Why is it Important that SSR Address Gender Equality and Involve Women?

A Women’s Guide to Security Sector Reform Training Curriculum
Acknowledgements

Over the last decade, Inclusive Security and DCAF have conducted dozens of training workshops with women and men in countries undergoing security sector reform processes. We wish to thank all those who have participated in these trainings, sharing their stories, their wisdom and their experience, and helped us in turn to develop the training approaches reflected in this curriculum.

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DCAF

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MODULE OVERVIEW:
Why is it Important that SSR Address Gender Equality and Involve Women?

Learning Objectives

• Participants are able to formulate three arguments as to why gender equality is an important consideration in security sector reform (SSR).

• Participants are able to recognize practical initiatives to address gender equality in SSR.

• Participants are able to give at least two reasons why it is important to involve women in SSR.

Background Resources for Trainers


• DCAF. “SSR Backgrounder: Gender Equality and Good Security Sector Governance.” [ssrbackgrounders.org](http://ssrbackgrounders.org)

• DCAF. “SSR Backgrounder: Gender Equality and Security Sector Reform.” [ssrbackgrounders.org](http://ssrbackgrounders.org)

• DCAF. “Gender and Security Sector Reform Training Resource Website.” [www.gssrtraining.ch](http://www.gssrtraining.ch)


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Adapting the Module
Assessment Questions

**Total Time: 2 hours 20 minutes**
7.1 Introduction to the Module

Facilitator Talking Points

• In Module 3, we talked about what gender and gender equality mean, and in Module 4 we looked at how a person’s security and justice needs are affected by societal gender roles. In Modules 5 and 6, we focused on security sector reform and how civil society contributes to it.

• Let’s quickly review some key definitions. What are the two objectives of SSR?
  - **Increased effectiveness**: SSR seeks to improve the provision of security and justice services, to enhance the overall wellbeing of the state and its people. This means ensuring that security sector institutions can effectively provide security and justice to the entire population—men, women, boys, and girls, in all communities; and
  - **Increased accountability**: Accountability, the second core objective of SSR, requires checks and balances to assess whether security and justice actors adhere to relevant laws and policies, and ensure that they are punished for any abusive conduct. It is central to ensuring that security sector institutions respect human rights, are law abiding (uphold the “rule of law”) and are ultimately controlled by civilians.

• In this module, we look at why gender and gender equality are important for SSR and why it is important to involve women in any SSR process—for both effectiveness and accountability. We also start to identify some practical ways of ensuring that SSR promotes gender equality.

• After this module, you will be able to:
  - Effectively argue that gender equality is an important consideration in SSR.
  - Identify practical initiatives to address gender equality in SSR.
  - Effectively argue that it is important to involve women in SSR.
7.2 Why are Gender and Gender Equality Relevant to SSR?

7.2.1 Activity: Case of Tarastan

Background for Facilitator

This activity will equip participants with the ability to formulate at least three arguments for why gender equality is an important consideration in SSR. Participants will also practice delivering these arguments under time constraints.

In advance of the activity, divide a flipchart in two and label the columns: “Gender equality is not relevant to SSR” and “Gender equality is relevant to SSR.” Prepare four additional flipcharts, each with one of the following headings:

- Outreach to communities
- Specialized services for victims of violence
- Women in the police service
- Sexual harassment within the police service

Instructions

Facilitate a brainstorm:

- Why gender equality is not relevant to SSR
- Why gender equality is relevant to SSR

Write the key points, for and against, on your previously prepared flipchart. Do not guide the discussion too much, as you will come back to the points in wrap up and can help the group to develop them further then. (10 minutes)

After the brainstorm, distribute the Tarastan Scenario handout (see annex) and explain as follows: participants are employees in the police service of the fictional country Tarastan. Tarastan's police service faces several problems, including (presented on a flipchart or presentation slide):

- Public confidence in the police service is low, and there are no mechanisms for cooperation with community groups;
- The police service is ineffective in combating domestic violence, sexual assault, and gun violence, and there are no training or operational guidelines specific to these crimes;
- Few women are recruited into the police service, retention of female staff is low, and few female staff reach senior ranks: the ratio of male to female officers is 9:1; and
- There are no policies or training on sexual harassment within the police service, but rumors that it is widespread.

