of studies indicating that sexual harassment is more prevalent in armed forces than in other workplaces.

According to CAPT Stubberud, unfriendly or derogatory attitudes towards female colleagues are also connected to identity-seeking processes that male recruits experience upon entering the military. In his view, many male recruits enter the armed forces with a specific idea about how becoming a soldier will turn them into a certain kind of man and allow them to demonstrate how “truly masculine” they are. As a result, seeing women among the ranks can be upsetting for these young men: how are they to prove that they are “real men” if female colleagues are considered equally fit for the job? CAPT Stubberud observed that a common reaction among male recruits is to systematically undervalue the performance of female peers. For instance, in an exercise where six men and one woman had to run through mud, the only female member of the team, who finished second, was ranked as lowest in leadership capacities by her male peers.

Mr de Torres indicated that changing policies can be a way to attempt to change cultures in the long term. As one way to initiate a change in mentalities, Ms Aas indicated that the Ministry of Defence of *Norway* had launched an initiative to sensitise and inform troops about gender and UNSCR 1325. Moreover, Lieutenant Colonel Hilde Segers and Dr Louise Olsson suggested that gender training could be a way to make young military men more aware of their gender roles and of the gender norms they perform in a military context. More generally, it could be part of a strategy to make the armed forces more welcoming to women and thus increase retention.

Lesson learned: Provide female military staff with support networks such as female staff associations.

Lt. Col. Vermuë indicated that, while she felt comfortable in a work environment where men constituted the majority, there were some questions on military life about which she would rather have sought advice from female colleagues. For instance, in an environment such as Sudan – where women have been killed for wearing trousers – female staff may prefer to discuss how to deal with the obligation to wear military uniforms in such an environment with other military women. Ms Anja Ebnöther pointed out that female staff associations can provide female staff with a place to discuss such issues. According to Cdr. Flakstad, in *Norway*, the Armed Forces’ Female Association holds an annual two-day conference on topics related to gender or defence and security policies for the purposes of information sharing and network building. These events are funded by the Norwegian Staff of Defence. The membership of the network is restricted to women. However, meetings and seminars, which sometimes address gender issues, were open to men. Finally, the general soldiers’ union has a gender focal point.

Ms Kathrin Quesada and Mr Petter Hojem argued that women’s networks can be instrumental in advancing gender equality within the military structure and that they therefore should be supported. Mr Sotiraq Hroni agreed female staff associations are important actors with regard to security debates and security sector reform.² However, in several armed forces, staff associations are not allowed. For instance, Ms Šulc indicated that, in the Armed Forces of Bosnia and Herzegovina, there is no formal rule on professional associations, but a tacit understanding that they are not allowed.

² For more information on female staff associations, see Kathrin Quesada (ed.) and Ruth Montgomery, *Female Staff Associations in the Security Sector: Agents of Change?*, DCAF Occasional Paper 25 (Geneva: DCAF, 2011). Available at: <http://www.dcaf.ch/Publications/Publication-Detail?lng=en&id=132691>.

2. *Developing and adapting human resources policies in collaboration with both male and female personnel*

Lesson learned: Increase gender-sensitivity among parliamentarians and policymakers through cross-national exchanges.

With regard to processes leading to the gender-sensitive reform of human resources policies, participants agreed that political support and leadership at the legislative and executive levels of government are essential. Mr de Torres emphasised that a lot had been achieved in the last few years: defence institutions have made gender equality a political priority in many countries. However, political support cannot always be taken for granted: Ms Šulc and Ms Bjelos indicated that, in Bosnia and Herzegovina and in Serbia, there is a lack of political commitment to gender mainstreaming among political elites which hinders the development and implementation of gender-sensitive policies. Moreover, Major Roman Alexandru indicated that while the Moldovan Armed Forces are working with the Ministry of Labour to create a gender-responsive working environment, one important obstacle is the lack of resources available to train the staff responsible for elaborating human resources on gender-sensitive planning.

Participants acknowledged that, overall, gender perspectives are not integrated in the design of human resources policies to the same extent and in the same way across NATO member and partner states. They agreed that cross-national exchange and dialogue is a useful way to increase knowledge and the diffusion of gender-sensitive norms. Ms de los Santos, Mr de Torres and Ms Muir suggested meetings and exchanges between counterparts of different NATO member and partner nations as a key strategy to sensitise politicians and policymakers to the need to take gender perspectives into account when thinking about peace and security. Mr de Torres argued the diffusion of gender-sensitive norms is more likely to happen as a result of exchange between peers, where interlocutors can talk to each other as equals.

Lesson learned: International organisations should support local initiatives for gender-sensitive transformation of the defence sector.

A number of international institutions and transnational networks exist that can be used as frameworks for exchanges between practitioners from different defence institutions to take place. Ms Muir suggested that NATO could offer a framework for human resources personnel from different NATO partner countries to meet and exchange on gender-sensitive human resources policies.

Participants also emphasised how international organisations can support local initiatives aimed at ensuring the integration of gender perspectives in military organisations' structures and policies, sometimes as part of the implementation of National Action Plans. Ms Ebnöther mentioned that, as an international foundation, DCAF supports policymakers in integrating gender perspectives in policy-making and training, including through bilateral exchanges. Ms Bjelos gave an example: with support from *Norway*, DCAF was supporting projects related to the implementation of *Serbia's* National Action Plan with regard to institutional structures supportive of gender equality and gender-sensitive HR policies.

Lesson learned: Increase internal gender expertise in defence institutions.

Some of the participants identified a lack of gender expertise within military institutions as an obstacle to the adoption of gender-sensitive human resources policies. For instance, in Albania, while women were well comparatively well represented in the armed forces, as reported by Colonel Suzana Jahollari, there are no formal policies or strategies on gender issues. Moreover, no one in the chain of command is responsible for promoting gender equality, resulting in the persistence of discriminatory practices. Ms Šulc reported a similar situation in the Armed Forces of Bosnia and Herzegovina. Despite a commitment to have 10% women among the personnel, implicit norms and convention tend to supersede written rules, sustaining tendencies to discriminate against women (with most discrimination cases remaining unreported) and no

gender adviser to encourage gender-sensitive practices. Ms Muir added that the lack of internal gender expertise is a recurring challenge for most armed forces in the context of international operations. She indicated that, in NATO-led operations, it is difficult to fill gender adviser posts. NATO members, she argued, need to increase the number of gender advisers among their armed forces personnel, as their presence is key to reaching gender-related objectives. Commander Kimberlie Young suggested gender advisers within and across different military institutions should be better connected and communicate better. Mr de Torres agreed, especially considering that gender advisers are sometimes appointed on an ad hoc basis, or reassigned to other positions, resulting in diffusion of gender-related experience and a possible loss of valuable expertise.

Raising the question of what specific qualifications are needed to become a gender adviser, Ms de los Santos argued that gender advisers should have a military background, which would give them an insider's understanding of military jargon, structures and conventions, as well as additional credibility. For this reason, according to Captain Lotta Öhman, the Armed Forces of *Sweden* now recruit gender advisers among military staff. Mr de Torres cautioned that seeing the world through a gender prism requires a lot of experience and practice. Thus, in some cases, there may be advantages to seek the advice of someone with a gender background.

Lesson learned: Involve both men and women in the revision of human resources policies.

According to CAPT Stubberud, human resources policies concerning the management of family life should be addressed by both men and women. However, Col. Jahollari indicated it was difficult for Albanian military women to participate in the formulation of such policies. Mr Sotiraq Hroni added that, while gender advisers may be overwhelmed with other assignments, a female staff association had been advocating for improvements in human resources policies in *Albania*.

Background: Women in the Armed Forces of the Republic of Albania

The association "Women in the Armed Forces of the Republic of Albania" was created and approved on February 4, 2011. Its main mandate is to:

- Promote gender equality, equal opportunities and the full involvement of women in the Armed Forces, including in peace support operations and with regard to education, training, promotion and responsibilities, including through the improvement of Albanian legislation with regard to recruitment, education and training in the armed forces
- Promote human rights, including women and girls' human rights ; the rule of law; and UNSCR resolutions on women, peace and security
- Develop a comprehensive strategy on the integration of gender perspectives addressing operational planning and the adoption of special measures for the prevention of all forms of gender-based violence
- Enhance training on women's rights and gender for military personnel
- Advise leadership on critical issues affecting women in the Armed Forces
- Ensure awareness of gender issues in all phases of peacekeeping missions through the chain of command
- Support the families of military personnel deployed abroad
- Support female staff involved in gender issues (the Association was working on a database of women receiving gender trainings)

Topic 2: Integrating gender in international operations

Facilitators: Lieutenant Colonel Mats Hansson, Swedish Armed Forces and Captain (N) Tore Asmund Stubberud, Royal Norwegian Navy

1. Integrating gender perspectives in operational structures

Lesson learned: Demonstrate gender-sensitive leadership early in the planning process.

Participants agreed that military leaders need to integrate gender into the agenda early in the planning process. However, CAPT Stubberud noted that one important challenge is to fight the perception, common among commanders, that there is not enough time and resources to integrate gender perspectives into all activities. Along with Lt. Col. Hansson, he emphasised that gender perspectives are nonetheless essential to succeed in places where military actions are insufficient to create a secure environment. Political involvement is also needed, including with regard to gender politics. Addressing gender in a mandatory annex in the operation plan, as done in *Sweden*, may be a way to force it in the planning procedure. Ms Quesada and Mr Hroni added that, when intervening at the level of gender politics, one needs to keep a broad perspective and look at gender mainstreaming not only in the armed forces, but also in other security sector institutions such as police and justice institutions. Communication should also be increased so that lessons learned can be shared between different institutions and actors.

Lesson learned: Send a clear message that gender is not only about women.

Ms Quesada indicated that one challenge, when discussing the integration of gender perspectives, is not to focus on women, but on gender as a social construct affecting both men and women. Prof Fasting noted that while many thought of gender perspectives as “women’s issue,” it should be natural to think of them as everyone’s issue. Incidentally, CAPT Stubberud added that gender perspectives are useful not only when advocating for women’s rights, but also when thinking of cultural awareness. Military personnel need to understand what operational difference the integration of gender perspectives can make for them, notably, as suggested by Dr Arita Holmberg, in the context of civil-military relations in international operations.

Lesson learned: Address gender perspectives in reporting and share lessons learned.

CAPT Stubberud emphasised that gender dimensions should be integrated in the regular reporting process, notably as a way to hold leaders accountable. Participants agreed that, while quantitative indicators are easier to obtain and to share, qualitative indicators are essential to draw a fuller picture of gender aspects of a given situation. Such reports could be used to compare different units, evaluate what methods are most successful and reward positive initiatives. Mr de Torres gave the example of *South Africa*, where high-ranking officers report on gender-related initiatives to their peers as a way of ensuring accountability. Mr Hroni suggested that general lessons learned from such reports could also be shared at a European level, for states to benefit from others’ knowledge on the issue.

Lesson learned: Appoint gender advisers and ensure they have sufficient access to commanding officers.

Mr Hojem pointed out that, as long as most individuals do not see the integration of gender perspectives as a normal part of their work, the presence of gender advisers at the operational level will remain necessary. CAPT Stubberud cautioned that having responsibilities with regard to gender mainstreaming appointed to a specific individual tend to make everyone else think that addressing gender is someone else’s responsibility. Thus, along with Prof Fasting, he argued that one mandate of the gender adviser should be to ensure that what is learned in gender training is put into practice. Ms Quesada added that the position of the gender adviser in the military structure and their linkage to the commander needs to be clear.

One difficulty, according to CAPT Stubberud, is to convince authorities that gender adviser positions are a priority. At the Norwegian Ministry of Defence, where the number of staff deployed in a standard unit – which generally comprises, *inter alia*, a driver, a medic and guards – is regulated, the reasoning was that a position needed to be selected away in order to make possible the establishment of a gender field adviser position. Lt. Col. Hansson indicated that in *Sweden* (male and female) gender advisers were nonetheless integrated in mobile observation teams, after having received a specific type of gender training.

2. Facilitating the deployment of women in peace support operations through adapted human resources policies

Lesson learned: Increase the overall number of women in the armed forces available for deployment.

The participants discussed how women are often even less represented in international operations than in the armed forces in general, often due to the fact that most women are hired in administrative and “support” positions. This was the case, according to Maj. Alexandru, in Bulgaria and Moldova, where most women in the armed forces are in support services instead of operational positions, which are often deemed “unsuitable” for them. As a result, few women have the necessary background to be deployed, notably because they do not have access to adequate training. For instance, in the Moldovan Armed Forces, it is not possible for women, most of whom are working in the civilian branch, to follow courses on landmine extraction, reserved for military personnel. For this reason, Mr Hroni noted it is not enough to reach a certain percentage of women in the armed forces: these women must also be present in operational positions where they are available for deployment. CAPT Stubberud concluded that armed forces need to put more female soldiers “in the pipeline” for deployment.

