





# **GENDER IMPACT ASSESSMENT**

OF THE SECURITY AND DEFENSE  
SECTOR IN UKRAINE 2017

The Gender Impact Assessment of the Security and Defense Sector in Ukraine was conducted by experts of UN Women Ukraine Olena Suslova and Emmicki Roos, as a part of the UN Women global "Women, Peace and Security Global Facility: From Resolutions to Accountability and Leadership" project in 2017.

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**UN WOMEN** is the UN organization dedicated to gender equality and the empowerment of women. A global champion for women and girls, UN Women was established to accelerate progress on meeting their needs worldwide. UN Women supports UN Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the UN system's work in advancing gender equality.

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# FOREWORD

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Photo of Ivanna Klympush-Tsintsadze,  
Vice-Prime Minister of Ukraine  
on European and Euro-Atlantic  
Integration

Dear readers,

It is my pleasure to present to you the results of the Gender Impact Assessment of the Security and Defense Sector of Ukraine.

The Government of Ukraine has been progressively working towards European and Euro-Atlantic Integration. A central part of our efforts is an integration of gender equality in the security and defense reform. The Government recognizes that objectives of the reform, cannot be achieved without inclusion of gender equality which relate back to the fundamental values of democracy, individual liberty, human rights and the rule of law.

Eighteen years since adoption of the United Nations Security Council Resolution 1325 (UNSCR 1325) on Women, Peace and Security and more than two years since adoption of the Ukraine National Action Plan on its implementation, the Ukrainian security and defense institutions have been making efforts to improve gender balance of the military forces; to make sure that gender issues are taken into account in the design, planning, conduct, and evaluation of the reform implementation; to eliminate abuse, or harassment in the armed forces, and to prevent or respond to conflict-related sexual violence and other human rights violations. While some progress is evident, much of it has been through incremental and sometimes ad-hoc measures that have yet to transform military structures and mindsets.

In 2017 in partnership with UN Women we conducted the Gender Impact Assessment of the Security and Defense Sector. The main objective of the Assessment was to map the current situation of gender equality within the sector using data provided by Ministry of Defense, General Staff, Ministry of Internal Affairs, National Police, State Border Guard Services, and the National Guard. A final goal of the Assessment is to provide recommendations and best practices with a view to address the systemic challenges and ensure a comprehensive integration of a gender equality perspective in the security and defense sector of Ukraine.

The Government of Ukraine takes this responsibility very seriously. There is strong recognition that security sector and defense reform should meet the different security needs of men, women, boys and girls and that the integration of gender issues is also key to the effectiveness

and accountability of the security sector, and to local ownership and legitimacy of the reform processes.

The Gender Impact Assessment demonstrates Ukraine's ongoing support for the United Nations Women, Peace and Security agenda as well as the NATO Partnership Goals on Gender Equality. It is a practical step forward in establishing a framework for a coordinated, whole of government approach to implementing UNSCR 1325 and related resolutions in the security and defense sector.

I would like to express my gratitude to UN Women for encouraging and writing this Assessment as well as to NATO Headquarters and the Liaison Office in Ukraine for providing the research team with several rounds of substantial comments and fruitful discussions.

I look forward to working with my Ministerial colleagues, civil society and the international partners to drive better outcomes for women and men in security and defense.

*Warm Regards,  
Ivanna Klymush-Tsintsadze, Vice-Prime Minister of Ukraine  
on European and Euro-Atlantic Integration*

# LIST OF ABBREVIATIONS

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<b>ATO</b>	Anti-Terrorist Operation
<b>CAF</b>	Canadian Armed Forces
<b>CEDAW</b>	Convention on the Elimination of all Forms of Discrimination against Women
<b>CHOD</b>	Chief of Defense
<b>COESPU</b>	The Center of Excellence for the Stability Police Units of the Carabinieri Corps
<b>DCAF</b>	The Geneva Centre for the Democratic Control of Armed Forces
<b>DRMIS</b>	Defense Resources Management Information System
<b>EU</b>	European Union
<b>EUAM</b>	European Union Advisory Mission
<b>GBA+</b>	Gender-based Analysis Plus
<b>GBV</b>	Gender-based violence
<b>GENAD</b>	Gender Advisor
<b>GFP</b>	Gender Focal Point
<b>GR30</b>	General Recommendation 30 on women in conflict prevention, conflict and post-conflict situations
<b>ICITAP</b>	International Criminal Investigative Training Assistance Program
<b>IPSO</b>	international peace and security operations
<b>IREX</b>	International Research & Exchanges Board
<b>MoD</b>	Ministry of Defense
<b>Mol</b>	Ministry of Internal Affairs
<b>MolA</b>	Ministry of Internal Affairs agencies
<b>MoSP</b>	Ministry of Social Policy
<b>NAP</b>	National Action Plan

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<b>NATO</b>	North Atlantic Treaty Organization
<b>NCGM</b>	The Nordic Center for Gender in Military Operations
<b>NCO</b>	Non-Commissioned Officer's
<b>OHCHR</b>	United Nations High Commissioner for Human Rights
<b>OSCE</b>	Organization for Security and Cooperation in Europe
<b>PFA</b>	Beijing Declaration and Platform for Action
<b>SBGS</b>	State Border Guard Services
<b>SDB</b>	Strategic Defense Bulletin
<b>TIP</b>	Trafficking in persons
<b>TVPA</b>	Trafficking Victims Protection Act
<b>UAF</b>	Ukrainian Armed Forces
<b>UN</b>	United Nations
<b>UN Women</b>	The United Nations Entity for Gender Equality and the Empowerment of Women
<b>UNSCR 1325</b>	United Nations Security Council Resolution 1325 on Women, Peace, and Security
<b>WPS</b>	Women, Peace, and Security

# EXECUTIVE SUMMARY

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## Background

This Gender Impact Assessment of the security and defense sector in Ukraine is a part of UN Women's support to the Ukrainian Government's efforts to implement United Nations Security Council Resolution (UNSCR) 1325 and the Women, Peace, and Security (WPS) agenda. The Assessment was planned and executed in close partnership with the Vice Prime Minister's Office of European and Euro-Atlantic Integration

and was conducted between May and August 2017. Five institutions in the security and defense sector were included in the assessment: Ministry of Defense (MoD) and General Staff, Ministry of Internal Affairs (Mol), the National Police, the State Border Guard Services, and the National Guard (the National Police, the State Border Guard Services and the National Guard form part of Ministry of Internal Affairs). The

data collection included a two-week mission to Kyiv in July, where government officials, civil society representatives, and representatives from the donor community were interviewed. The findings and recommendations in the report are based on desk research, interviews, meetings, and an analysis of the policies guiding the implementation of gender equality and the security and defense reform in Ukraine.