Materials Needed

Flipchart; markers; presentation slides; Tarastan Scenario handout

Learning Objectives

Participants are able to identify why gender equality is an important consideration in SSR.

Time 60 minutes
To address these problems, the police service is attempting wide-ranging reforms. A group of female staff, who have formed an informal policewomen's network, want to convince their superiors that holistically addressing gender equality in the reform process will strengthen Tarastan's police service. (3 minutes)

Divide participants into four groups and assign each one of the following issues to work on, directing them to the relevant flipchart:

- Strengthening outreach to communities, with an emphasis on reaching women in disadvantaged areas and marginalized groups;
- Developing specialized services for men, boys, women, and girls who are victims of domestic or sexual violence;
- Recruiting more women to the police service and better retaining and promoting female staff;
- Developing a policy, processes, and training to prevent and respond to sexual harassment within the police service.

Ask each group to come up with three concise arguments as to why the police service should adopt their changes. Each group should prepare a 3-minute presentation of these arguments to their “supervisor,” to be delivered by a single spokesperson. The “supervisor” will end their presentation after only 3 minutes, so they must be ready to present their points quickly and clearly. (15 minutes)

Role-play each group’s presentation, moving quickly between them but encouraging applause for each. (20 minutes)

Facilitate a discussion about which arguments were most convincing. Go back to the original brainstorm flipchart (“is” vs. “is not” relevant) and add any further key arguments that have been developed. (10 minutes)

Debrief

Facilitator Instructions

Wrap up by inviting reflections and highlighting how thinking concretely about gender and policing has helped us identify many examples of how gender equality issues are important in SSR.
7.2.2 Facilitator Talking Points: Why is Gender Equality Relevant to SSR?

Background for Facilitator

This presentation should directly follow the previous activity, to reinforce its core arguments about how gender equality is essential to achieving both of the goals of SSR. When possible, integrate examples from the local context. There are also more examples of the difference gender equality and women make in Inclusive Security and DCAF’s “A Women’s Guide to Security Sector Reform.”

Facilitator Talking Points

• **Gender equality is essential to SSR because it makes the security sector more effective:** Considering gender equality within security sector institutions improves the internal and operational effectiveness of both state and non-state security providers by enabling the best use of human resources and more responsive security provisions. For example: *Highlight examples given here and contextual examples as appropriate.*
  
  – Improved work environment: Gender equality requires merit-based recruitment, deployment, and advancement, and fosters a productive and professional work environment and culture;
  
  – Increased operational effectiveness: Having a mix of female and male staff is in many contexts essential for operational effectiveness.

For example, following the conflict in Kosovo, searching for weapons was a regular task of the international peacekeeping force. This would have been almost impossible without women on the team. According to the Swedish military, entering houses was much easier for teams of both women and men. The female soldiers were able to talk to the household women, who often trusted other women more than men, and this reduced the risk of escalation.  

  – To better serve all populations: Promoting the aims of gender equality within the security sector helps security providers better understand and meet the diverse needs of the population—all women, men, girls, and boys.

• **Gender equality is essential to SSR because it increases national and local ownership:** SSR is only successful when led by national authorities and widely supported at the community level. Gender equality is an integral part of such national and local ownership of SSR. Legitimate ownership requires that women and men have equal opportunities to influence decisions about security sector governance, including through public oversight. Participation in SSR may be institutional (e.g., through diverse and representative elected or duly appointed bodies) or consultative (e.g., through consultations with civil society organizations, including those supporting marginalized groups of women, men, and gender minorities).