Topic 3: A comprehensive approach: Gender education, training and exercises

Facilitators: Mr Ole Magnus Totland, Gender Section, Norwegian Defence University College and Captain Lotta Öhman, Swedish Armed Forces

Keeping in mind that one key competence of military organisations is the ability to manage knowledge transfers and information flow, participants agreed that gender perspectives should be integrated in military education and training at all levels. According to CAPT Stubberud, military training that integrates gender perspectives is better adapted to the reality of contemporary military operations: troops need to learn how to shoot, but also how to interact with civilians. The different modalities and types of training are discussed in this section.



1. Choosing adapted training formats and durations

Lesson learned: Different audiences require different training formats.

Participants agreed the format and duration of a training session should vary according to the training audience and medium. Cdr. Young suggested that gender training for armed forces personnel could target three different types of training audiences: military personnel with little or no gender background, gender advisers, and (female) engagement teams (sometimes referred to as family support units or cultural support units). Cdr. Young emphasised the comparative underdevelopment of available training for the latter group and the need to further reflect on how they should be trained. Participants noted that gender training for the two other types of audiences was nonetheless developing quickly.

With regard to military personnel with little or no prior knowledge on gender, Cdr. Young indicated in-the-field training could be delivered through advanced distributed learning (ADL), as in the case of the one-hour computer-based gender training module developed by NATO. Dr Louise Olsson pointed out that it is also possible to deliver “live” introductory gender training in the field, as the Folke Bernadotte Academy had done with military observers deployed in the EU Monitoring Mission in Georgia. As concerns pre-deployment gender training for enlisted personnel, Prof. Fasting advocated for longer training sessions than the four-hour sessions delivered in the Norwegian Armed Forces. Ms Eva Zillen reported on *Sweden’s* approach to gender training for military leaders through the “Gender Coach” programme, a component of the Swedish [Genderforce](#) programme. During six months, high-ranking officers were assigned a coach mandated to help them make sense of how gender concepts apply to their daily work. Dr Olsson reported that the Gender Coach programme involved one hour-sessions every month for a period of six months, which represented a small investment of human resources, but provided a lot to reflect on over time, focusing on progressive capacity-building. According to Capt. Öhman, *Sweden* had also carried out civil-military relations exercises where gender-related situations were included in the context of the 2011 Viking exercise, to which 3000 enlisted personnel from PfP states participated. One of the objectives of the exercise was to “enhance understanding of and skills implementing ... UN ... resolutions ... relevant to peace operations and response operations, such as ... UNSCR 1325 and 1820.”³ Mr Robert Wildow announced that Sweden would set up a gender centre as of January 2012, offering courses and activities to international participants. The Swedish Gender Centre will be located in Kungsängen outside Stockholm. Lt. Col. Hansson pointed out that this development would open the door to the possibility of setting standards and certification for gender education and training.

Mr de Torres suggested that, while gender training sessions are a positive development, gender perspectives should also be mainstreamed throughout all military training, in line with the idea that integrating gender perspectives is about conducting normal activities while being aware of their gender implications. This would require reviewing all training modules with the help of gender advisers. By using appropriate imagery, examples and exercises, gender could hence be portrayed as part of the scenario rather than an alien concept forced from outside. In the absence of gender advisers, Cdr. Young suggested one could prepare list of questions to address on each training topic.

Some institutions also delivered training specifically designed for gender advisers. For instance, the Folke Bernadotte Acedmy was about to deliver, in May 2011, a one-week course “to train individuals to function in the role of a gender field adviser on operational and tactical level in all types of peace operations as well as in staff exercises.”⁴ Capt. Öhman reported that this course lasted one week and was followed by an exercise. A similar course had also been delivered in South Africa. Cdr. Young argued that training for gender advisers should be integrated in the “multinational capability development taskforce” NATO was planning in the context of the 2012 NATO Summit. She suggested the taskforce could comprise an international gender training team delivering one-week gender adviser courses in pre-deployment or deployment contexts, or at the upcoming Nordic Centre of Excellence on gender. Courses could focus on implementing UNSCR 1325 and integrating gender perspectives throughout trainees’ organisation or mission’s activities. Participants agreed that follow-up is essential to ensure a long-term impact. A coaching programme, throughout which a gender coach would work with trainees for the six months following the initial training session, could consolidate the training. Finally, the programme could be concluded by a “refresher” session, focusing on the progresses achieved over six months and remaining challenges, a formula DCAF was planning to adopt in the context of a “training of trainers” in Palestine, planned for July

³ Swedish Armed Forces and Folke Bernadotte Academy, 2011, “Viking 11 Exercise Specification”, available at http://www.folkebernadotteacademy.se/Documents/VIKING%2011/EXSPEC%20VIKING%2011_ver%202%200_25_FEB%202010%20Final.pdf.

⁴ Folke Bernadotte Academy, 2011, “Gender Field Adviser”, available at <http://www.folkebernadotteacademy.se/en/Training/Courses1/Gender-Field-Advisor/>.

2011. Trainees would then be invited to use an online forum where they would be able to post their questions and receive answers from colleagues or gender experts.

Lesson learned: Whenever possible, involve civil society organisations.

Prof. Fasting argued gender training should be delivered, as much as possible, by military personnel. Other participants suggested that, considering the early development stage of military organisations' internal gender expertise, a lot could be gained from involving academics, researchers, women's organisations and civil society more generally. Ms Šulc and Ms Aas added that armed forces often do not fully use the expertise available among CSOs. Moreover, Ms Aas deplored that the Norwegian National Action Plan for the implementation of UNSCR 1325 does not mention the need to include civil society. Lt. Col. Vermuë and Ms de los Santos cautioned that, even when armed forces are interested in integrating civil society, it is not always possible, since training sometimes involves sharing classified information. Ms Ebnöther suggested CSOs working on and women's issues could still be involved during gender and defence transformation training and education for parliamentarians and policymakers.

2. Adapting training contents to different audiences

Lesson learned: Connect gender to concepts already familiar to your audience.

Cdr. Young pointed out that the very concept of "gender training" may feel threatening to some military personnel. To overcome this challenge, Capt. Öhman and Mr de Torres suggested relating gender perspectives to familiar concepts, such as "operational effectiveness" or "cultural awareness." Other participants, however, advised to be cautious when doing so, highlighting that gender training should remain a thought-provoking exercise. While recognising the importance of addressing the cultural dimension in interactions between military personnel and civilians, they worried gender-responsiveness may be lost if training focused exclusively on cultural sensitivity. Indeed, respect of other cultures may sometimes be promoted in ways that prove problematic from a gender perspective. Mr Totland added that any gender training should focus on making trainees realise that, by their mere presence, military troops contributed to modifying cultural norms and gender relations in the host society.



Lesson learned: Develop concrete and practical training materials.

Cdr. Young suggested that content should cover UNSCR 1325 and the role of gender advisers. Other participants agreed, adding that training contents should nonetheless be adapted to different audiences, which may comprise senior officers, junior officers or lower-ranking troops. As concerns training for troops, Capt. Öhman underlined that training needs to provide clear and practical answers to the question: how can UNSCR 1325 be implemented on the ground? In order to increase general awareness at the lower level, training needs to focus on practical, concrete practices and examples that make sense to the trainees. Mr de Torres observed that, while the content for education on gender for military officers is well developed, gaps remain at the level of training for lower-ranking officers and troops. Mr Carl-Einar Stålvant agreed that one important problem is the lack of standard operating procedures and protocols relating to the implementation of UNSCR 1325 and the abstract commitment to gender equality.

Such protocols and procedures could derive from the codification and standardisation of existing innovative initiatives relating to the implementation of UNSCR 1325 (for examples, see *Panel 1: Achieving sustainable defence transformation and effective international operations: The case of the Swedish Provincial Reconstruction Team of Mazar-i-Sharif in the International Security Assistance Force in Afghanistan*

). A first step in this direction is the monitoring and sharing of similar anecdotes and best practices. Ms Ebnöther noted such best practices are sometimes monitored using “after action reports” as a means to ensure continuity in operational contexts where military personnel are deployed for short periods of time. Ms Susanna Hedenmark indicated that the Armed Forces of *Sweden* were planning to conduct an analysis of such lessons learned reports. Ms Aas suggested that civilian researchers with relevant field experience could also contribute to developing training curricula. Moreover, noting that these reports are usually classified, Ms Ebnöther and Mr de Torres suggested many best practices could be made unclassified by changing name and location. They could then be shared through publications such as DCAF’s recently published [Gender and SSR Examples from the Ground](#). Cdr. Young and Mr Totland added that sharing could also be done through a database such as the one featured on the ACT webpage, which could be easily updated in order to reflect changes in practices.

Lt. Col. Vermuë reported that, in the *Netherlands*, every soldier sent abroad on a NATO-led mission receives a pre-deployment training covering lessons learned from previous missions, through a reporting structure that followed NATO guidelines. Gender training adapted to the area of operation to which soldiers are deployed is provided by Dutch or Swedish armed forces personnel as part of the pre-deployment training.

Lesson learned: Proactively diffuse international training standards.

Lt. Col. Segers indicated that NATO was counting on its member states’ delegates to make the NATO template for pre-deployment gender training known at the national level (for more details on the template see p.22). However, Ms Elisabeth Lape and Cdr. Young pointed out that policymakers had not been informed of the existence of this template in ACT and the United States, highlighting the need for increased communication at this level. Mr de Torres suggested that a more proactive distribution strategy, similar to those used for disseminating other NATO standards, may be usefully employed. Dr Olsson raised the issue of the diffusion of norms developed by international organisations to national institutions, alluding to problems of compliance, accountability and credibility. Cdr. Young observed that standards are likely to be adapted differently by the army, the navy, the air force or other sections of armed forces. Mr de Torres suggested the application of international standards is likely to depend on their demonstrated efficiency, as well as the organisations’ institutional capacity and power relations within the concerned institution. A strategy for success is to identify key people in ministries of defence who may influence training curricula and to advocate in favour of gender training and the use of relevant materials.



Mr de Torres also reported that other international organisations were developing standards. The UN DPKO already had a gender training module, though dated and strongly focused on “conduct and discipline” aspects. The African Union was in the process of drafting a code of conduct, which would include a section on gender. Finally, the EU was also developing gender training standards.

Panel 2: Developing international training standards: Where do PfP states and NATO stand?

Moderator: Mr Daniel de Torres, DCAF

Over the past years, efforts to institutionalise and standardise gender-related content in mandates, terms of reference, training and education curricula have increased. However, NATO and PfP states have different levels of awareness and understandings of what integrating gender perspectives into training and education means in practice. Moreover, they encounter different challenges in developing and rolling out gender trainings. In order to provide some guidance, NATO published in 2010 a summary of activities related to gender and has taken up gender in the framework of the discussions on NATO's new strategic concept. In parallel, the NATO Committee on Gender Perspectives (NCGP) has developed general standards for gender training. In addition, NATO has tasked the PfP Consortium with the elaboration of standard curricula for defence institution building and professional military education (PME). This session examined these developments and discussed the nature of the steps to take in order to further streamline gender training and education at the national and international levels, in NATO as an organisation and in individual member and partner states.

Gender mainstreaming in NATO: Latest developments

Speaker: Ms Laurie Muir, Chair of the NATO Taskforce on UNSCR 1325

Background: The NATO Taskforce on UNSCR 1325

In the past few years, 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 adviser positions in operations (as currently implemented in Afghanistan). Different structures have been involved in mainstreaming gender perspectives throughout NATO. One of them was a Taskforce on UNSCR 1325 bringing together civilian and military staff across Headquarters.

In 2010, the momentum gained around the tenth anniversary of the adoption of UNSCR 1325 provided an auspicious environment for increased integration of gender perspectives throughout NATO activities and structures. Ms Muir reported that, while NATO's new strategic concept, adopted in November 2010, did not address gender, the NATO Taskforce on UNSCR 1325 contributed to the development of five mainstreaming "tracks" through which gender perspectives have been integrated in NATO and member states' military and political discourse and practice.

First, with regard to *gender mainstreaming in policies, programmes and documentation*, Ms Muir argued that gender perspectives have increasingly made their way into NATO reports (notably NATO Summit reports) and reporting systems. Moreover, the first [annual report on the NATO policy on the implementation of UNSCR 1325](#) received high-level support at the [Lisbon Summit of November 2010](#), during which heads of state committed to implementing UNSCR 1325. UNSCR 1325 was also addressed in the regular NATO annual staff talks. Ms Muir announced that, in October 2011, NATO's Secretary-General would publish a first public report on annual progress in implementing UNSCR 1325 in NATO, in addition to a progress report by foreign ministers expected for December 2011.