## Key Findings

**Gender in the Defense Reform:** Gender equality is not regarded as a part of the reform of the security and defense sector by leaders in the sector, and as a result it has not been integrated in the implementation of the Strategic Defense Bulletin (SDB). As a consequence, gender is not mainstreamed in the day-to-day work of these institutions and is not given much consideration at the strategic, operational, and tactical levels. While the SDB is gender blind, there are many possible entry points for gender equality under the five strategic objectives of the Bulletin.

**Coordination and Strategic Planning:** The establishment of working groups for women, peace, and security

implementation in the MoD, Mol, and the State Border Guard Services and the development of action plans by the MoD, Mol, National Police, and the State Border Guard Services, has laid the foundation for further efforts to advance gender equality in the Sector. Nevertheless, there is limited coordination of the implementation of the action plans on WPS within the institutions in the sector. However, this is likely to be addressed by a newly established inter-agency working group on women, peace, and security under the Commission on Euro-Atlantic Integration. The provisions in the action plans on WPS have not been integrated into institutional policies, standard operating procedures, and regulations. Thus, some documents,

processes and policies are contradictory to the principle of gender equality.

**Capacity, Leadership, and Internalization:** There is a limited conceptual understanding of gender and gender issues among personnel in the security and defense sector. While, some personnel are aware of national and institutional commitments to realize the principle of gender equality, there is little or no internalization of why gender equality is important or why women are needed in the sector. Gender is not systematically integrated into capacity-building activities and trainings in the Sector and there is a lack of a unified approach regarding the interpretation of gender policies and definitions among educational

institutions and training centers. There is also a weak link between topics covered and the day-to-day work of the institutions in the security and defense sector and the overall development and reform of these institutions. The institutions lack the necessary capacity and expertise to advance gender equality at the strategic, operational, and tactical levels. One of the primary reasons for this is the lack of committed leadership to advance gender equality.

**The Recruitment, Retention and Promotion of Women:** While the number of women in the security and defense sector remains low there has been an increase in the last couple of years. The most significant increase has occurred in the State Border Guard Services, where the percentage of women has increased from 10 percent to 24 percent between 2016 and 2017.

While some combat positions for women soldiers and officers have been

opened up, women are still restricted from many combat positions by law and attitudes in the sector leads to the placement of women in positions that are not regarded as hazardous. The increase of women in the sector appears to have more to do with an increase in the number of women applicants than deliberate measures to increase the number of women. There is a lack of gender-sensitive policies and procedures for recruitment and retention of personnel and there is little or no support for women to build their capacity and leadership. Due to this and gender stereotypes and discrimination in the sector, women are seldom appointed to the highest leadership positions and are much less likely to be promoted than men. Nevertheless, a positive measure that could increase women's career opportunities has been taken. Changes have been introduced regarding parental leave, ensuring that time on parental leave counts as service.

**Discrimination, Sexual Harassment, and Sexual Assault:** According to reports, discrimination and sexual harassment against women are widespread in the security and defense sector. Despite this many in the sector do not recognize that discrimination and sexual harassment against women are problems that need to be addressed. One possible explanation for this is the limited understanding of what constitutes discrimination and sexual harassment. As a result, there are no data on the prevalence of discrimination and sexual harassment and no specific mechanisms for reporting of sexual harassment. There are also no data on cases of sexual violence and assault in the security and defense sector. While, women are much more likely to suffer discrimination, there is also some discrimination of men when it comes to parental leave, as men are restricted from going on parental leave during the Anti-Terrorist Operation (ATO).

## SUMMARY OF RECOMMENDATIONS

*To address the challenges and strengthen the integration of a gender perspective in the security and defense sector the following recommendations are proposed based on global best practice examples:*

1. **Integrate a gender perspective in the defense reform process:** Develop a Gender Equality Strategy and request that all institutions in the security and defense sector align their action plans on WPS with the strategy. Ensure that the strategy addresses and removes policies and procedures that are contradictory to the principle of gender equality. Establish a mechanism for annual reporting on the Gender Equality Strategy (and the institutional action plans on WPS). The institutions in the sector should submit reports to the Vice



The first woman peacekeeper in Ukraine, Lieutenant Colonel, Third Secretary of the Defense Section of the Mission of Ukraine to NATO Valeriya Parada received the rank of colonel from the Minister of Defense of Ukraine Stepan Poltorak during his speech at the First Women's Congress, November 22, 2017.  
UN Women / Volodymyr Shuvaev

Prime Minister's Office on EU and Euro-Atlantic Integration, who can then compile a joint report to be submitted to the Verkhovna Rada and the rest of the Cabinet of Ministers.

- 2. Increase commitment and accountability at the leadership level:** Senior leadership must publicly declare their commitment to gender equality and the development of a strategy to mainstream gender across all reform activities. Include gender equality in the list of responsibilities in job descriptions for all commanders and heads of departments. Integrate zero tolerance to discrimination, sexual harassment, and gender-based violence when raising the personal responsibility of officials for the performance of their duties. Ensure that annual reporting/appraisal mechanisms include requirements to assess personnel on their conduct relating to discrimination, sexual harassment, and sexual assault.
- 3. Increase the capacity and expertise to realize the principle of equal rights and opportunities for women and men:** Include gender experts/advisers