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When South Africa undertook its National Defense Review from 1996-1998, one part of the process was to consult women’s civil society representatives. This proved to be vital in drawing attention to key security issues that would have otherwise been neglected, such as the environmental impact of the military and sexual harassment of women. In response, new institutional gender structures were established in the armed forces. Women’s inclusion also ensured that security policies were gender responsive and highlighted the role of women as both beneficiaries and providers of security.2

• **Gender equality is essential to SSR because it strengthens the accountability of the security sector:** Key to accountability is the representative and participative oversight of the security sector. Increasing the participation of women in oversight bodies such as the parliament, the executive, and the judiciary helps ensure that these bodies are—and are perceived to be—representative, which can both increase public confidence in them and improve their responsiveness to the concerns of all citizens. Involving civil society actors with gender expertise, including women’s organizations, men’s organizations, and gender experts, can strengthen both formal and informal security sector oversight mechanisms.

• Gender equality must be considered throughout the course of any SSR process, including in assessment, design and planning, implementation, monitoring and evaluation.

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Why is Gender Important to SSR?

- Meeting commitments on violence against women and girls
- Delivering security and justice for all
- Protecting from gender-based violence
- Reforming cultures of tolerance of abuse
- Making the SSR process inclusive
- Building trust in security institutions
- Promoting the full and equal participation of men and women
- In security processes and decision-making – formal and informal, local and national
- In security services and institutions
- Strengthening governance and accountability of security institutions
- Supporting civil society oversight
- Ensuring that violence against women and girls is treated seriously
7.3 Practical Approaches to Working Toward Gender Equality in the Security Sector

7.3.1 Activity: Case Studies

Background for Facilitator

This activity uses two short case studies to help participants recognize practical initiatives to address gender equality in SSR. You can use the case studies provided or choose others that better suit your training context (you can find many in DCAF's online “Gender and SSR Training Resource Package” www.gssrtraining.ch/index.php/en/). Make sure that your case studies include some background information on the political and social context of the country and sufficiently precise data on the challenges or opportunities in the security sector institution the participants will discuss.

Instructions

Explain to participants that this activity will help them identify practical approaches to working toward gender equality in the security sector and in SSR processes. Provide participants with Case Study 1: Practical Approaches to Working Toward Gender Equality in the Security Sector handout and Case Study 2: Practical Approaches to Working Toward Gender Equality in the Security Sector handout (see annex) and have them read carefully. While reading, they should mark the text as follows:

- A cross (X) where they identify a lack of gender responsiveness in the security sector or provision of security services (e.g., poor services to a particular group in the community);
- A check mark (✔) where they identify an initiative or activity that promotes gender equality in the security sector or the provision of security services; and
- On the bottom of each study:
  - Note other ideas they have for how gender equality could have been promoted in the SSR process.
  - Think about how the ideas are relevant to the security sector in their own communities and countries.

Debrief

Facilitator Instructions

Have participants discuss their observations in pairs, then invite a few people to share their ideas and reflections with the whole group. Debrief by highlighting how these examples illustrate how a focus on gender equality in SSR can expand choices and opportunities and remove barriers and limitations based on gender. (15 minutes)
7.4 Why is it Important to Involve Women in SSR?

7.4.1 Facilitator Talking Points: Why Women?

Background for Facilitator
This discussion will help participants identify examples of the difference women have made in SSR.

Facilitator Talking Points

- In Module 6, we discussed the many entry points that civil society organizations have to become involved in SSR. Ask participants to recall some of these activities—e.g., documenting human rights abuses by security sector personnel; providing security and justice services, such as helping prisoners or survivors of domestic violence; raising public awareness through campaigns and working with the media; facilitating dialogue between communities and security sector actors; joining oversight bodies and structures. If necessary, use the security sector maps from Module 6 to aid recall.