Second, in the field of integrating gender perspectives in *operations*, the NATO Taskforce on UNSCR 1325 intends to encourage member states to develop more National Action Plans in collaboration with the United Nations, the European Union and the OSCE.

Third, at the level of *cooperation with other international organisations and NGOs*, Ms Muir reported that, in February 2011, representatives of the NATO Taskforce on UNSCR 1325, UN Women, DPKO and the Allied Command Transformation (ACT) had met to conduct a mapping exercise of existing training. Another objective was to see if areas of mutual assistance could be found. The outcome of this first meeting was an agreement to meet three times a year (with the chair rotating among organisations) to work on gender training sessions offered by the different institutions. Modalities of cooperation should be established by the end of 2011.

Fourth, Ms Muir identified *education and training* as a key element to the mainstreaming of gender perspectives in NATO activities. She reported that, following the development of an ADL training module, NATO had been working in collaboration with the PfP Consortium and DCAF on an initiative on PME. Moreover, the US Naval Postgraduate School in Monterrey, California, an affiliate of the PfP Consortium, focuses on education on gender-related issues and has been working in Bosnia and Herzegovina on gender and defence reform. Recently, the NATO Taskforce on UNSCR 1325 held discussions with UNDP Serbia on a joint project on training, education and cooperation with international organisations.

Fifth and finally, since 2010, NATO has had a *public diplomacy* strategy on UNSCR 1325, channelled mainly through the media.

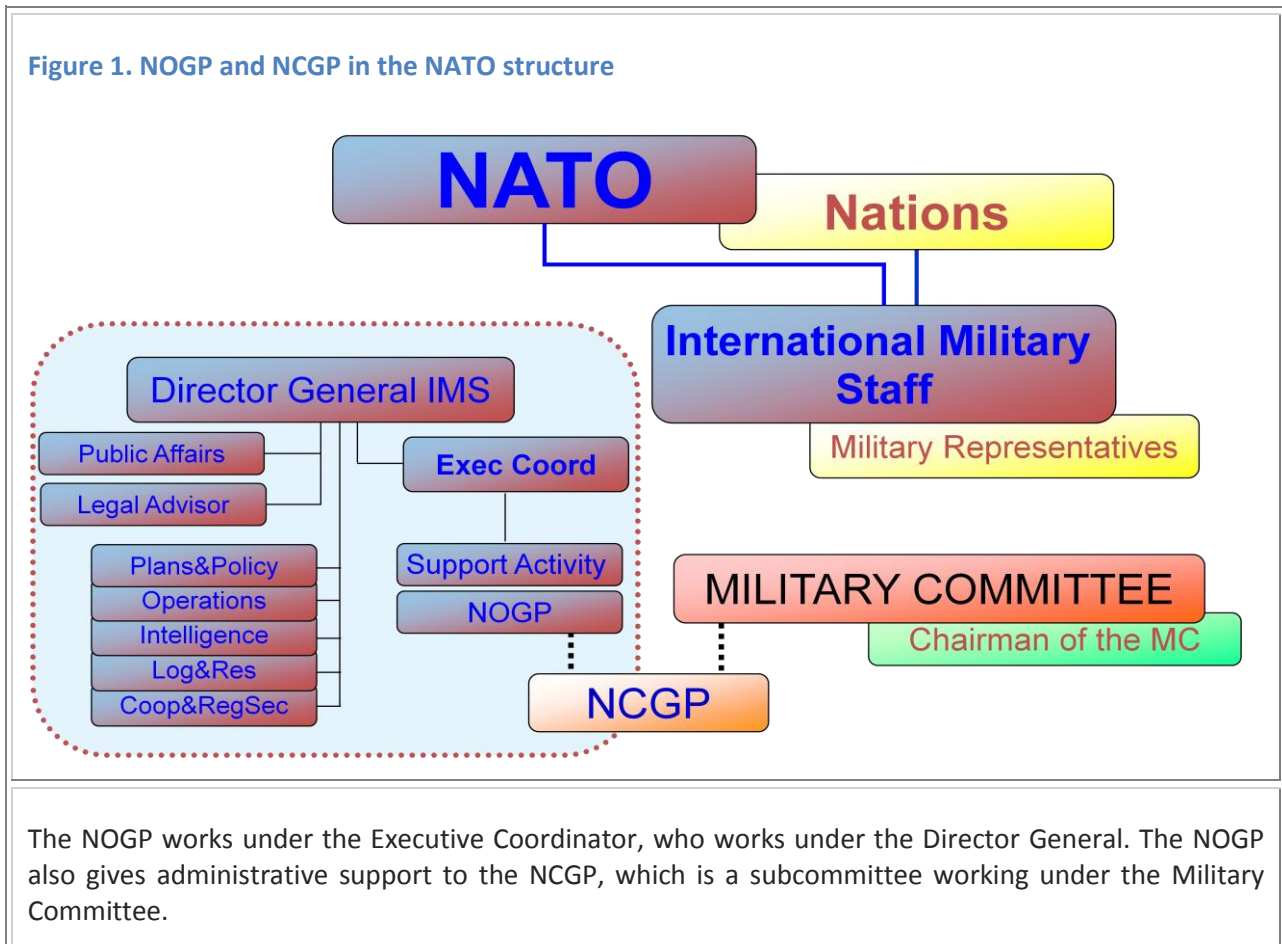
NATO template for pre-deployment training

Speaker: Lieutenant Colonel Hilde Segers, Office on Gender Perspectives

Background: The NATO Committee on Gender Perspectives

Operative from 1976 to 2009 as a consultative body, the Committee on Women in the NATO Forces (CWINF) encouraged women to serve in armed forces, provided guidance on gender and diversity issues and documented operations-related lessons learned relevant to service women, as well as gender-sensitive practices. In 2009, the CWINF was mandated to provide technical input and advice on gender mainstreaming to the Military Committee, especially with regard to international missions and was thus renamed "[NATO Committee on Gender Perspectives](#)" (NCGP). The NCGP also facilitates exchange of information within NATO, liaises with international organisations and agencies and acts as a focal point to collect, analyse and disseminate information on gender issues. At least once a year, the NCGP conference gathers delegates mandated by the 28 NATO member states – representatives from PfP, Mediterranean Dialogue, contact countries or international and research institutions may also be invited – convene to discuss gender issues in the context of NATO, share data and experience and work around selected themes. The conferences are organised by an Executive Committee, consisting of four people who meet regularly and are also responsible for discussing meeting outcomes and preparing publications. The proceedings of the conference are regularly [published](#) on the committee's webpage. Another output is a brochure produced every year on topics addressed during the Conference. As of 2011, the annual conference will be open to the public. The NCGP receives administrative support from the NATO Office on Gender Perspectives (NOGP, formerly Office on Women in NATO Forces, established in 1997). The NOGP is responsible for NCGP publications and recommendations, press releases and collection and sharing of information. A permanent office staffed by two people, it is located under the Executive Director of the International Military Staff and has gender points of contact in all divisions.

Figure 1. NOGP and NCGP in the NATO structure



Lt. Col. Segers recalled that, in 2009, the NCGP held its first meeting on gender training and education. During this meeting, delegates identified shortfalls in education and training on UNSCR 1325. The 2010 NCGP conference was thus devoted to designing a [template for pre-deployment gender training](#) for national contingents, in cooperation with DCAF. The template aims to “provide common principles as a basis of gender training for NATO member states” and covers thirteen topics, each of which is associated with learning objectives and a related audience (enlisted personnel, non-commissioned officers or officers). The template also recommends the consultation of (male and female) gender experts during the design and implementation of training, the involvement of civil society during training sessions, the need to remain practical and concrete and the evaluation of training sessions.

Lt. Col. Segers indicated that, since decisions on training were made at the national level, the template only has an advisory function which member states can draw on, develop and adapt to different contexts with the help of gender advisers. For instance, in the context of the Dutch-Spanish collaboration on gender training, this template was used as a basis for the elaboration of the training programme.

Topics covered in the Pre-Deployment Gender Training Template

1. Gender: definition and concept
2. UNSCR 1325 and related resolutions
3. NATO Directive BI-SC 40-1
4. Operational impact of gender perspectives
5. Women empowerment

6. Cooperation with other actors addressing gender issues
7. Gender in relation to CIMIC and development projects
8. Standards of behaviour/codes of conduct/anti-sexual harassment policies
9. Gender and security
10. Gender-based violence and human rights violations
11. Gender in relation to culture
12. Gender in relation to human rights and local legislation
13. Gender in relation to refugees

Allied Command Transformation initiatives to integrate gender perspectives

Speaker: Commander Kimberlie Young, Staff Legal Advisor and Gender Advisor, Allied Command Transformation

Background: NATO's Allied Command Transformation

[NATO's Allied Command Transformation](#) (ACT), located in Norfolk, Virginia, US, is one of NATO's military commands; it focuses on areas such as training and education, concept development and research with the objective to enhance NATO's relevance and effectiveness. One of ACT's mandates is to set standards for pre-deployment training that member states were expected to follow.

Cdr. Young reported that, as gender has become increasingly recognised as an important dimension of peace and security dynamics, the ACT has developed a gender mainstreaming strategy called "Gender Roadmap." According to Cdr. Young, the Gender Roadmap comprises actions in two different areas: raising gender awareness at the institutional level and providing gender training to military personnel. With regard to raising gender awareness, a gender adviser position has been added to the Peace Establishment⁵ 2012 structure, located with the commander. Two women and one man are already working part-time on gender-related issues. Moreover, an unclassified website documents gender-related best practices. Finally, in December 2010, a gender annex was added to the ISAF Operation Plan (Annex X).

At the level of gender training and education, Cdr. Young indicated that a first step had been the development of a gender-awareness ADL module. The module was designed as a standard pre-deployment introduction to gender awareness and the role of gender advisers for military and civilian staff. Moreover, all newcomers to the ACT are given an introduction to UNSCR 1325. According to Cdr. Young, training should be adapted to the context of the mission and informed by existing research in the fields of anthropology, sociology, history and behavioural sciences and on the knowledge of people with extensive field experience. Moreover, training should inform military personnel of what behaviours are likely to be counterproductive. For instance, female personnel deployed in Afghanistan should know it is not necessarily advisable to wear a headscarf while in combat uniforms, as this may be viewed unfavourably by the local population. Similarly, military staff should learn to interact with civilians, including women, in ways that minimise the insecurity to which they could be exposed by being in contact with ISAF personnel.

⁵ The Peace Establishment is a term used to describe the structure and manning levels used by NATO institutions in peacetime.

For instance, women who share information with ISAF personnel should not be publicly exposed (through photographs or videos, for instance), in order to protect them from violent retaliation.

Finally, at the time of the seminar, ACT was conducting a training needs analysis as a means to identify the next steps to take: it was yet unclear if priority should be put on a new general ADL course, a course for gender advisers, or on gender mainstreaming of training curricula of NATO's educational and training facilities, centres of excellence and peacekeeping training centres, as well as NATO members and partner states' national military education and training institutions. According to Cdr. Young, a priority should be to ensure that counter-insurgency training addresses gender issues. More specifically, "female engagement teams," who were often poorly trained and lacked clearly defined missions, crucially need specific training.

Integrating gender perspectives in professional military education

Speakers: Ms Elisabeth Lape, Education and Individual Training, US Joint Forces Command and Dr Kathaleen Reid-Martinez, co-chair, Education Development Working Group

Dr Reid-Martinez introduced the PfP Consortium Education Development Working Group, which supports the development of defence and PME in PfP states. The Working Group focuses on: (1) developing and adapting curricula to the needs of modern armed forces (what to teach); (2) teaching and learning methods that match best practices in use in Western defence education and training institutions (how to teach); and (3) faculty and institutional development and mentoring through sustained engagement over time (those who teach), in the form of tailored Defense Education Enhancement Programs in Kazakhstan, Georgia, Armenia, Azerbaijan, Moldova and Montenegro. Dr Reid-Martinez reported that, in 2011, with the support of DCAF, gender relations would be added to the Educators' Annual Program in Moldova.