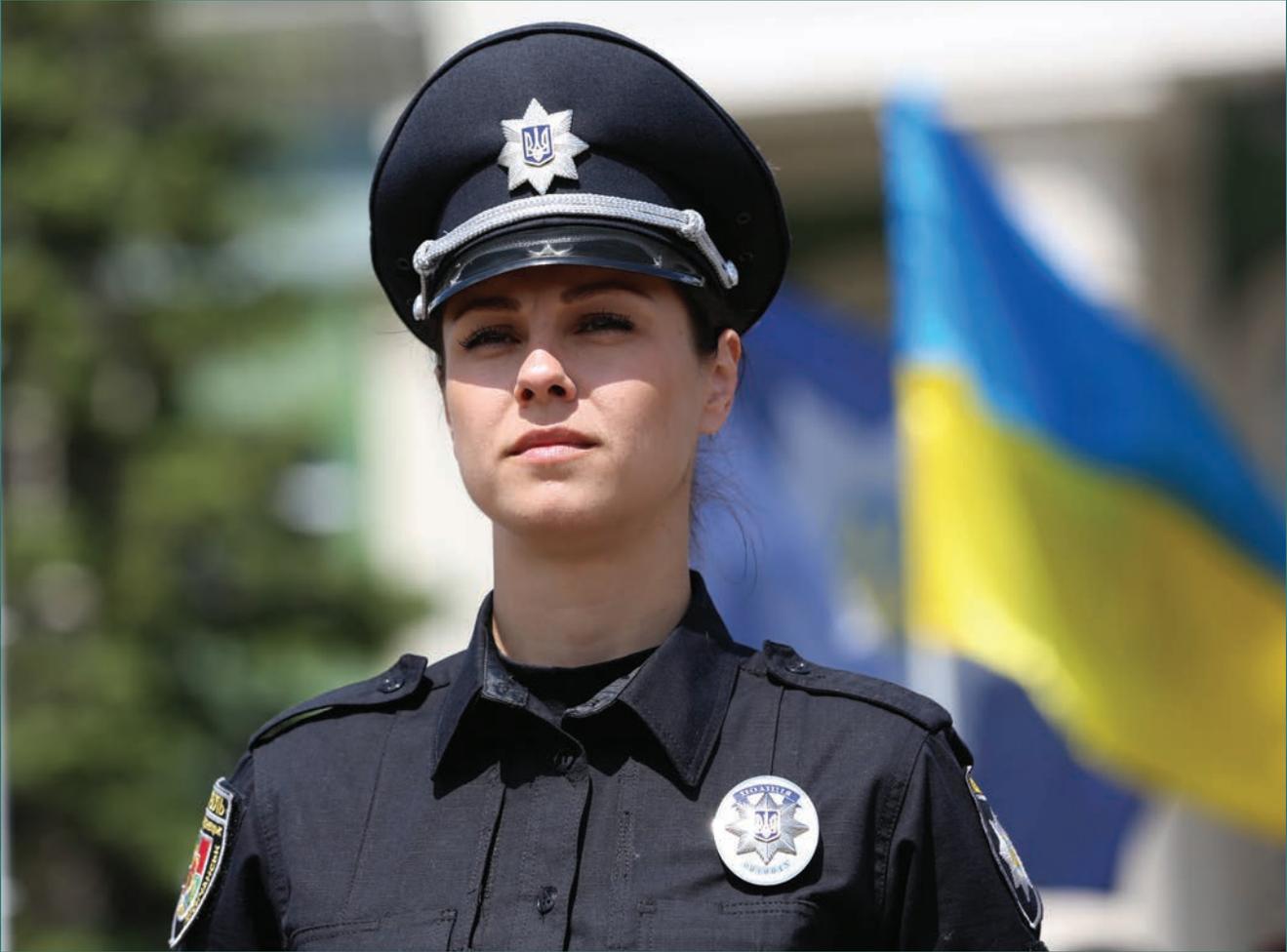


Photo provided by the press office of Ministry of Interior of Ukraine

(GENAD's) in the Reform Committee for the implementation of the defense reform through the SDB. Establish a system of uniformed GENAD's in the security and defense sector (to influence the implementation of the Gender Equality Strategy at the strategical, operational and tactical levels) in close collaboration with the relevant institutions. Recruit gender advisors who have experience from the sector, are familiar with the structures, and are respected among their peers. Make sure that they have the mandate, training, and support to carry out their tasks successfully. Introduce a system of gender focal points in the MoD and General Staff, safeguarding that each department/unit has a gender focal point who can inform and support the work of gender advisors. Conduct or source internationally recognized trainings for gender advisors and gender focal points to provide them with tools and increase their capacity to carry out their tasks.

4. **Ensure that training on gender equality is systematic:** Ensure that the principle of gender equality is systematically integrated in all service training, and including training by educational institutions and training centers. Increase

the collaboration between educational institutions and training centres and develop a unified approach to definitions and interpretations of gender policies. Safeguard that trainings go beyond specific topics, to also cover gender mainstreaming more broadly and the development and reform of the security and defense system itself. Strengthen the linkages between topics covered and institutional structures, procedures, and the day-to-day work of the institutions. Ensure that all commanders and heads of departments/units have received training on gender equality and encourage key military leaders to participate in international trainings on gender equality (e.g. the Nordic Centre for Gender in Military Operation's annual Key Leader Seminar on Gender). Conduct annual trainings for the members of the working groups on WPS on gender equality, current and emerging issues, and policy developments. Organize study visits for the members of the working groups to North Atlantic Treaty Organization (NATO) member or partner nations to learn from their experiences of implementing the WPS agenda.

5. **Remove barriers to advancing gender equality:** Assess to what degree national/institutional policies, regulations, doctrine, and standard operating procedures are gender-sensitive and amend those that are contradictory to principles of gender equality. Advocate for the complete removal of restrictions for women's service (e.g. in article 43 of the Constitution) ensuring that they can serve in all positions in the security and defense sector, including all combat positions (in line with the NATO Partnership Goal on the removal of legal barriers that prevent equal opportunities). Advocate for the removal of discriminatory regulations that hinder men and women from effectively carrying out their duties and managing family responsibilities.
6. **Improve coordination for successful implementation:** Establish institutional coordination mechanisms, to support the working groups on WPS, and clarify what departments are responsible for implementation of the action plans on WPS and gender mainstreaming. Advocate for the creation of an inter-agency coordination mechanism for the realization of the NAP WPS (e.g. a steering committee or working group).
7. **Improve the conditions of service for women in the Sector:** Develop gender-sensitive recruiting and retention policies, with specific support for women in the institutions in the security and defense sector, including provisions to allow staff to balance their work with family and caring responsibilities. Introduce gender-sensitive procedures for recruitment and promotion and train staff in the departments for human resources on how to avoid biases and discrimination and promote women's participation and leadership in the institutions. Establish specific mentorship/training programs and networks for women to enhance their capacity to take on leadership positions. Encourage the establishment of specific staff associations for women where women can share experiences and support each other. Establish specific complaints mechanisms for reporting discrimination, sexual harassment and sexual assault in all institutions in the security and defense sector.

# Background



Oksana Yakubova, served as a deputy commander responsible for personnel of the 1<sup>st</sup> mechanized battalion of the 54<sup>th</sup> guards mechanized brigade. She was mobilized during the first wave to join the ATO as she worked as an economist in the military unit and resigned from the army with the rank of captain. When Oksana received a draft notice, she was a chief economist at Ministry of Finance of Ukraine.

UN Women/Cleopatra Anferova

As part of its WPS programme portfolio, UN Women supports the Government in implementation of national and international commitments on women's human rights and gender equality, including UNSCR 1325 through security and defense sector reform.<sup>1</sup> The national security and defense sector is one of the priority national reforms under the Ukraine Sustainable Development Strategy 2020.<sup>2</sup> The Ukrainian Government implements the National Security Strategy (2015-2020), adopted in May 26, 2015, which aims at realization of the national security priorities, reforms envisaged by the Association Agreement between Ukraine and the Euro-

pean Union and the Sustainable Development Strategy 2020. The Strategy lists protection of human rights among its goals.<sup>3</sup> On May 20, 2016 the President signed the SDB, which serves as a roadmap for the reform of the security and defense sector. The Bulletin aims to transform the policy, planning, and resource management systems, introduce a new division of authority, functions, duties, and responsibilities in the security and defense sector.