- But why is women’s involvement in SSR essential? Have the group brainstorm ideas; aim to draw out the following points, using the provided examples or local ones. Use this brainstorm to assess whether participants can give at least two reasons why it is important to involve women in SSR.

- As we discussed in Module 3, gender equality means that men and women have equal opportunities and rights. In the context of SSR, this means that women and men have equal opportunities to participate in the provision, management, and oversight of security services. This right to participate in public decision making, including on security matters, is recognized in international instruments such as the Convention on the Elimination of All Forms of Discrimination Against Women and UN Security Council Resolution 1325.
• As we discussed in Module 4, women, girls, men, and boys have different security needs and may have different perceptions of safety and levels of trust in security institutions.

  – For example, in the Democratic Republic of the Congo, women in the Kivu region identify sexual violence, including rape, as a primary security threat, while men are predominately threatened by gun violence and forced recruitment into armed gangs.³ Research on the impact of small arms in West Africa revealed that while men felt more secure possessing arms, women regarded them as a threat in their homes.⁴ Women and girls in Palestine have said male harassment in the streets is their most common form of insecurity. Public streets are perceived as a “male only” space and thus associated with fear, intimidation, sexual harassment, and lawlessness.

• Where and how have women played a crucial role in making security sector institutions more effective and accountable?

  – Women provide knowledge to policymakers about security issues within their communities: Women's distinct experiences of conflict and violence and their knowledge of community priorities can help SSR truly reflect local needs. For example, rural women's security committees in some of the border districts in Sierra Leone encourage discussions and share the community's knowledge on security issues. They also inform security coordination bodies of security concerns and threats felt by the community. Women can also raise policymakers’ awareness of these key security concerns and can promote policy change. In Libya, a CSO called the Voice of Libyan Women conducted an assessment on female security and the Ministries of Interior and Defense followed up by inviting women from communities around the country to national planning meetings on DDR.

  – Women provide security: Women can partner with the security sector to deliver integrated services. For example, women are often at the forefront of providing services to victims (shelter, legal advice, medical and psychological assistance). Women can also help implement SSR in their communities and are vital partners in processes like DDR. For example in Liberia, a women's network called WIPNET played a critical role in disarming soldiers when the UN system was overwhelmed. Combatants trusted the local women and were therefore more likely to surrender weapons to them.

  – Women increase buy-in and community support for SSR: Women exercise strong influence within their families and community networks. Involving women in SSR can help bring credibility to new systems and oversight mechanisms as well as improve public perceptions of security sector institutions.

  – Women exercise oversight: With unique experiences of conflict and strong networks throughout communities, women are well positioned to hold the security sector accountable. They do this through research and advocacy.

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⁴ International Committee of the Red Cross, Addressing the Needs of Women Affected by Armed Conflict (Red Cross: March 2, 2004), www.icrc.org/eng/assets/files/other/icrc_002_0840_women_guidance.pdf.
- **Women can help security sector institutions address gender issues:** Many security sector institutions are making commitments to mainstream gender into their work so their programs and policies reflect the needs and concerns of women, men, girls, and boys. Women’s CSOs can provide essential information about how programs and policies affect these different groups.

  - To ensure that women and girls’ needs are identified and addressed, women need to be at the table and fully involved in SSR processes. Moreover, women from all parts of the community need to be consulted through SSR processes. Indeed, involving diverse groups across communities in SSR helps us to expand our thinking and understanding of security—to consider the specific needs and interests of women, men, girls, and boys, and how security institutions can meet those needs.

### 7.5 Wrap Up

#### 7.5.1 Facilitator Talking Points: Points to Take Away

**Background for Facilitator**
This section highlights the main points of the module.

**Facilitator Talking Points**

- Gender equality is essential to security sector reform because it makes the security sector more effective and accountable, and it is essential to local ownership of an SSR process. Our discussions have highlighted how the inclusion of female personnel and responsiveness to gendered security needs are key to an effective police service.