In support of number (1) above, a staff member from the Canadian Defence Academy was requested to lead the development of a "partner reference curriculum," and the following "Generic Professional Military Education" curriculum for partner countries. As one of the United States' Department of Defense combatant commands, the US Joint Forces Command plays several key roles in transforming the US military's capabilities. Due to Ms Lape's experience within the command, and previous experience teaching at the Joint Forces Staff College, she was requested to be a member of the writing team, and was a team lead for the Junior Officer Group. Ms Lape reported that the generic PME Curriculum could be used as a template that armed forces could adapt to their specific needs. The curriculum was designed in partnership with different NATO member and partner states in 2009-2011. During the last meeting of the working group, Ms Lape strongly supported the recommendation by DCAF that gender perspectives be mainstreamed in the curriculum, which was at that time not common in this type of project. As of the time of the seminar, the curriculum was being circulated for peer review. The final version, planned to be released in October 2011, should have gender perspectives mainstreamed throughout its content.

Joint Spanish/Dutch gender training initiative

Speaker: Lieutenant Colonel Christianne Vermuë, Gender Advisor, Dutch Ministry of Defence

Lt. Col. Vermuë reported that, in 2007, the Dutch and Spanish prime ministers initiated a series of exchange programmes, meetings and discussions on gender-sensitive policies between the Dutch and Spanish ministries of Defence and Foreign Affairs. As an outcome of these discussions, a consensus emerged in December 2010 around the will to develop gender training for civilian and military personnel as a means to increase gender awareness. A training curriculum was designed in collaboration with Dutch and Spanish ministries of Defence and Foreign Affairs, CSOs and DCAF.

In contrast to the Swedish approach to gender training, the Dutch-Spanish initiative focuses on "young leaders" among foreign affairs and defence personnel being deployed to international missions (of the rank

of captain and higher). The project involves one-week courses held twice a year (in Spain and the Netherlands) starting in June 2011, focusing on both theoretical and practical aspects of gender-sensitivity in international missions. Lt. Col. Vermuë expressed the hope that the course would eventually be recognised and accredited at the EU and UN levels.

Based on the NATO template, the training focuses on different aspects:

1. Gender as concept and UNSCR 1325
2. Gender and SSR and Disarmament, Demobilization and Reintegration
3. Scenarios and role-plays
4. UN projects and initiatives

From research to operations and back to research: How to close the feedback loop?

A wide variety of defence academies, security studies institutes, international organisations, independent think tanks and NGOs engage in research on the integration of gender perspectives in the defence sector and its impact on international operations. This study group session provided an opportunity to examine recent research projects on gender and defence transformation. In study groups and in a plenary session, participants discussed applied methodologies, who was mandating research projects, how practitioners make use of existing research and how they contribute to shape research agendas and education and training curricula and whether and how results feed back into daily operations and policy development.

Working definitions and conceptual framework

Dr Louise Olsson, Folke Bernadotte Academy, Sweden

Dr Olsson defined **policy** as a “set of basic principles and associated guidelines, formulated and enforced by the governing body of an organisation, to direct and limit its actions in pursuit of long-term goals.”⁶ Because it involves the allocation of resources and aims at practical outcomes based on normative understandings of how the world should be, policy is by definition political.



Dr Olsson defined **research** as a “publicly known set of procedures designed to make and evaluate descriptive and causal inferences on the basis of the self-conscious applications of methods that themselves are subject to public evaluation.”⁷ However, particularly when conducting research on the social world, drawing causal inferences is a delicate endeavour. For instance, it can be tricky to draw causal inferences from interviews. For this reason, research is a collective and public effort to build knowledge over time; it is the result of public debate based on common rules.

⁶ Business Dictionary, 2011, available at <http://www.businessdictionary.com/definition/policy.html>.

⁷ Robert O. Keohane, “Political Science as a Vocation” in *PS: Political Science and Politics* 42:2 (2009): 359.

Dr Olsson suggested a typology of purposes for research.

1. Research as sense creation: Research can involve the “process of identifying and naming a phenomenon and investing it with meaning.”⁸ Scholar Roland Paris calls this process *Sinnstiftung*, which literally means “sense creation.”
2. Research as diagnostic: Research can attempt to diagnose the nature of a problem.⁹
3. Research as prescription: Research can be prescriptive when it attempts to conceptualise strategies to solve a problem.¹⁰

Examples from research on gender and defence transformation

Dr Olsson suggested a typology of ways in which research can influence policy. She illustrated each category of the typology with examples of research projects on the integration of gender perspectives in international missions. Additional examples were presented covering research on gender and defence transformation, notably in Bosnia and Herzegovina and in Albania.

Research as a means to develop policy informed by existing knowledge: Integrating gender perspectives into UN peace operations (1999-2000)¹¹

Presenter: Dr Louise Olsson, Folke Bernadotte Academy, Sweden

Mandate and research questions

In 1999, the UN started to systematically integrate gender perspectives in its peace operations. UN Department of Peacekeeping Operations (DPKO) Lessons Learned Unit (which later became the Best Practices Unit) mandated the research project (conducted in 1999-2000), with support from Sweden, Canada, Croatia, Denmark and Norway. The mandate was to provide background research and report on good practices with regard to the integration of gender perspectives in UN multidimensional peacekeeping operations, with the objective to inform policy.

Methods

Four researchers, including Dr Olsson, conducted field work in Cambodia, Namibia, South Africa and Bosnia and Herzegovina to document case studies and lessons learned, under the supervision of US scholar Judith Hicks Stiehm.

Results

The research brought attention to the fact that, regardless of the existence of an official gender policy, the presence of peacekeeping personnel impacts local gender dynamics in the host nation. It also highlighted that a gender policy should address recruitment policies, the creation of gender adviser positions and the difference between internal and external gender mainstreaming, among other issues.

⁸ Roland Paris, “Ordering the World: Academic Research and Policymaking on Fragile States,” in *International Studies Review* 13:1 (2011): 58-71.

⁹ Bruce W. Jentleson and Ely Ratner, “Bridging the Beltway – Ivory Tower Gap,” in *International Studies Review* 13:1 (2011): 6-11.

¹⁰ Ibid.

¹¹ See Louise Olsson, *Gendering UN Peacekeeping Mainstreaming a Gender Perspective in Multidimensional Peacekeeping Operations*, Uppsala University Department of Peace & Conflict Research Report No. 53, (Uppsala: Uppsala University Press, 1999). See also Louise Olsson, “Mainstreaming Gender in Multidimensional Peacekeeping: A Field Perspective,” in *International Peacekeeping* 7:3 (2000): 1-16.

Impact

The researchers shared and discussed results during workshops on women, peace and security initiated by DPKO's Lessons Learned Unit in Uppsala during the spring 1999 and in Windhoek, Namibia, in May 2000. Research results fed directly into policy debates held during and around these seminars, which marked the beginning of gender mainstreaming in UN peacekeeping operations. The researchers' recommendations were notably reflected in the [Windhoek Declaration and the Namibia Action Plan](#), which was then brought up by the Namibian government to the General Assembly and the Security Council and thus influenced the formulation of UNSCR 1325, adopted in October 2000.

Research as pressure for change: "Strengthening European Security and Defence Policy Missions and Operations through Training on UNSCR 1325 and 1820: Inventory of Ongoing Training"¹² (2009)

Presenter: Dr Louise Olsson, Folke Bernadotte Academy, Sweden

Mandate and research questions

In the context of the Swedish Presidency of the European Union in 2009, Sweden held a seminar on the strengthening of European Security and Defence Policy (ESDP) missions and operations through training on UNSCR 1325 and 1820. The objective was to further promote a European dialogue on the issue and develop recommendations for action.

Methods

A survey was distributed to all EU member states and all ESDP missions and operations to assemble information on ongoing practices with regard to training formats and contents. Fourteen states provided information, which was analysed and presented during the seminar.

Results

The research allowed "diagnosing" a number of problems with regard to ongoing training initiatives at the European level. Importantly, common standards with regard to what training on gender awareness or UNSCR 1325 entails and protocols and standard operating procedures to train staff on were lacking. The project also allowed drawing comparisons between different types of training and identifying "misinterpretations" of UNSCR 1325 or what integrating gender means.

Impact

An unexpected result of the systematic collection of data throughout EU member states was the creation of an incentive for states to do more with regard to gender training. It seemed as if the mere fact of collecting data on the topic created an atmosphere of competition between states, thus resulting in increased debate and activity in the field. This example illustrates that conducting research can be a way to bring attention to a given issue and increase pressure for change in a certain direction.

¹² Louise Olsson and Martin Åhlin, "Strengthening ESDP Missions and Operations through Training on UNSCR 1325 and 1820: Inventory of Ongoing Training," Draft paper prepared by the Folk Bernadotte Academy, Sweden, for the Seminar "Strengthening ESDP missions and operations through training on UNSCR 1325 and 1820," organised by the Swedish EU Presidency,

http://www.consilium.europa.eu/uedocs/cmsUpload/02_Inventory_of_1325_training_in_the_EU_%282009%29.pdf.

*Research as a way to learn from change processes: The Nordic Battle Group and the implementation of UNSCR 1325 (2008)*¹³

Presenter: Dr Louise Olsson, Folke Bernadotte Academy, Sweden

Background: The Nordic Battle Group

The Nordic Battle Group, operational since 2007, is one of the eighteen EU battle groups. The force consists of 2,200 troops from Sweden, Finland, Norway, Estonia and Ireland that can be deployed to carry out peace support, peace enforcement, evacuation and humanitarian operations for the EU. The force is based in Sweden for training. Sweden is also responsible for political and military aspects of cooperation with other contributing states.

Mandate and research questions

In 2008, the Swedish National Defence College requested an independent research project on the implementation of UNSCR 1325 in Nordic Battle Group activities and structures. The objective was to identify in details how the principles of UNSCR 1325 were translated at the practical level. More specifically, researchers were interested in whether new structures would be required for the implementation of the new policy and how the organisation would decide on competences and knowledge needed in the various parts and at the various levels of the organisation to achieve implementation (for instance, if gender focal points were appointed or volunteers).

Methods

The study focused on decisions taken by the Nordic Battle Group Force Commander and their implementation by group leaders in two Swedish companies, as well as Irish troops. The researcher performed structured interviews with the objective of obtaining data that would be easily comparable. Questions did not explicitly mention gender or UNSCR 1325, but daily activities the researcher expected to have noticeable gender dimensions. One limitation and challenge was that all interviewees volunteered to be part of the research project, introducing a bias in the selection of participants. Moreover, since the commander had publicly voiced a strong stand in favour of the implementation of UNSCR 1325, one could expect that most troops would be reluctant to voice disagreement in this respect.

Results

The study revealed that implementing UNSCR 1325 in an organisation required: 1) translating abstract principles in procedures and protocols that could be applied in an institution's daily work; 2) determining who would be responsible for overseeing the implementation of the changes; and 3) determining where these individuals would be located in the existing structure of the institution.

Impact

The study was published online and in book form and was used in training sessions.

¹³ Louise Olsson, "Resolution 1325 och den Nordiska Snabbinsatsstyrkan" in *Förutsättningar för att verka internationellt: Slutrapport från temaområde Människan i NBF 2004-2008*, ed. Anders W. Berggren (Stockholm: Swedish Defence College, 2008).

Participative research as a tool for political change: Gender and security sector reform needs assessment in Bosnia and Herzegovina

Presenters: Ms Sanja Alatović, Žene Ženama, Ms Željka Šulc, Atlantic Initiative and Ms Kathrin Quesada, DCAF

Background: Žene Ženama

Žene Ženama (Women to Women) was established on 4 March 1997 as “a self-organized women's group which contributes to the development of women's civic movement” through education, research and advocacy. Žene Ženama has been working on the promotion and implementation of CEDAW,¹⁴ the Beijing Declaration and Platform for Action,¹⁵ UNSCR 1325 and the Bosnia and Herzegovina Action Plan for UNSCR 1325.¹⁶ Žene Ženama is also active in monitoring progress with regard to the implementation of UNSCR 1325, notably in the fields of peacebuilding, disarmament, increasing the representation of women in decision-making positions and the prevention of sexual harassment and violence against women and girls.¹⁷

Background: The Atlantic Initiative

The Atlantic Initiative is a non-profit and non-governmental organisation, established in 2009 in Sarajevo by a group of university professors, lecturers and journalists, who share common concerns for the future of Bosnia and Herzegovina, particularly its slow-paced accession to NATO and the European Union. It initiates, encourages and enables the debate on Euro-Atlantic integration through a wide range of activities on various forums in order to reach and involve multiple audiences.