Since the adoption of the National Action Plan for Implementation of UNSCR 1325 on Women, Peace and Security for 2016-2020 (NAP 1325)<sup>4</sup>, three working

groups on WPS have been established in the security and defense sector, one in the MoD, one in the MoI, and one in the National Guard.<sup>5</sup> The MoD also adopted its first annual Action Plan on the implementation of UNSCR 1325 "Women, Peace, and Security" in 2016 and is now implementing its second annual Action Plan for 2017. The MoI has a draft Action Plan for the implementation of UNSCR 1325 that remains to be adopted. The National Police and the State Border Guard Services have also adopted their own action plans on WPS. Building on these positive initial steps, the Government has expressed commitment to a comprehensive inte-

<sup>1</sup> UNSCR 1325, 1820, 1888, 1889, 1960, 2106, 2122, 2242

<sup>2</sup> Sustainable Development Strategy" Ukraine 2020," [www.zakon5.rada.gov.ua/laws/show7572015](http://www.zakon5.rada.gov.ua/laws/show7572015) (Decree of the President of Ukraine «On the Strategy for Sustainable Development «Ukraine – 2020» of 12.01.2015 № 5/2015. Link (ukr): <http://zakon2.rada.gov.ua/laws/show/5/2015>)

<sup>3</sup> [http://www.niss.gov.ua/public/File/2015\\_table/Draft\\_strategy.pdf](http://www.niss.gov.ua/public/File/2015_table/Draft_strategy.pdf) (National security strategy of Ukraine, approved by Decree of the President of Ukraine of 26.05.2015 № 287/2015. Link (ukr): <http://zakon3.rada.gov.ua/laws/show/287/2015>)

<sup>4</sup> Approved by Decree No. 113-p of the Cabinet of Ministers, dated 24 February 2016

<sup>5</sup> The MoD Working Group on WPS was established in May 2016 and the MoI Working Group on WPS was established in January 2017.

gration of the WPS agenda in the security and defense reform and institutionalization through regulatory, policy, and legislative frameworks.

Why is gender important to defense reform? An armed force in a democratic polity should reflect the society it is established to protect, including the

defense of its core values such as citizenship and equality. A more balanced gender composition, in turn, favors cohesions and effectiveness in increasingly multidimensional peace operations. Gender mainstreaming in the defense (and security) sector means bringing the experience, knowledge and interests of women and men to

operations. Incorporating gender into the objectives and priorities of defense reform enables better responses to the different security needs within society, better responses to the changing nature and needs of the defense (and security) sector, improves operational effectiveness, and creates a representative defense force.<sup>6</sup>

### THERE ARE THREE PRINCIPLES OF MAINSTREAMING AND IMPLEMENTING UNSCR 1325 WITHIN ARMED FORCES:

#### EQUAL RIGHTS.

The equal rights principle – the right to influence and participate in society, and to have access to power and influence – is seen as the basis for democracy and legitimacy of state. In the planning, execution and evaluation of military operations, this principle involves guaranteeing human rights for men and women, boys and girls.

#### RECRUITMENT AND RETENTION.

Recruitment and retention aim at building the capability of the armed forces to create legitimacy, to broaden the basis for recruitment, and to construct a position as a desirable employer. To create conditions when men and women can work and develop within all areas and at all levels of the armed forces will create accountability – nationally and internationally – and strengthen the armed force internally and externally.

#### OPERATIONAL CAPABILITY.

The operational capability of the armed forces is strengthened if the best individuals from a broad basis of recruitment are selected. Situational awareness improves if personnel have a deeper understanding of the needs and preconditions of different groups. The ability to facilitate improved conditions for both men and women strengthens security for the different groups. This in turn will generate support for the mandate of the armed force.<sup>7</sup>

With the ongoing reform process, national frameworks in place to implement UNSCR 1325, its good bilateral and multilateral relationships and support from donors, Ukraine is well positioned to advance principles of gender equality in its security and defense sector.

<sup>6</sup> Cheryl Hendricks and Lauren Hutton. Defense Reform and Gender. Gender and Security Sector Reform toolkit. Eds. Megan Bastick and Kristan Valasek. Geneva: DCAF, OSCE/ODIHR, UN-STRAW, 2008, pa 3.

<sup>7</sup> PfPC SSRWG and EDWG, Handbook on Teaching Gender in the Military (Geneva: DCAF and PfPC, 2016), p2.

# Assessment overview

This Gender Impact Assessment of the security and defense sector was planned and executed in close partnership with the Vice Prime Minister's Office of EU and Euro-Atlantic Integration and was conducted in 2017. The assessment aims to establish a baseline for how gender has been integrated in the security and defense sector more broadly, while at the same time identify entry points for how gender could be integrated in the implementation of the SDB.

This assessment comes at an opportune time, as the Government of Ukraine is in the early stages of implementing the National Action Plan (2016-2020) on UNSCR 1325 and the Strategic Defense Bulletin (2016-2020) for security and defense reform.

Five institutions in the security and defense sector were included in the assessment: The MoD and General Staff, the Mol, the National Police, the State Border Guard Services, and the National Guard (the National Police, the State Border Guard Services and the National Guard form part of Ministry of Internal Affairs).

The assessment was led by Ms. Emmicki Roos, International Consultant at UN Women Ukraine, and Ms. Olena Suslova, National Consultant at UN Women Ukraine, with the support of Ms. Vilma Kyyrönen, Women, Peace, and Security Specialist at UN Women Ukraine, under the direct supervision of Ms. Anastasia Divinskaya, Country Programme Manager/Head of Office,

UN Women Ukraine. The assessment was supported by UN Women's Peace and Security Section in New York, through the valuable input from Ms. Jennifer Wittwer, Policy Specialist and Military Liaison Officer – Peacekeeping and Sexual Exploitation and Abuse.

The data collection included a mission to Kyiv, where government officials, civil society representatives, and representatives of the donor community were interviewed. The findings and recommendations in the report are based on desk research, interviews and meetings, and an analysis of the policies guiding the implementation of the WPS agenda and the security and defense reform in Ukraine.

#### THE OBJECTIVES OF THE ASSESSMENT ARE TO:

1. Assess what legal and policy frameworks (including oversight mechanisms) are in place to guide gender mainstreaming in the security and defense sector;
2. Assess what institutional mechanisms are in place to operationalize and monitor the implementation of these frameworks within the security and defense sector and their effectiveness;
3. Assess the status of gender mainstreaming in the security and defense sector, including successes, challenges, and gaps in the implementation;
4. Provide entry points and recommendations for how the security and defense sector can advance gender mainstreaming, and develop a multi-year Gender Equality Strategy for the security and defense reform (as an annex to the Strategic Defense Bulletin) - ensuring that it is an effective tool for planning and reporting of gender-related activities.