- To be effective, SSR needs women involved—otherwise, it will not be able to holistically address the needs of all parts of the community. Women should be part of security decision making and oversight, part of the institutions that provide security services, as well as broadly consulted as to their security needs.
Adapting the Module

Less Time

7.2.1 Activity: Case of Tarastan (SAVE 40-45 MINUTES)

Instead of Activity 7.2.1 (60 minutes), use the following which takes 15-20 minutes:

- Pose one question: For example, “Why should the police hire and retain personnel that are representative of the communities they serve in terms of sex, ethnicity, language, and religion?”
- Have participants sit in a circle and place a bowl in the middle. Ask them to write their argument/answer to the question on a piece of paper, fold it, and place it in the bowl.
- Invite participants to take turns retrieving a paper from the bowl, reading the statement on the paper out loud and adding their own explanation or personal experience to support why the statement is true.
- Allow participants to ask the speaker a few clarification questions. It is likely that several people will write down the same answer, but this doesn’t matter, especially if it generates additional, supportive information.

More Time

7.2.1 Activity: Case of Tarastan (ADD 20-30 MINUTES)

Activity 7.2.1 can be expanded in a number of ways:

- Put participants in groups to do the initial brainstorm on “Gender equality is not relevant to SSR” and “Gender equality is relevant to SSR”. Have the groups report and compile one large list.
- Having one or more groups take the role of a supervisor opposed to addressing gender equality issues. What could be his/her arguments against?
- Instead of having only one person from each group present arguments, involve all group members by “changing chairs”: once the first argument has been made by the first group representative, another person from the group taps them lightly on the shoulder and takes over his or her place to continue the debate.
Assessment Questions (Blank)

Q.7.1 Gender equality is an important consideration in SSR because: (select one)
   a. Gender equality is a human right established by international, regional, and national legal frameworks.
   b. Gender equality is needed to lower job standards so that women can also work in security sector institutions.
   c. Gender equality is a principle of capitalism.

Q.7.2 Involving women in SSR processes makes these processes more effective because: (select one)
   a. Men behave better when there are also women around the table.
   b. It is important to have a diversity of voices, including men and women, in security discussions to help ensure that the different security needs and interests of men, women, boys, and girls are addressed.
   c. Women are good at secretarial work, so they can take notes in meetings.

Assessment Questions (Answer Key)

Q.7.1 Gender equality is an important consideration in SSR because: (select one)
   a. Gender equality is a human right established by international, regional, and national legal frameworks.
   b. Gender equality is needed to lower job standards so that women can also work in security sector institutions.
   c. Gender equality is a principle of capitalism.

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   a. Men behave better when there are also women around the table.
   b. It is important to have a diversity of voices, including men and women, in security discussions to help ensure that the different security needs and interests of men, women, boys, and girls are addressed.
   c. Women are good at secretarial work, so they can take notes in meetings.
Tarastan Scenario

You are police employees in the country of Tarastan. Tarastan’s police force faces many problems, including:

• Public confidence in the police is low, and there are no mechanisms for police cooperation with community groups.
• The police service is ineffective in combating domestic violence, sexual assault, and gun violence on the street, and they have no training or operational guidelines specific to these crimes.
• Few women are recruited into the police force, retention of female staff is low, and few female staff reach more senior ranks; the ratio of male to female officers is 9:1.
• There are no policies or trainings on sexual harassment within the police service, but there are rumors that it is widespread.

To address these problems, the police service is attempting wide-ranging reforms. A group of female staff, who have become an informal policewomen’s network, want to convince their superiors that addressing gender equality issues in the reform process will strengthen Tarastan’s police service.

You are considering four strategies:

1. Strengthen outreach to communities, with an emphasis on reaching women in disadvantaged areas and marginalized groups;
2. Develop specialized services for men, boys, women, and girls who are victims of domestic or sexual violence;
3. Recruit more women to the police service and better retain and promote female staff;
4. Develop a policy, processes, and training to prevent and respond to sexual harassment within the police.