Mandate and research questions

In October 2010, Žene Ženama undertook, in partnership with DCAF and the Atlantic Initiative, an assessment of the integration of gender perspectives into security sector institutions in Bosnia and Herzegovina (BiH). Part of a long-term DCAF project in the region, this assessment had been developed on the backdrop of the adoption of the BiH Action Plan for the implementation of UNSCR 1325. It was the first comprehensive study on the integration of gender into security sector reform in the country. The aim of the project was to provide an overview of how security institutions at the state, entity, cantonal, district and local levels address the gender and security and justice needs of men and women, in order to establish

¹⁴ Convention on the Elimination of All Forms of Discrimination against women (CEDAW)

¹⁵ Adopted by the UN Fourth World Conference on Women in September 1995, the Beijing Declaration established a commitment to women's empowerment and set a number of strategic objectives and actions to this end. In addition to economic empowerment, the issue areas covered include violence against women, women in armed conflict, and women in power and decision-making.

¹⁶ The Action Plan aims to improve dialogue between different ethnic groups, by recognising elements of disagreements and work toward their resolution - notably through 'reconciliation workshops' – thus jointly contributing to security and peace.

¹⁷ For more information: www.zenezenama.org.

relevant baseline information and identify gaps and needs that would inform future projects on gender and SSR.

Methods

The Atlantic Initiative first undertook data gathering through desk research and interviews. Young local researchers joined the research team to bring additional knowledge about local contexts and structures. The research team held a one-day seminar to discuss conceptual notions relevant to the topic (e.g. what gender is) and methods (e.g. how to formulate questions and how to balance the need for quantitative and qualitative data). This process led to the development of a questionnaire of 23-30 questions, adapted to different security sector institutions, to be used in interviews. To identify interviewees, the research team sent letters to heads of security sector institutions, introducing the study and its methodology and inviting



them to provide a contact point willing to be interviewed. Interviewees were provided with a copy of the questionnaire before the interview. The local researchers used the data collected in official documents and interviews to draft a report of best practices and draw a picture of the official stand. These reports covered relevant legislation, state policies and procedures, representation of women and men in security sector personnel, human resources policies (essentially as regards recruitment, retention and advancement of women and men), gender-related training, internal and external oversight and collaboration between CSOs and state institutions.

To complement the official account, Žene Ženama organised, in close cooperation with the Atlantic Initiative and DCAF, ten stakeholder consultations in the different cantons/municipalities, where all three national groups were represented. The researchers adopted this decentralised approach to the collection of information due to the multiplicity of actors involved, the lack of communication between different levels of government and the fact that most CSOs were working at the local or municipal level.

Overall, the project involved Ministries of Security, Defence and Justice, the Federal Police Office, the Gender Equality Agency, the Bosnia and Herzegovina Gender Centre, the European Union Police Mission in Bosnia and Herzegovina, the United Nations Development Programme, UN Women and the OSCE, among other governmental and non-governmental organisations. The researchers also met with Bosnian troops who had been deployed in Afghanistan. The troops shared stories with strong gender components, for instance on women's prisons in Afghanistan.

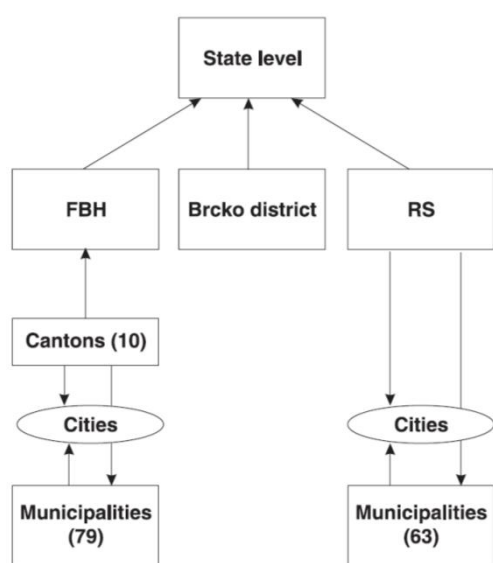
One challenge was to ensure the circulation of accurate information among institutions at an early stage of the research. Ms Šulc indicated that, before the publication of the final report,¹⁸ all final results would be circulated in a spirit of collaboration and inclusivity.

¹⁸ For more information, see DCAF, "Western Balkans: Gender and SSR," available at <http://www.dcaf.ch/dcaf/Projects/About?lng=en&id=120046>.

Background: Security Sector Reform in Bosnia and Herzegovina

Having experienced a devastating war in the early 1990s ended by the General Framework Agreement for Peace in Bosnia and Herzegovina in 1995, Bosnia and Herzegovina has undergone several different transition and reconstruction efforts, including the transition to parliamentary democracy and market-based economy. At the time of the seminar, it was neither an EU nor a NATO member and what the EU and NATO could contribute to the security of BiH populations was subject to much discussion and debate. At the level of state institutions, an Agency for Gender Equality and “gender centres” had been established in Bosnia and Herzegovina, in the Federation and in the Republic of Srpska. Moreover, several actors were playing a role in the security sector:

Figure 2. Overview of Political/Administrative System in Bosnia and Herzegovina

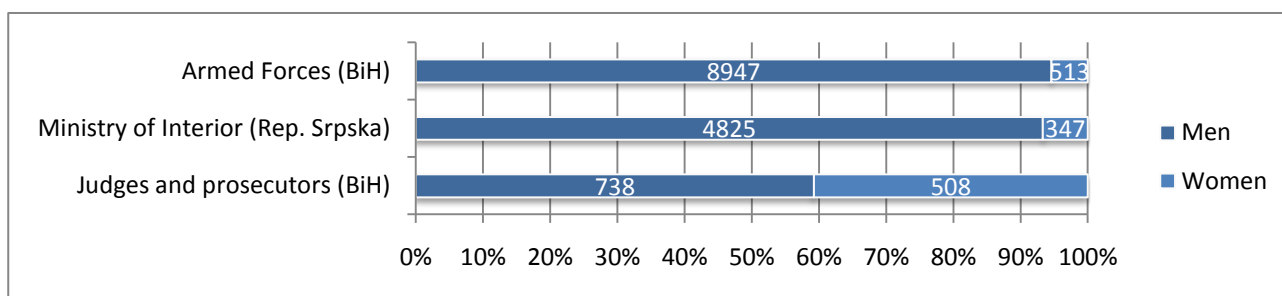


| Administrative level | Security sector institutions |
|-----------------------------|--|
| State | Presidency Ministry of Defence BiH Armed Forces Ministry of Security Ministry of Justice |
| Entities and Brčko District | Governments Customs agencies |
| Cantons | Governments 13 ministries of interior 13 ministries of justice Penal institutions |

World Bank Sustainable Development Department, Europe And Central Asia Region,. *From Stability To Performance: Local Governance And Service Delivery in Bosnia and Herzegovina*, Working paper 47320, (Sarajevo: World Bank, 2009).

Most security institutions have adopted gender quotas or unofficial targets (e.g. 10% in the police and armed forces). Women nonetheless remain largely underrepresented, except among judges and prosecutors, which Ms Šulc described as more demanding and lower paid professions (see Table 1). Women are however increasingly present in junior positions throughout the security sector, thanks to new advertisement campaigns and the financial security of public service. Female judges are involved in the “Association of Female Judges of Bosnia and Herzegovina” and the Federation and Republika Srpska police services are members of the Women Police Officers Network in South East Europe.

Table 1. Representation of women and men in security sector institutions in BiH



Addressing gender explicitly is often considered unnecessary since legislation prohibits discrimination. Gender-sensitive budgeting, pregnancy-related policies, gender-sensitive codes of conduct, units or offices charged with addressing gender equality, special assistance to support the reinsertion of female veterans and mechanisms or procedures to report sexual harassment cases are thus neither in place in all institutions, nor systematically applied. However, researchers did find evidence of discrimination. For instance, while the law guarantees a right to take paternity leave, the researchers identified at least three men who had not been granted a paternity leave. While gender focal points exist, this assignment always comes in addition to other tasks. Furthermore, little is being done in the field of gender-related training, leading to a general lack of understanding as to what gender is.

The Assembly had adopted laws on gender equality, domestic violence, sexual violence and human trafficking, along with associated strategies and action plans. However, discrepancies between different jurisdictions at the entity and cantonal levels remained. A Gender Action Plan had been adopted for the period 2006-2010. On 27 June 2010, the Council of Ministers (entirely composed of men) had also adopted an Action Plan on UNSCR 1325, making Bosnia and Herzegovina the first country in the region to adopt such a plan. Nonetheless, many challenges to the security of women remain. Services for victims of gender-based violence are lacking. Women also remain marginalised in decision-making forums and processes, despite lobbying by women from legislative and executive structures, women’s forums in political parties and members of the Parliamentary Commission for Gender Equality. Finally, common standards on monitoring the implementation of the UNSCRs on women, peace and security were lacking, as were public education programmes and proactive public discourse to reflect the existing legal framework on women’s human rights.

Even though institutional policies on gender and security are limited, an extensive network of women’s organisations, including the Women’s Security Council for Peace and Security, is active at the local, national and regional levels. However, the links between CSOs and state institutions are limited: many CSOs do not know about the Action Plan on UNSCR 1325 and are not involved in debates on constitutional changes, political processes and in the implementation of legal provisions on gender-based violence.

Impact

Ms Šulc indicated that, since the defence and security sector are being reformed in Bosnia and Herzegovina, the research project has been undertaken at a key moment to attempt to impact policies. The researchers thus see themselves as mandated to report what they have found at the local and municipal levels to relevant authorities at the highest levels of government, with the intention of provoking a change in state policies. As planned, the process of the research itself had an awareness-raising effect in security sector institutions, as well as among CSOs, international donors and for the local research team involved. The project also stimulated networking between institutions, resulting in the creation of a “gender and security community” where knowledge and expertise can be shared. According to Ms Šulc, the needs assessment provided concrete recommendations on how to further develop gender-sensitive policies and practices and provide systematic gender training for security sector personnel in Bosnia and Herzegovina.

Research as a way to identify basis for further action: “Gender Equality in the Albanian Armed Forces”

Presenter: Colonel Suzana Jahollari, Albanian Armed Forces and Sotirag Hroni, Institute for Democracy and Mediation, Albania

Background: the Institute for Democracy and Mediation

Although Albania has been a NATO member since 2009, several reforms are still ongoing, pushed by international and national efforts. IDM has developed a prominent profile as an independent actor working with staff associations in the police, parliamentary institutions and civil society organisations, which the organisation sees as important vectors of change. IDM’s mandate is to conduct research and promote discussion on policy issues through different networks and associations, in connection with universities and academic networks. Active in the field of gender and SSR, IDM has been working on the creation of a police officers’ union in Albania which would include a female staff association. It also conducted a study on a policewomen staff association.

Mandate and research questions

This study was conducted in 2010 by the Institute for Democracy and Mediation (IDM)’s Security Management Network under the mentorship of experts from the Center for European and Security Affairs and DCAF. Conducted in the aftermath of Albania’s newly acquired NATO membership (since 1 April 2009), the study aimed to shed light on the integration of gender perspective in the Albanian Armed Forces.

Methods

The study was conducted by three IDM associate researchers who presented a first draft during a roundtable discussion held in Tirana on 10 December 2010. The roundtable aimed to gather interested stakeholders to discuss some of the results of the study, in the form of a “focus group debate,” in order to make the study more directly relevant to stakeholders’ concerns. Participants included, in addition to Col. Jahollari, representatives from public institutions (such as the ministries of Defence and Labor, Social Affairs and Equal Chances, the president’s office, the Armed Forces and the Academy of Defence) as well as from major women’s organisations (such as the Centre Gender Alliance for Development), academia and the media. Both male and female participants expressed their concerns with regard to issues such as the lack of defined quotas for women at different positions of the Armed Forces, the application of similar physical requirements for women and men and the lack of promotion opportunities for women. The document was intended to be finalised and shared in printed and electronic formats in spring 2011.

Results

The year 1967 marked the beginning of women’s participation in the Albanian Armed Forces. Aged 19-27 year old, coming from all districts of Albania, female candidates selected for their physical abilities undertook sex-segregated military training, some of them at the Military Officer Academy.