# Methodology

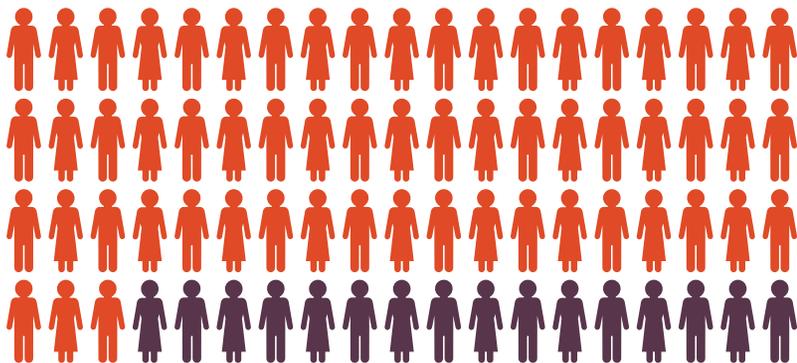
The methodology of the assessment was participatory to ensure strong ownership in the security and defense sector. Of the 76 people interviewed or consulted for the report, approximately 60 are representatives of the five institutions selected for the assessment.

76

**PEOPLE  
INTERVIEWED OR  
CONSULTED FOR  
THE REPORT.**

**60 - ARE REPRESENTATIVES  
OF THE FIVE INSTITUTIONS  
SELECTED FOR THE ASSESSMENT**

The Democratic Control for Armed Forces's (DCAF) Gender Self-Assessment Guide for the Police, Armed Forces, and Justice Sector guided parts of the assessment and a set of specific interview questions were developed to specifically analyze possible entry points for gender in the Strategic Defense Bulletin.



**THE DATA FOR THE  
ASSESSMENT WAS  
COLLECTED THROUGH  
THE FOLLOWING  
METHODS:**

1. **Desk review:** of the policy and legal frameworks of the national security and defense reform, related studies, and documents to assess gender responsiveness.
2. **Key informant Interviews and meetings:** with the Working Group's on WPS of the MoD and Mol, government representatives from the MoD and General Staff, Reforms Project Office MoD, Mol, National Police, State Border Guard Services, National Guard, civil society, European Union (EU), Organization for Security and Cooperation in Europe (OSCE), and NATO etc.

# Findings

## 4.1 GENDER-SENSITIVE SECURITY AND DEFENSE SECTOR REFORM IN THE UKRAINIAN CONTEXT

### 4.1.1 The SDB as an Entry Point

The SDB was adopted through a decree of the President of Ukraine on the 20th of May 2016. The SDB is a roadmap for defense reform in Ukraine and is based on the Military Doctrine and Ukraine-NATO Partnership Goals. The Bulletin provides the foundation for the state program of development of the Armed Forces and other components of defense forces, and state target defense programs on the development of new models of weapons and military equipment. This includes the construction of military facilities and the realization of other objectives in the field of defense.<sup>8</sup>

Although the Bulletin includes operational goals and objectives related to areas where gender could easily be mainstreamed (e.g. democratic civilian control, cooperation/communication with civil society, training, and the standardization of functions) it does not include any language on gender or on women's and men's specific needs. Hence it is fair to say that the SDB is gender blind.

***"Gender provisions are not implemented in the reform process and no one in a leadership position views gender***

***as a part of the reform of the security and defense sector"***

Senior Government Official

Gender principles have not been mainstreamed as part of the implementation of the SDB. As a result, there are only a few examples of how gender has been integrated in the reform. The Reforms Project Office of the MoD reports that they are only aware of gender being considered when it comes to uniforms for men and women. Main Directorate for Development and Support of Material Support of the Ukrainian Armed Forces responsible for military support within the MoD developed some specific uniforms and boots to meet the needs of women. The Reforms Office has also considered the needs of both men and women to some degree when implementing the logistics reform. A pilot project on automatization of accounting and inventory needs as a part of logistics reform is being created to support troops which list all personnel and their specific needs and could be expanded to meet women's needs regarding uniforms and other equipment. The Reforms Office is also working on amending orders, which regulate possibilities

#### THE SDB INCLUDES THE FOLLOWING STRATEGIC GOALS:

1. Unified direction of the defense forces in line with the principles and standards adopted by NATO nations.
2. An effective policy, planning, and resource management system in the defense sector based on modern Euro-Atlantic approaches.
3. Operational (combat, special) capabilities of the defense forces needed to guarantee repelling an armed aggression, defend the country and support peace and international security.
4. Integrated logistics and medical support systems capable of supporting all the components of the defense forces.
5. Professionalization of the defense forces and establishing the necessary military reserve.

<sup>8</sup> <https://defense-reforms.in.ua/en/strategic-docs>



Photo provided by the press office of Ministry of Interior of Ukraine

for certain appointments for women in the Armed Forces, as, for instance, to become instructors in training centres. The other institutions participating in the assessment did not give any examples of how gender has been integrated in the implementation of the 5 Strategic Goals of the SDB.

Although gender has not been a part of the reform process, there are many possible entry points in the SDB as follows:

A) Unified direction of the defense force in line with the principles and standards adopted by NATO nations: gender considerations

could be included in the increase in responsibilities of officials for the performance of their duties. In line with the priority to appoint persons responsible for the realization of the principle of equal rights and opportunities in the Armed Forces of Ukraine in the MoD Action Plan on Women, Peace and Security.<sup>9</sup> The compliance with the principle of equal rights and opportunities for women and men could also be integrated in the review of the Defense Resources Management Information System (DRMIS). Overall, this goal allows for significant gender mainstreaming in all aspects of defense in order to align with the current principles and

standards of other NATO armed forces.

B) An effective policy, planning, and resource management system in the defense sector based on modern Euro-Atlantic approaches: NAP 1325 could be integrated in the doctrine and planning documents of the system for planning for the security and defense sector, as part of the national prediction and strategic planning system. There is also the possibility of including gender experts in the Reform Committee and throughout the organization and training of personnel and working groups who are responsible for the defense planning

<sup>9</sup> MoD Action Plan on Women, Peace, and Security, (2016)



Yulia Tolopa, call sign "Valkyrie". Served as a combat vehicle commander of raiding forces, Aidar Battalion (2014-2015), received several contusions and injuries. She was awarded numerous distinctions and awards.

UN Women/Cleopatra Anferova

process. The principle of gender equality has not been mainstreamed in doctrine, orders, and regulations. To address this gender specifications and requirements could be included as part of the establishment of major components for the capability development process, as part of the national defense and security planning system, which provides for the elaboration of doctrines, orders and other regulating documents.