Come up with three arguments per strategy as to why the police service should adopt these changes.
Case Study 1: Practical Approaches to Working Toward Gender Equality in the Security Sector

Instructions

1. Put an “X” where you identify a lack of gender-responsiveness in the security sector or provision of security services (e.g., poor services to a particular group in the community).

2. Put a “✔” where you identify an initiative or activity that promotes gender equality in the security sector or the provision of security services.

3. What other ideas do you have about how gender equality could be promoted in this case?

4. How might these ideas be applicable in your context—in your own community, region, or country?

Rebuilding the Liberian National Police

The rebuilding of the Liberian National Police (LNP) commenced in 2005, after the end of Liberia’s devastating, 14-year war. During the war, the LNP committed serious human rights violations, thus acquiring a poor reputation among the general population.

The United Nations Mission in Liberia (UNMIL) designed a “vetting/de-activation program” to purge the LNP of its most brutal elements, which led to the enrolment of a new crop of police recruits. In addition, UNMIL developed a Gender Policy in support of the reform and restructuring of the LNP, the first such policy in UN peace operations. UNMIL set a 20 percent quota for women’s inclusion in the police and armed forces, and the LNP established a Female Recruitment Programme. To address the lack of educational qualifications among potential female recruits, 150 women were selected to attend classes to receive their high school diplomas. These women, in return, promised to join and serve in the LNP for a minimum number of years. Affirmative action of this kind expanded the pool of female police recruits without having to lower essential qualifications. Other measures included recruitment activities specifically designed to attract potential female recruits, such as visiting markets, schools, and churches.

UNMIL’s efforts were bolstered in 2007 by the deployment of the first all-female Formed Police Units, from India. Staying until 2016, these all-woman police peacekeeping units contributed to efforts to address sexual violence against women and strengthen LNP’s response to gender-based violence.

Taking forward its efforts to implement gender mainstreaming, the LNP developed its own gender policy and gender unit. It revised its human resource policies in 2008, addressing matters such as maternity leave as well as equal benefits for pension and health insurance. With the help of UNMIL, LNP has incorporated gender-sensitive training modules into its curriculum. In 2010, thirty LNP officers received training to become gender focal persons in their respective counties. According to data from the LNP, as of July 2013, women made up 18% of the total LNP force.

Case Study 2: Practical Approaches to Working Toward Gender Equality in the Security Sector

Instructions

1. Put an “✗” where you identify a lack of gender-responsiveness in the security sector or provision of security services (e.g., poor services to a particular group in the community).

2. Put a “✔” where you identify an initiative or activity that promotes gender equality in the security sector or the provision of security services.

3. What other ideas do you have about how gender equality could be promoted in this case?

4. How might these ideas be applicable in your context—in your own community, region, or country?

The Hungarian Defense Forces’ Promotion of Women’s Participation

Between 2005 and 2006, the Hungarian Defense Forces increased women’s participation from 4.3% to 17.56%. In 2013, the proportion of female active duty military personnel was at 20.2%, and 10.5% in international operations. They achieved these increases through a combination of legal norms and the establishment of internal institutional mechanisms to promote gender equality. Hungarian Military Law stipulates the equal rights of men and women and guarantees non-discriminatory promotion based on professional skills, experience, performance, and service time. Combat positions have been open to women since 1996 and women are allowed to occupy all positions within the armed forces. Eligibility requirements for employment are the same for women and men.

In 2003, the Hungarian Defense Forces established a Committee on Women with the purpose of ensuring equal opportunities for men and women in the defense forces through research, analysis, and policy recommendations. The Committee holds meetings with servicewomen to gather their experiences, from which they prepare a report on the status of gender equality, including problems and recommendations for change. A network of women’s focal points has been also established at the unit level in collaboration with the Committee, in addition to Equal Opportunity Teams in each service.