As a result of their early integration, women are relatively well-represented in the Albanian Armed Forces (see Table 2). However, the study underlined the necessity to move beyond a focus on the numerical representation of women to a qualitative and holistic approach whereby women would not simply be recruited, but would also be treated on an equal basis with their male colleagues. The researchers considered that this approach would improve women’s status and address gender equality to a larger degree, both in the armed forces and in Albanian society in general.

| Table 2. Proportion of women in the Albanian Armed Forces | | |
|---|------------|--------------|
| | # women | % women |
| Commissioned Officers | | |
| Colonel | 2 | 2.7% |
| Lieutenant Colonel | 28 | 8.25% |
| Major | 69 | 11.6% |
| Captain | 23 | 6.76% |
| Lieutenant | 130 | 19.9% |
| Second Lieutenant | 88 | 26.4% |
| Total | 340 | 14.5% |
| Non-Commissioned Officers | | |
| Master Sergeant | 40 | 19.1% |
| Sergeant First Class | 106 | 10.6% |
| Staff Sergeant | 160 | 12.4% |
| Sergeant | 147 | 13.4% |
| Total | 453 | 12.6% |
| Soldiers | | |
| PVT I | 154 | 11% |
| PVT II | 179 | 8.6% |
| Total | 333 | 9.6% |
| Civilians | | |
| Total | 762 | 30% |

According to the study, another consequence of the early integration of women is a high level of gender-sensitivity in policy and legislation. Nonetheless, the study advised that Albanian legislation relating to Armed Forces procedures, especially those related to physical tests for women during and right after pregnancy, should be reviewed. Researchers also noted gaps at the implementation level. Indeed, while many women are drawn to the stability of employment that Armed Forces offered, Col. Jahollari argued that recruitment processes remain discriminatory against women. For example, men are appointed to combat units and women to support positions. While all units are in principle open to female recruits, a hidden discrimination occurs at the level of the selection of participants to courses leading to promotions, fed by the belief that men would perform better. As a result, only one woman was part of the Albanian troops

deployed in the NATO-led mission in Afghanistan. The researchers thus recommended the adoption of measures to instigate changes in attitudes and behaviours. Notably, it highlighted the need for men and women to benefit from equal promotion opportunities with regard to ranks and responsibility positions and that all forms of hidden discrimination should come to an end. Finally, the study underlined that both male and female personnel should be responsible for the promotion of gender equality.

Mr Hroni argued the lack of implementation is partly due to the lack of internal capacities: at the Ministry of Defence, only one staff member is tasked with gender-related matters, in addition to many other tasks. He also supported the researchers' recommendation with regard to the adoption of a National Action Plan on UNSCR 1325 for Albania. In his opinion, the progress achieved in gender mainstreaming police forces stemmed mainly from strong incentives coming from the EU, encouraging, for instance, initiatives addressing gender-based violence. Similar pressure from the UN or NATO could encourage Albania to adopt a National Action Plan.

Impact

While it was too early to evaluate the impact of the final version of the study at the time of the seminar, representatives of security institutions and civil society estimated the roundtable was a good opportunity to articulate and debate gender equality in the armed forces. Mr Hroni indicated he hoped for the results of research on national institutions to inform changes and reform in national institutions. However, he indicated that one important challenge was the lack of interest of parliament for such research and "a general lack of will on the part of the parliament" to use research results as a basis for change.

Security Sector Reform and national minorities

Three minority groups are officially recognised as national minorities in Albania: Greeks, Macedonians and Montenegrins,¹⁹ with others recognised as “cultural minorities” or not at all (Vlachs, Romas, Serbs, Bulgarians).²⁰ Col. Susana Jahollari argued that discrimination with regard to ethnic background in the armed forces is non-existent, including for women (one female Lieutenant Colonel was from a Greek background). Therefore, she considered specific initiatives targeting minorities unnecessary. Mr Sotirag Hroni argued, however, that discrimination advantaged individuals coming from the central or northern parts of Albania over certain minorities. He added that more needed to be done at the level of institutions to integrate minorities in the social and political structures.

Other examples of research on gender and security sector reform having informed policy

[The National Center for Women and Policing \(USA\): “Men, Women, and Police Excessive Force: A Tale of Two Genders”](#)

Mr de Torres introduced participants to the US National Center for Women and Policing, which has long tried to push local police departments to hire more women. In 2002, the Center published a study showing that female police officers were far less likely than their male counterparts to be involved in problems of excessive use of force. Once the study was published, its results were instrumental in promoting the recruitment of women and finding strategies to make police departments more appealing to women.

[DCAF and the Belgrade Centre for Security Policy: Policy Brief on Gender Advisers](#)

In March 2011, DCAF and the BCSP organised a roundtable on gender advisers in security sector institutions. The event convened twenty-four participants from CSOs, the ministries of Defence and Interior, the Police Academy, the Ombudsperson institution and the Gender Equality Council, as well as intelligence agencies with the objective of discussing a draft policy brief on the role and responsibilities of, and challenges met by, gender advisers in security sector institutions. According to Ms Bjelos, this common research effort was an opportunity to raise awareness on the role of gender advisers in security institutions. She added that the BCSP is actively involved in advising Serbian security institutions with regard to gender-sensitive SSR.

¹⁹ Minority Rights Group International, –“Albania: Overview,” *World Directory of Minorities and Indigenous Peoples*, 2007, available at: <http://www.unhcr.org/refworld/docid/4954cdf1a.html>.

²⁰ Latest data is from 1989. Central Intelligence Agency, “Albania,” *World Fact Book*, 2011, available at: <https://www.cia.gov/library/publications/the-world-factbook/geos/al.html>.

Plenary discussion

Facilitators: Mr Robert Wildow, SWAF Joint Lessons Cell and Captain (N) Tore Asmund Stubberud, Royal Norwegian Navy

Lesson learned: Reinforce research synergies between the defence sector, NGOs and research communities.

Dr Olsson emphasised that research is a collective effort involving several interdependent actors. Ms Eva Zillen and Mr Daniel de Torres pointed out that good research is expensive and time-consuming, and that NGOs are often dependent on donors to fund research projects. Moreover, Mr Hojem noted that academics often need NGOs and access to defence institutions to gather information and contact points. However, according to Ms Zillen and CAPT Stubberud, relationships between the defence sector, NGOs and research communities are characterised by many misunderstandings. In the armed forces, many are under the impression that NGOs do not want to interact with military personnel who are portrayed as “bad guys.” Moreover, Dr Olsson underlined that academics are often suspicious of research conducted by NGOs, when it is unclear how the information is collected. Prof Kari Fasting added that research on gender and defence transformation meets particular challenges as military institutions are often reluctant to share information deemed “sensitive.”



Participants agreed that, due to certain stereotypes and prejudices, all are missing chances to benefit from each other’s resources and competences. Mr Carl-Einar Stålvant noted that, while the coexistence of different processes of building and transferring knowledge is not necessarily a problem, communication between researcher and practitioners working on gender and defence transformation can be improved. For instance, reports on lessons learned from the field could be systematically examined for research purposes. Ms Anja Ebnöther indicated that state agencies, international organisations, academic circles and NGOs need more channels of exchange to share research results. Mr Hojem gave the example of the Kofi Annan International Peacekeeping and Training Centre (Accra, Ghana), an important site of exchange among researchers and trainers. Prof Fasting and Dr Olsson agreed such forums could provide researchers and practitioners with opportunities to maintain a dialogue and inform each other’s agendas. Ms Ebnöther pointed out that involving many partners creates a need for establishing coordination structures.

Lesson learned: Closing the “feedback loop” is a shared responsibility.

Participants agreed that policy should be informed by existing research. Mr Wildow asked whether it is the researchers’ responsibility to make sure research conclusions influence policies. For Prof. Fasting and CAPT Stubberud, researchers need to clearly spell out what purpose they sought to achieve with their research project. Ms Šulc added that researchers have a responsibility to send a clear message and recommendations to a target group. Dr Olsson objected that, sometimes, results can be ambiguous, making it difficult to draw clear policy recommendations. In any case, both agreed that recommendations may or may not be taken into account and that their implementation went beyond the researcher’s responsibility. Researchers have only limited control of the practical impacts of the research they conduct, which often has unexpected effects. Moreover, it was found necessary for other actors to act as “translators,” identifying how research results may be relevant in a given practical context and packaging it in a way that makes general and abstract conclusions receivable and understandable in a non-academic context.

Participants observed that one important challenge is to enhance the fluidity of this chain of “knowledge passing.” Sometimes, researchers can engage with policymakers in the context of the research process. This, in turn, facilitates the relay of information gathered from research. For instance, Mr Wildow reported that the Swedish Armed Forces’ Joint Lessons Cell had spent a lot of time working with decision-makers at headquarters in order to ensure that reports on field personnel’s experiences reach them. Another example, reported by Ms Šulc, was that of the Bosnia and Herzegovina needs assessment conducted in collaboration with DCAF in 2010 (see p.33).

Lesson learned: No information may lead to information: Reading between the lines and building connections.

Participants observed that the fluidity of the relay of information may be more difficult in certain political contexts than others. Ms Bjelos indicated that, due to remnants of the secretive culture that had been prevalent in the security sector in Serbia under Milosevic, it took a certain amount of effort and time for the BCSP to convince security sector institutions to collaborate on a research project. Mr de Torres added that access to information also proved problematic in the case of DCAF’s survey on gender and security sector institutions in countries of the Economic Community of West African States: one state – The Gambia – refused to release any information and in two other countries, researchers received death threats due to the sensitive nature of the questions asked (sometimes as basic as the number of female and male personnel in different security sector institutions). Even in states where information was collected without endangering the physical integrity of research staff, researchers found important discrepancies among statistics available within an institution. Having met similar difficulties in Bosnia and Herzegovina, Ms Šulc pointed out that sometimes, potential interviewees are giving valuable information by refusing to give information. Mr de Torres agreed: all these difficulties in accessing information constitute valuable information in itself, which may open the door to making more information available in the future.

Moreover, Mr de Torres argued research projects can contribute to frame transparency as normatively desirable and thus provide an incentive for institutions to act accordingly. For instance, in the context of DCAF’s mapping of gender and SSR initiatives in Liberia, some institutions initially refused to provide information. However, after a first draft was shared during a workshop held in Monrovia involving stakeholders, the lack of transparency of certain institutions became apparent and institutional peer pressure led concerned institutions to volunteer information. Ms Bjelos contributed another example: in the context of a mapping project of the security sector in Serbia, researchers of the BCSP had at first only been able to conduct a limited number of interviews with personnel from the Ministry of Interior: other security sector institutions had not responded favourably. This lack of transparency reflected in the study, which attributed a grade to each institution. The institutions that received low grades agreed to participate in a second round of consultations, which led to new findings and an increased impact, due to the involvement of a larger number of stakeholders.

Lesson learned: An adapted distribution strategy is crucial to increase the chances of research influencing policy-making processes.

Ms Susanna Hedenmark and Dr Olsson agreed that, while independent research can examine policy-making processes with more independence, its conclusions often take more time to permeate the policymaking world. Thus, sometimes outdated academic debates linger in a policy community, unaware of the latest data and research available. Ms Ebnöther pointed out that distribution and communication strategies meant to promote research projects among certain targeted audiences are important tools to help bridge the two communities. Ms Sidsel Aas added that researchers have a responsibility to make the results of their research understandable to the general public and decision-makers. She gave the example of the Peace Research Institute Oslo (PRIO), which strives to develop attractive, policy-relevant and easily available publications targeted for the general public. Mr Hojem added these could take the form of research briefs or short brochures available online or in a small format. Dr Kathaleen Reid-Martinez

indicated that, while it was often difficult for academic communities to produce research accessible to the general public, some research institutions rewrite segments of their research for broader audiences. Dr Olsson cautioned that most researchers are reluctant to see their research “translated;” she also indicated that researchers are sometimes dissuaded from spending time on policy-oriented research by the need to focus on their academic careers.

Lesson learned: Researchers and defence institutions: Too close for comfort?

Participants highlighted that much of the existing research on gender and defence transformation is conducted by academic and defence institutions. This led Mr Wildow and Mr Hojem to wonder, could this put researchers in situations where they are too close to their object of interest, or not independent enough from those mandating the research?

CAPT Stubberud pointed out that defence institutions conducting research can develop strategies to ensure the consideration of a diversity of points of views in research projects. For instance, an oversight body was mandated to ensure the Norwegian Research Council funds research on defence transformation with regard to a diversity of topics, including veterans and gender. Moreover, the Norwegian Armed Forces have often found it useful to mandate external consultants who bring in their own perspective. Thus, at the time of the seminar, a sociologist was conducting research on gender relations among military students.

However, other participants emphasised that being close to your research topic also has certain advantages. For instance, DCAF and its partners integrated local researchers in the gender and SSR needs assessment project in Bosnia and Herzegovina specifically because they were familiar with the context. Their integration meant that the project could benefit from their knowledge and local perspective and would have a capacity-building effect and facilitate local ownership of the results of the study. Ms Šulc said the research team hoped that the research conducted would be taken into account by decision-makers and lead to a change in institutional policy and practices.

Dr Olsson concluded by reminding participants that the objectivity/subjectivity, insider/outsider dilemma is intrinsic to the conduct of research in social sciences: there often has to be a trade-off between access to information and objectivity. In any case, the methodology used and the type of relationship between researcher and their object of analysis should be made public. Mr de Torres added that, for any research project, methods chosen should allow triangulating information and include different views. For instance, by consulting civil society during a research project on state institutions, researchers increase their chances to document a large number of perspectives. Finally, Mr de Torres added that there is plenty of room for different kinds and levels of research. While empirical research is necessary, so is theoretical research, as is applied research, research at the macro and micro level and so on.