C) Operational (combat, special) capabilities of the defense forces needed to guarantee repelling an armed aggression, defend the country and support peace and international security: A gender perspective could be introduced in operations, and equal rights and non-discrimination could be a part of the improvement of doctrine on training, planning, and conduct of operations and exercises. This can include the integration of the principle of equal rights and opportunities for men and women in each structural unit and at all levels, when establishing an educational and material base for troops training. As part of the provision to optimize the organizational structure and composition of the Defense Forces for the classification of effective combat strength of the Armed Forces, discriminatory practices which lead to women's exclusion from certain employment categories could be removed. Again, ensuring the inclusion of a gender perspective across all operational elements aligns with NATO policy and best practice initiatives by NATO armed forces. This goal also covers the reform of the Ukrainian Military Law-Enforcement Service into the Military Police. In this reform process, it would be useful to include principles of equal rights and opportunities and preventing and

countering gender-based violence in mission requirements, trainings, and the optimization of its organizational structure.

D) Integrated logistics and medical support system, capable of supporting all the components of the defense forces: While efforts have been made to ensure that women have adequate uniforms and boots, much work remains to be done in this area. The needs of both men and women could thus be considered when providing personnel with modern military equipment kits, including uniforms, personal protective equipment, night vision devices, and navigation and communications devices. This would be in line with the MoD Action Plan on Women, Peace and Security for 2016 which requests the verification of regulatory acts "concerning supply of material resources with regards to compliance with the principle of equal rights and opportunities for men and women."<sup>10</sup> Under this strategic goal, the needs of women and men could also be considered when building a medical support system, creating the command and control systems for medical support, and developing a unified inter-agency system of training for medical personnel. The MoD Action Plan on WPS stipulates that measures should be taken regarding procurement of military field hospitals, with the adequate number of positions for the "treatment of diseases associated with anatomical and physiological features of the female body."<sup>11</sup>

E) Professionalization of the defense forces and establishing the necessary

military reserve: This includes facilitating the gradual transition of mindsets of personnel towards European values, which could include the principle of gender equality and non-discrimination. There is also the possibility to consider the needs of staff with family responsibilities when amending the legislation and departmental guidelines on the rights and responsibilities of military personnel, particularly as it relates to the military reserve. As leadership is key to advancing gender equality, principles of equality and non-discrimination would be useful when introducing a new style of leadership and control in the military command structures of the Defense Forces. To increase the number of women in the Sector, the fifth strategic goal could be used to develop positive measures to attract women to the military service, including increased and equal opportunities for women. This could be a part of efforts to bring the level of financial and other types of support to military personnel in line with legally established rights and freedoms. It would also be good to consider the need to increase the number of women, when improving the selection criteria for military service by contract. The creation of a system for military personnel's career management, with a transparent and bona fide system for recruitment, allocation and appointment of personnel to positions is an opportunity to increase the number of women, including in leadership positions. The fifth strategic goal also covers the improvement of the system of military education and staff training. This could include

integrating gender components when aligning the educational content and quality of training and qualification courses for military personnel (including reserves) with the needs of the Defense Forces.

To address the lack of gender mainstreaming and ensure that the defense reform is both gender sensitive and transformative, UN Women is working with the Government Office for European and Euro Atlantic integration of the Secretariat of the Cabinet of Ministers of Ukraine to develop a Gender Equality Strategy. While gender has not been mainstreamed in the reform, respondents in the sector are positive about the opportunities to use the SDB as an entry point for advancing gender mainstreaming in their agencies. The Reforms Office of the MoD believes that gender could be integrated in all five Strategic Goals of the SDB and that it is especially relevant when it comes to civilian control of the Sector.

Barriers to implementing a gender strategy in the reform process include: a limited conceptual understanding of gender and gender issues in the Sector, the existence of "old fashioned" documents and regulations that conflict with gender principles, and a lack of commitment from the highest leadership level. Respondents from the MoD stressed the need for a Gender Equality Strategy to be more than a recommendation and for it to take precedence over documents and regulations that are contradictory to principles of gender equality. It can

<sup>10</sup> MoD Action Plan on Women, Peace, and Security, (2016)

<sup>11</sup> MoD Action Plan on Women, Peace, and Security, (2016)

then be integrated by the Strategic Planning Office into its internal policies. There is also a need to cancel or revise documents and regulations that include gender stereotypes and that are not gender-sensitive. The MoD Action Plan on WPS (2017) requests that the principle of equal rights and opportunities is observed when regulatory and legislative acts of the MoD and General Staff of the Armed Forces are drafted.<sup>12</sup>

***"One of the main challenges is that those who resist implementing gender, will use the excuse that they can't because of all the classified documents. That is why we need really strong commitment and leadership to push this forward"***

Respondent in MoD.

To ensure that gender is mainstreamed in the reform, existing

mechanisms for the realization of the SDB could be utilized. One of these mechanisms is the Reform Committee of Ministry of Defense and Armed Forces of Ukraine, which was established as an advisory body chaired by the Minister of Defense. It is responsible for the coordination, monitoring, and evaluation of the defense reform. The Committee is made up of representatives of MoD and Armed Forces of Ukraine, advisors from NATO member nations, Members of Verkhovna Rada, volunteers and representatives of civil society organizations. The Committee is organized in five sub-committees, one for each of the Strategic Goals of the SDB and has 23 working groups. Gender issues could be included in the agenda of Reform's Committee meetings. Gender could also be integrated in the work of all relevant sub-committees and working groups and the Gender Equality Strategy could be included in the evaluation of the SDB. This is supported by the MoD Action Plan on WPS for 2017, which stipulates that members of the MoD Task Force on WPS should be involved

in activities of sub-committees of the Reforms Committee of the MoD and the Armed Forces of Ukraine.<sup>14</sup>

The NATO annual assessment report on the NATO-Ukraine Partnership Goals highlights the importance of WPS being a part of the reforms, to utilize the whole talent pool in the process. An opportunity to strengthen the mainstreaming of gender in the reform at the strategic, operation, and tactical levels is to utilize the support from NATO for defense planning to integrate gender. The NATO Partnership Goal states that gender expertise should be incorporated in the planning, execution, and evaluation phases of operations. This corresponds to the MoD Action Plan on Women, Peace, and Security for 2016, which requests the "development and approval of recommendations concerning integration of the principle of equal rights and opportunities for women and men into the process of operational planning and implementation of military operations and education."<sup>17</sup>

<sup>12</sup> MoD Action Plan on Women, Peace and Security, p2 (2017)

<sup>13</sup> <https://defense-reforms.in.ua/en/>

<sup>14</sup> MoD Action Plan on Women, Peace, and Security

<sup>15</sup> NATO Assessment of the NATO-Ukraine Partnership Goals, 2016

<sup>16</sup> NATO-Ukraine Partnership Goal on Gender Perspectives

<sup>17</sup> MoD Action Plan on Women, Peace, and Security, (2016)

## Strategic Defense Bulletin

GENDER INTEGRATION  
OPPORTUNITIES**STRATEGIC GOAL 1:**

*Unified direction of the defense forces in line with the principles and standards adopted by NATO nations.*

Gender integration opportunities:

1. Consideration of zero tolerance to discrimination, sexual harassment, and gender-based violence when raising personal responsibility of officials for the performance of their duties. (1.2.2)
2. Review the (RMIS) ensuring compliance with the principle of equal rights and opportunities for women and men. (1.4.8)

**STRATEGIC GOAL 2:**

*An effective policy, planning, and resource management system in the defense sector based on modern Euro-Atlantic approaches.*

Gender integration opportunities:

1. Ensure that NAP 1325 is included in the planning documents for the introduction of the system of planning for security and defense sector, as part of the national prediction and strategic planning system (based on Euro-Atlantic principles and approaches) (2.1.1)
2. Inclusion of gender experts in the Reform Committee (2.1.5)
3. Inclusion of gender experts and their expertise in gender-related issues throughout the organization and training of personnel and working groups to perform the basic elements of the defense planning process. (2.1.6)
4. Inclusion of a gender component in every stage of organization and training of personnel and working groups to perform the basic elements of the defense planning process. (2.1.6)
5. Inclusion of a gender component in the process of systematic monitoring and evaluation of implementation of State programs/plans for Defense Forces development. (2.2.2)
6. Inclusion of a gender expert in the operational body established for the monitoring and evaluation of State programs/plans for Defense Forces development. (2.2.2)
7. Inclusion of gender specifications and requirements into the capability development process for the Defense Forces, including personnel requirements. (2.3.1)

8. Inclusion of gender specifications and requirements into doctrine, orders and regulations as part of the establishment of major components for the capability development process as part of the national defense and security planning system (which provides for the elaboration of doctrines, orders, and other regulating documents). (2.3.2)
9. Inclusion of gender-related requirements into doctrine, orders, and guidance in the area of capabilities development, force development, and the budget process for Defense Forces, between the MoD, General Staff of the Armed Forces, and other components of Defense Forces. (2.3.2)
10. Consideration of the available expertise in gender-related issues when conducting trainings for key personnel of the MoD, the General Staff of the Armed Forces. (2.3.5)
11. Consideration of the needs of women and men when creating an integrated procurement system at the MoD. (2.5)
12. Consideration of the needs of women and men when establishing a system of self-sufficient military bases on the territory of garrisons with the infrastructure for stationing military units, service housing and social objects for military personnel and their families. (2.7.2)

### STRATEGIC GOAL 3:

*Operational (combat, special) capabilities of the defense forces needed to guarantee repelling an armed aggression, defend the country and support peace and international security.*

#### Gender integration opportunities:

1. Inclusion of gender-related issues, including gender perspective in operations, equal rights and non-discrimination in the improvement of doctrine on training and the use of the Armed Forces and other components of the Defense Forces. (3.1.1)
2. The integration of the principle of equal rights and opportunities for women and men in each structural unit and at all levels, when developing an educational and material base for troops (forces) training with consideration of the needs of the Armed Forces and other components of the defense forces. (3.1.4)
3. Removal of discriminatory practices (exclusion from employment categories) when optimizing organizational structure and composition of Defense Forces, classification of effective combat strength of the Armed Forces based on the level of readiness to perform the assigned objectives during the time of peace. (3.2)
4. Inclusion of women and gender-related requirements when developing intelligence gathering capabilities for the Armed Forces and other components of the Defense Forces, ensuring that gender-related variables serve as a basis for analysis. (3.5.3)

5. Integration of principles of preventing and countering gender-based violence; consideration of gender balance / proportions; mission requirements when reforming the Ukrainian Military Law-Enforcement Service into the Military Police. (3.7)
6. Consideration of the functions for countering gender-based violence; consideration of gender balance /proportions; mission requirements; the integration of the principle of equal rights and opportunities for women and men in each structural unit and at all levels when undertaking capacity-building for the Military Police and optimizing its organizational structure (according to the new structure of the Armed Forces). (3.7.2)
7. The integration of the principle of equal rights and opportunities for women and men in each structural unit and at all levels when providing training (advanced or additional training) of personnel to complete the staff of the Military Police. (3.7.3)

#### STRATEGIC GOAL 4:

*Integrated logistics and medical support systems capable of supporting all the components of the defense forces.*

Gender integration opportunities:

1. The integration of the principle of equal rights and opportunities for women and men in each structural unit and at all levels when reforming the logistics system of the Armed Forces within the single logistics system, optimization of the quantity of military units. (4.1.2)
2. Consideration of the needs of women and men when providing personnel with modern military equipment kits consisting of field uniform at the level of the best world practices and personal protective equipment, night vision devices, navigation and communication means. (4.1.5)
3. Consideration of the needs of women and men when building a medical support system to provide necessary medical assistance for all the tasks of the defense forces. (4.2)
4. Consideration of the needs of women and men when creating the command and control systems for medical support of the components of Defense Forces in accordance with the NATO principles and standards (as a special type of support, that are not subordinated to the logistics.) (4.2.2)
5. Consideration of the needs of women and men when developing the unified interagency system of training for medical personnel as well as standardization and quality management of education for the purposes of Defense Forces. (4.2.5)

#### STRATEGIC GOAL 5:

*Professionalization of the defense forces and establishing the necessary military reserve.*

Gender integration opportunities:

1. Integration of the values of equality and non-discrimination when establishing an environment for gradual transition of mindset of personnel towards European values. (5.1.1)
2. Consideration of the needs of persons with family responsibilities when amending the legislation and departmental guidelines on the following: rights and responsibilities of military personnel and their relationship; official activity and accounting of time spent for military duty. (5.1.1)