Closing session: Wrapping up and way forward

Mr Carl-Einar Stålvant of the Swedish National Defence College highlighted the crucial role of gender advisers and high-level advocates in reforming military institutions. He argued they had contributed to make gender perspectives a normalised set of assumptions integrated in daily procedures. Nonetheless, he identified conceptual and practical challenges relating to the topics discussed during the seminar, including the pervasive assumption that women and children are inherently peaceful, which can have harmful impacts. Finally, he reminded participants that gender perspectives are not a panacea and that their usefulness may be questionable with regard to some security issues such as counter-insurgency or contemporary piracy.



Ms Eva Zillen of Kvinna till Kvinna disagreed that gender perspectives had been sufficiently explored. She argued that, as highlighted earlier by Mr de Torres of DCAF, gender is a lens that can be used to better understand why people – be they counter-insurgents, ex-combatants or pirates – behave in a certain way. She highlighted that, while many challenges remained, notably in terms of increasing capacities of gender field advisers and making gender training more practical, it is important to remember that such advisers and training sessions did not even exist until recently. She noted that the mere fact of holding a seminar where actors from very different backgrounds discuss gender and defence

transformation is a reflection of the many accomplishments and progresses achieved since the adoption of UNSCR 1325. She reminded participants that, as expressed during the seminar, the development of policy and advocacy should be informed by existing research and for the benefit of inhabitants of conflict-affected regions. She noted that, while division of labour is important, increased mutual understanding and collaboration is needed among different actors involved in the field of gender transformation. She hoped this could be achieved through more seminars of a similar kind.

Lieutenant Colonel Mats Hansson of the Swedish Armed Forces praised the useful and practical character of discussions on gender training that had taken place during the two-day seminar. He identified gender training as a key tool for making all military personnel aware of and responsible for the integration of gender perspectives. He highlighted the importance of creating an internal expertise on gender within the armed forces, as having gender training delivered by military personnel would send a strong signal as to how seriously the topic should be considered. He concluded by adding that gender training should be integrated at an early stage in military curricula and not be forgotten once in the field.

Ms Anja Ebnöther of DCAF agreed that increasing the number of gender trainers among armed forces personnel would help mainstream gender perspectives in the armed forces, but added that it may be useful to have continuous input from external gender experts from different countries. She highlighted the interesting character of the discussion about the connections between research, policy and different research methodologies. Finally, she identified the seminar as an opportunity for representatives from CSOs, armed forces, defence academies and international organisations, to exchange ideas and information, thus fulfilling the mandate of the PfP Consortium. She reminded participants that many existing initiatives with concrete impacts in the field were born in similar meetings and thus encouraged participants to stay in contact with each other and draw on this network in the context of current and upcoming activities.

Annex 1 – List of participants

| Title | Surname | Name | Institution |
|----------|---------------|----------------|---|
| Ms | Aas | Sidsel | Independent consultant, Norway |
| Ms | Alatović | Sanja | Žene Ženama, Bosnia and Herzegovina |
| Ms | Anlén-Widsell | Elin | Swedish National Defence College |
| Maj. | Roman | Alexandru | Ministry of Defence, Moldova |
| Ms | Bjelos | Maja | Belgrade Centre for Security Policy, Serbia |
| Ms | de los Santos | Annemieke | Foreign Ministry, The Netherlands |
| Mr | De Torres | Daniel | DCAF |
| Ms | Ebnöther | Anja H. | DCAF |
| Mr | Enmark | Romulo | Swedish National Defence College |
| Prof | Fasting | Kari | Norwegian School of Sport Sciences, Institute of Defense Studies |
| Cdr. | Flakstad | Patricia | NATO Committee on Gender Perspectives and Norwegian Armed Forces' Female Association |
| Col. | Gunnarsson | Karl | Armed Forces, Sweden |
| Mr | Gyimesi | Csaba | Ministry of Defence, Hungary |
| Lt. Col. | Hansson | Mats | Armed Forces, Sweden |
| Ms | Hedenmark | Susanna | Armed Forces, Sweden |
| Mr | Hojem | Petter | Peace Research Centre Uppsala University |
| Dr | Holmberg | Arita | Swedish National Defence College |
| Mr | Hroni | Sotiraq | Institute for Democracy and Mediation, Albania |
| Col. | Jahollari | Suzana | Ministry of Defence, Albania |
| Ms | Jönsson | Catharina | Swedish National Defence College |
| Ms | Lape | Elizabeth | Joint Forces Command, USA |
| Mr | Müller | Enrico | PfP Consortium |
| Ms | Muir | Laurie | NATO International Staff |
| Capt. | Öhman | Lotta | Armed Forces, Sweden |
| Dr | Olsson | Louise | Folke Bernadotte Academy, Sweden |
| Ms | Karlsson | Pilar | Swedish National Defence College |
| Ms | Quesada | Kathrin | DCAF |
| Ms | Reeves | Audrey | DCAF |
| Dr | Reid-Martinez | Kathaleen | Mid-American Christian University, USA |
| Capt. | Rosenkilde | Ulrika | Armed Forces, Sweden |
| Lt. Col. | Segers | Hilde | NATO Office on Gender Perspectives |
| Mr | Stålvant | Carl-Einar | Swedish National Defence College |
| CAPT | Stubberud | Tore Asmund | Defence Staff, Royal Norwegian Navy |
| Ms | Šulc | Željka | Atlantic Initiative, Bosnia and Herzegovina |
| Col. | Tistam | Christer | Armed Forces, Sweden |
| Mr | Totland | Ole Magnus | Norwegian Defence University College |
| Maj. | Tutuianu | Iuliana-Simona | Institute for Political Studies of Defence and Military History, Ministry of Defence, Romania |
| Cdr. | Young | Kimberlie | Headquarters Supreme Allied Commander Transformation, USA |
| Lt. Col. | Vermuë | Christianne | Ministry of Defence, The Netherlands |
| Capt. | Vollmuth | Peter | Ministry of Defence, Germany |
| Mr | Wildow | Robert | Armed Forces, Sweden |
| Ms | Zillen | Eva | Kvinna till Kvinna, Sweden |

Annex 2 – Seminar programme

MONDAY, 18 APRIL

18:30 – 20:30 **Meet and Greet;** Welcome reception at Hotel Mornington, hosted by Anja Ebnöther, Assistant Director, DCAF, Chair of the SSR Working Group

TUESDAY, 19 APRIL

09:00 – 09:30 **Opening plenary: Welcome & Introduction, setting the scene**

Chair: Anja Ebnöther, Assistant Director, DCAF

Opening comment: Romulo Enmark, Rector, Swedish National Defence College

Keynote Speaker: Håkan Jevrell, State Secretary Swedish Ministry of Defence

09:30 – 11:00 **Panel I: Integrating gender perspectives: The case of the Swedish Armed Forces: A role model for the sustainable transformation of the defence sector and effective international operations**

Moderator: Lt. Col. Mats Hansson, Swedish Armed Forces

Speakers: Col. Christer Tistam, former Commander of the PRT of Mazar-i-Sharif, ISAF (Afghanistan), Capt. Ulrika Rosenkilde, former Gender Field Advisor to the PRT Mazar-i-Sharif, ISAF, Capt. Karl Gunnarsson, former Leader of the Mobile Observation Team Yankee at the PRT Mazar-i-Sharif, ISAF

11:00 - 11:30 **Coffee/Tea**

11:30 – 12:30 **Working group session**

Topic 1. Towards a gender-balanced service: Adapting human resources policies, (including recruitment, retention and advancement) in the armed forces

Facilitators: Annemieke de los Santos, Women, Peace and Security Coordinator, Dutch Foreign Ministry, Lt. Col. Christianne Vermuë, Gender Advisor, Dutch Ministry of Defence

Topic 2. Integrating gender perspectives as a natural part of military organisations and international operations

Facilitators: Lt. Col. Mats Hansson, Swedish Armed Forces, Capt. (N) Tore Asmund Stubberud, Royal Norwegian Navy

Topic 3. A comprehensive approach: Gender education, training and exercises

Facilitators: Ole Totland, Gender Section, Norwegian Defense University College and Capt. Lotta Öhman, Swedish Armed Forces

12:30 – 13:45 **Lunch**

13:45 – 14:45 **Working group session cont.**

14:45 - 15:15 **Coffee/Tea**

15:15 - 17:00 **Reporting back and plenary discussion**

Facilitator: Kathrin Quesada, DCAF

17:00 - 17:15 **Wrap up of day 1**

Anja Ebnöther, Assistant Director, DCAF

19:00 - 22:00 **Official dinner** at Karlberg Castle, hosted by DCAF

WEDNESDAY, 20 APRIL

09:00 – 10:30 **Panel II: Developing international training standards: Where do PfP countries and NATO stand?**
Moderator: Daniel de Torres, DCAF

The outcomes of the Lisbon summit of November 2010
Speaker: Laurie Muir, Political Adviser, NATO International Staff

The NATO Template for pre-deployment gender training and Allied Command Transformation initiatives to integrate gender into training curricula
Speakers: Lt. Col. Hilde Segers, Office on Gender Perspectives (NCGP) and Cdr. Kimberlie Young, Staff Legal Advisor and Gender Advisor, Allied Command Transformation

The Professional Military Education Curriculum (PME)
Speaker: Elisabeth Lape, Education and Individual Training Branch, US Joint Forces Command and Kathaleen Reid-Martinez, co-chair, Education Development Working Group

The joint Spanish/Dutch training initiative
Speaker: Lt. Col. Christianne Vermuë, Gender Advisor, Dutch Ministry of Defence

10:30 – 11:00 **Coffee/Tea**

11:00 – 12:30 **Study groups: Examining research projects on gender**

Gender and security sector reform needs assessment in Bosnia and Herzegovina
Presenters: Željka Šulc, Atlantic Initiative, Sanja Alatović, Žene Ženama, Bosnia and Herzegovina and Kathrin Quesada, DCAF

Research on gender in international missions (UN, Nordic Battle Group, EU)
Presenter: Louise Olsson, Folke Bernadotte Academy, Sweden

Study on integrating gender in the Albanian Armed Forces
Presenters: Col. Suzana Jahollari, Albanian Armed Forces and Sotirag Hroni, Institute for Democracy and Mediation, Albania

12:30 - 14:00 **Lunch**

14:00 - 15:30 **Plenary discussion: From research to operations and back to research: How to close the feedback loop**
Facilitators: Robert Wildow, Swedish Armed Forces Joint Lessons Cell and Capt. (N) Tore Asmund Stubberud, Royal Norwegian Navy

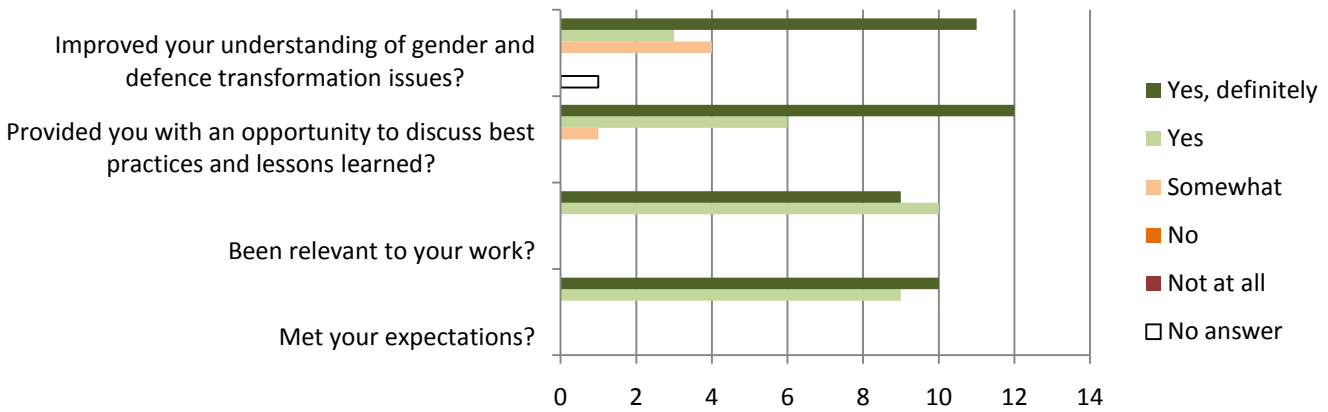
15:30 - 16:00 **Coffee/Tea**

16:00 - 17:00 **Closing session: Wrapping up & Way forward**

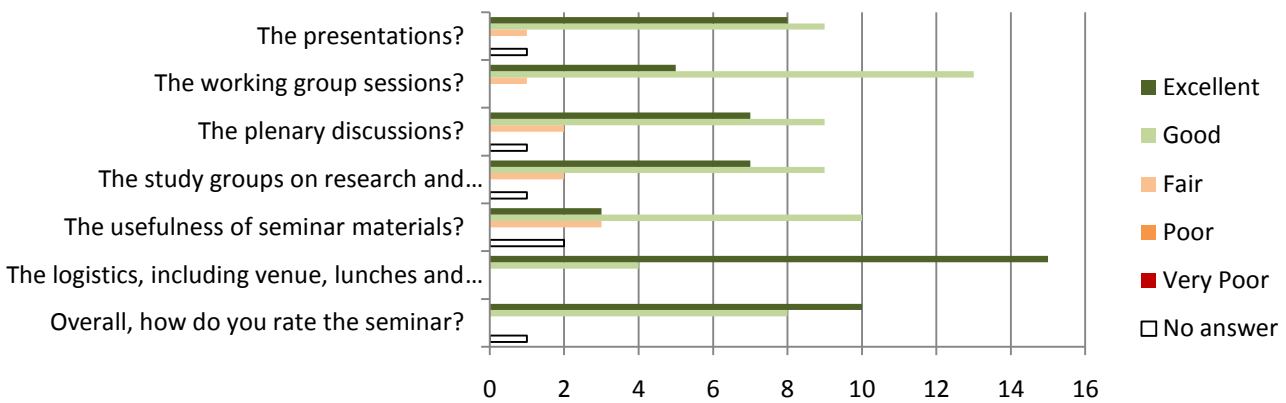
Chair: Anja Ebnöther, Assistant Director, DCAF
Speakers: Mats Hansson, Swedish Armed Forces; Carl-Einar Stålvant, Swedish National Defence College; Eva Zillen, Kvinna till Kvinna

Annex 3 – Feedback from participants²¹

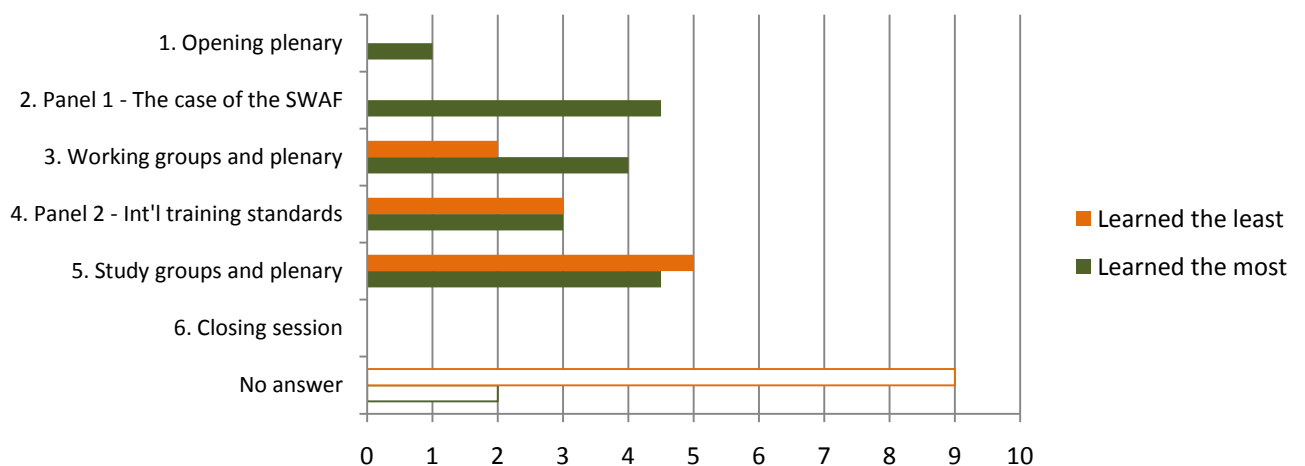
In your opinion, has this workshop...



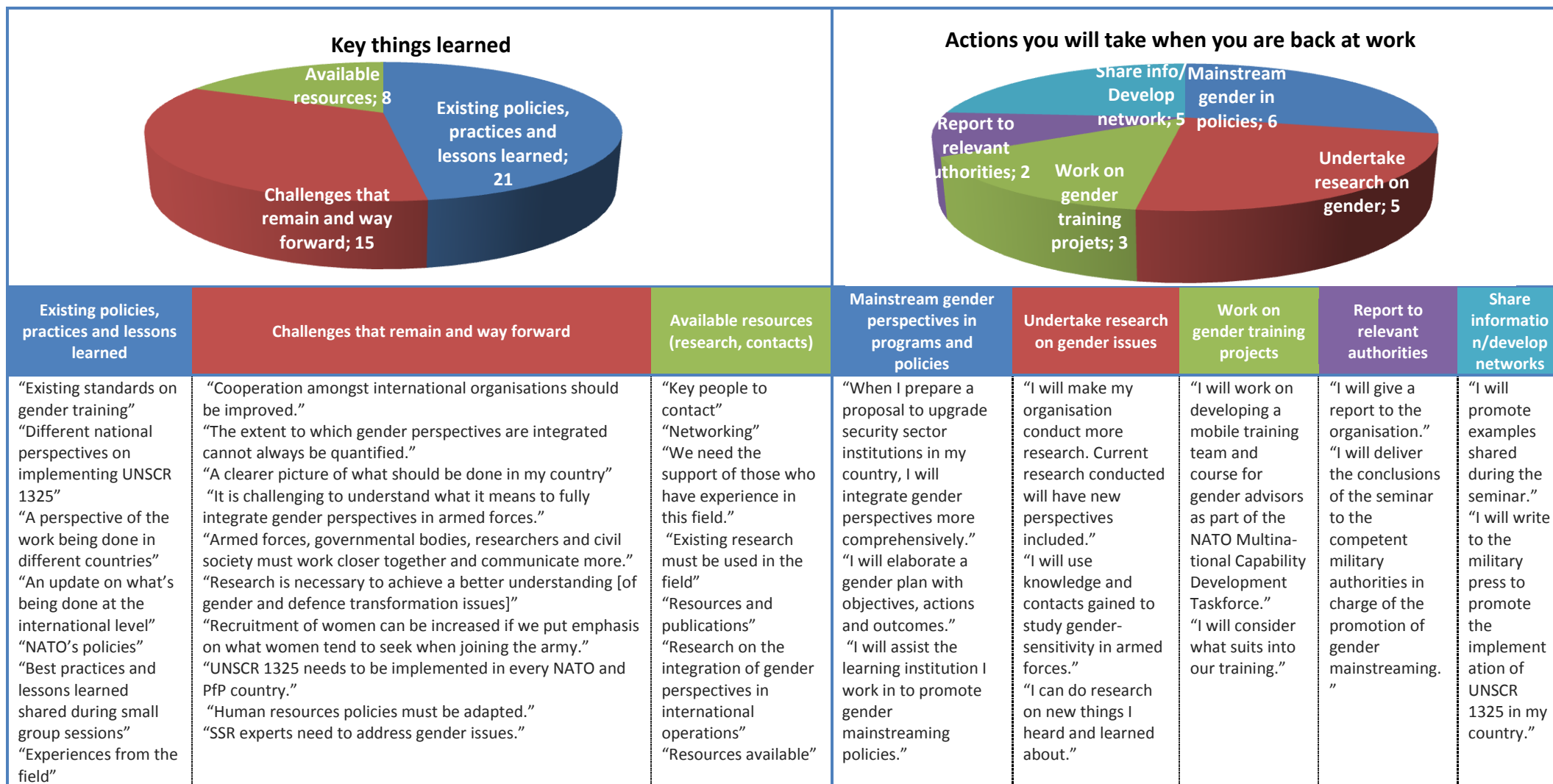
How would you rate...



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



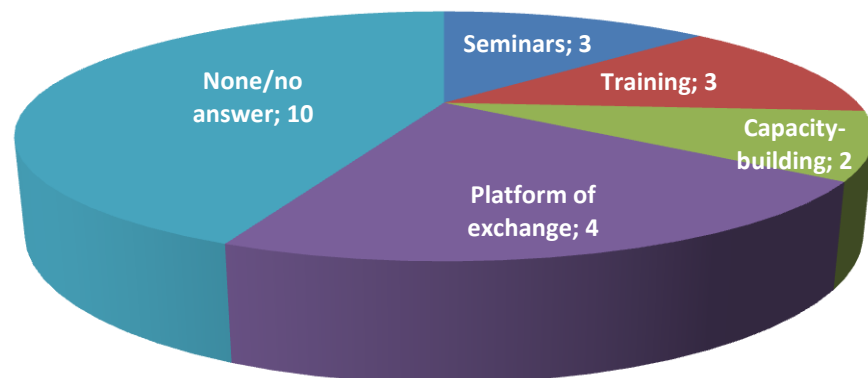
²¹ Nineteen participants filled in the evaluation form.



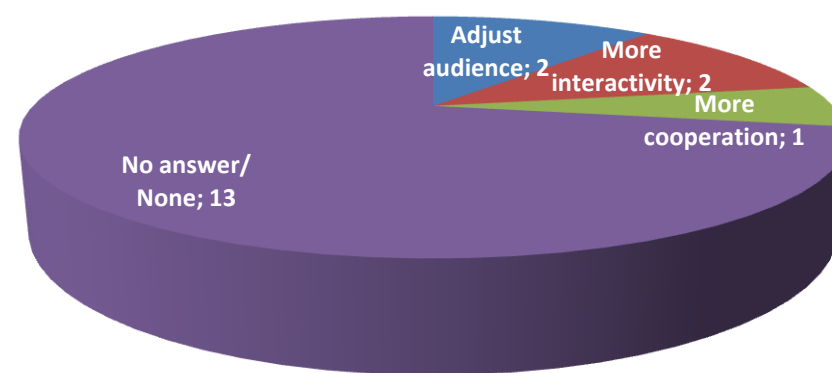
²² Participants were invited to indicate more than one thing learned or action to be taken. The charts reflect an aggregate of how frequently items were mentioned overall.

Follow-up activities and space for improvement for future versions of this seminar

Follow-up activities you would recommend?



Improvements you would suggest?



| Meetings/ seminars | Training | Capacity-building | Platform of exchange | Adjust audience | More interactivity | More cooperation |
|---|---|---|--|---|---|---|
| <p>“Joint research groups organised among the same participant institutions”</p> <p>“Continue to arrange such meetings for representatives of the armed forces, governments and civil society to increase cooperation and communication between these groups.”</p> <p>“Outreach activities with relevant international organisations”</p> | <p>“Courses”</p> <p>“Create training for gender advisors using the NATO template”</p> <p>“Deliver activities such as gender advisor course”</p> | <p>“I hope to see DCAF in my country: we need help in training gender advisors”</p> <p>“Provide guidance with regard to elaboration of a gender plan”</p> | <p>“Centralize all info on ongoing and new initiatives”</p> <p>“Be a ‘stockbroker’ on gender capacities”</p> <p>“Explore alternative ways of communication to promote the integration of gender perspectives in defence reform”</p> <p>“Consolidate a network of institutions and a pool of experts, as to better assess to what extent lessons learned have been implemented in different countries.”</p> <p>“Invite partner countries’ representatives to share expectations and needs for assistance during forthcoming PfP C annual conferences (this way the knowledge gaps would be better identified).”</p> | <p>“Try to reach an audience that does not deal with gender on a daily basis.”</p> <p>“Make sure there is a representative from each participating nation.”</p> | <p>“Make working group sessions more practical, for instance through role plays.”</p> <p>“Less and shorter briefings, more discussion.”</p> | <p>“More incentives to institutionalise cooperation among members of this network.”</p> |



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.

DCAF Geneva
P.O. Box 1360
1211 Geneva 1
Switzerland
Tel: +41 (22) 741 77 00
Fax: +41 (22) 741 77 05

DCAF Brussels
Place du Congrès 1
1000 Brussels
Belgium
Tel: +32 (2) 229 39 66
Fax: +32 (2) 229 00 35

DCAF Ljubljana
Kotnikova 8
1000 Ljubljana
Slovenia
Tel: + 386 (3) 896 5 330
Fax: + 386 (3) 896 5 333

DCAF Ramallah
Al-Maaref Street 34
Ramallah / Al-Bireh
West Bank, Palestine
Tel: +972 (2) 295 6297
Fax: +972(2)295 6295

www.dcaf.ch