3. Integrating the values of equality and non-discrimination when implementing a new style of leadership and control in the military command structures of the Defense Forces, based on Western approaches to the relationship between commanders and their subordinates. (5.1.1)
4. Integrating the values of equality and non-discrimination when developing programs for military-patriotic education and civil defense and introducing them at general and vocational schools. (5.1.1)
5. Creating incentives to attract women for military service, including increased and equal opportunities for women, as part of the efforts to bring the level of financial and other types of support to military personnel in line with legally established rights and freedoms (existing risks to their life and health, and difficult social conditions of military service). (5.1.2)
6. Consideration of the needs of personnel with family responsibilities when implementing the time tracking system for military duty performance for overtime on weekends and holidays with further provisions for rest. (5.1.2)
7. Consideration of the needs of both men and women when improving the system for social adaptation to civilian life of persons discharged from military service. (5.1.2)
8. Integrating gender components when improving the system of military education and staff training. (5.2)
9. Integrating gender components when bringing the educational content and quality of training (and retraining) and qualification courses for military personnel in line with needs of the Defense Forces, with consideration of the experience of anti-terrorist operation, combat operations and international peacekeeping and security operations, including on the issues of tactical medicine and first aid. (5.2.2)
10. Integrating gender components when introducing advanced training methods of the armed forces of NATO member states in the system of military education and staff training. (5.2.6)
11. Consideration of the needs of both men and women when reforming the mobilization system and establishing military reserve, particularly in the process of career guidance. (5.3)
12. Integration of a gender component when establishing an effective system of training for mobilization resources for reservists and conscripts. (5.3.2)
13. Consideration of the need to increase the number of women, when improving the selection criteria for military service by contract. (5.4.2)
14. Consideration of the need to increase the number of women (including in leadership positions) and improve women's career opportunities when creating an effective system for military personnel's career management, introduction of transparent and bona fide system of recruitment, allocation, and appointment of personnel to positions. (5.4.4)

## 4.2 LAWS, POLICIES, AND PLANNING

### 4.2.1 National, Regional, and International Laws and Standards

#### INTERNATIONAL LAWS AND STANDARDS

Policy frameworks at the national, regional, and international level guide the implementation of gender equality in the security and defense sector in Ukraine. The primary frameworks at the international level include the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and its General Recommendation 30, the Beijing Platform for Action (BPfA), UNSCR 1325, and subsequent resolutions on WPS.<sup>18</sup>

#### The Convention on the Elimination of all Forms of Discrimination against Women:

CEDAW which is often referred to as the 'women's bill of rights' was adopted in 1979 and ratified by the Government of Ukraine in 1981.<sup>19</sup> As one of the core international human rights treaties of the UN system, it requires Member States to undertake legal obligations to respect, protect, and advance women's human rights. This includes the protection from gender-based violence, women's participation in public and political life, and the elimination of discrimination in the workforce.<sup>20</sup> Having ratified CEDAW, Ukraine is legally bound to realize its provisions and to submit national reports every four years on activities taken to comply with its obligations. To date, Ukraine has submitted eight periodic reports to the CEDAW Committee, the last one was reviewed in January 2017.<sup>21</sup> In its concluding observations of the eight periodic review of Ukraine, the CEDAW

Committee recommends the Government of Ukraine to take the following measures:

- "Provide systematic training on human rights, in particular on women's rights, to all law enforcement officials and the military and establish and enforce a strict code of conduct in order to effectively guarantee respect for human rights;
- Provide relevant training for legal professionals, investigators, prosecutors and police in order to enhance their capacity to investigate, document and prosecute sexual violence cases in accordance with the International Protocol on the Documentation and Investigation of Sexual Violence in Conflict;
- Ensure women's and girls' access to justice and adopt gender-sensitive procedures to investigate sexual violence; conduct training and adopt gender-sensitive codes of conduct and protocols for the police and military;
- Review the list of prohibited occupations and sectors and promote and facilitate women's access to previously prohibited occupations by improving working conditions and occupational health and safety;<sup>22</sup>
- Reinforce legislation to specifically define and prohibit sexual harassment in the workplace."<sup>23</sup>

<sup>18</sup> The Women, Peace, and Security agenda is made up of the following resolutions: UNSCR 1325, UNSCR 1820, UNSCR 1888, UNSCR 1889, UNSCR 1960, UNSCR 2106, UNSCR 2122, and UNSCR 2242

<sup>19</sup> <http://indicators.ohchr.org/>

<sup>20</sup> <http://www.ohchr.org/EN/ProfessionalInterest/Pages/CEDAW.aspx>

<sup>21</sup> <http://www.ua.undp.org/content/ukraine/en/home/presscenter/articles/2017/01/30/six-things-you-need-to-know-about-cedaw-and-women-s-rights-in-ukraine.html>

<sup>22</sup> The list of prohibited occupations has been reviewed, the task now is to address all barriers and open all occupations to women.

<sup>23</sup> Concluding observations on the eighth periodic report of Ukraine, the CEDAW Committee, 3 March 2017, <http://www.un.org.ua/en/information-centre/news/4078-cedaw-concluding-observations-of-the-un-committee-on-the-elimination-of-discrimination-against-women-launched-in-kyiv>

### The Beijing Declaration and Platform for Action

In 1995, UN Member States reaffirmed their commitment to CEDAW through the adoption of the Beijing Declaration and Platform for Action (BPfA). This document contains governments' commitments to enhance women's rights and gender equality. BPfA aimed at removing the barriers to women's meaningful participation in all areas of public and private life, by ensuring women's equal role in social, economic, and political decision-making. Among the listed actions to be taken by governments include: action to investigate and punish members of the police, security, and armed forces and others who perpetrate violence against women.<sup>24</sup>

### The Women, Peace, and Security Agenda

In 2000, UNSCR 1325 was adopted, recognizing that conflict impacts men and women differently; the need for special measures to protect women from conflict-related sexual violence; reaffirming the need to significantly increase women's role in decision-making related to peace and security; and the need to apply a gender perspective in peace and security processes. Since

the adoption of UNSCR 1325, the UN Security Council has adopted the other seven resolutions on women, peace, and security: 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013) and 2242 (2015). Together the eight resolutions make up the Women, Peace, and Security agenda; a landmark framework for preventing and addressing conflict, and improving the situation for women in conflict-affected countries. Ukraine as a UN Member State, is obliged to implement UNSCR 1325 and the WPS agenda.<sup>25</sup>

### General Recommendation 30 on Women in Conflict Prevention, Conflict and Post-Conflict Situations

To strengthen the linkages between CEDAW and the WPS agenda, General Recommendation 30 (GR30) 'on women in conflict prevention, conflict and post-conflict situations' was adopted by the CEDAW Committee in 2013. In GR30 the Committee stresses the need for Member States to adopt national action plans on WPS and to ensure accountability by reporting on measures taken to implement the WPS agenda in their obligatory reports to the CEDAW Committee. To date Ukraine has not included data related to WPS in its CEDAW reports.

<sup>24</sup> <http://www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf>

<sup>25</sup> <http://www.unwomen.org/en/about-us/guiding-documents>

## REGIONAL LAWS AND STANDARDS

At the regional level, Ukraine is guided by its relationships and agreements with the North Atlantic Treaty Organization (NATO), the European Union (EU), the Council of Europe and the Organization for Security and Co-operation in Europe (OSCE).

### The North Atlantic Treaty Organization

As part of NATO's support for comprehensive reform in the security and defense sector, and the Government of Ukraine's commitment to the realization of Euro-Atlantic standards, the Partnership for Peace Planning and Review Process (PARP), includes a partnership goal on gender perspectives.<sup>26</sup> This Partnership Goal includes objectives to be implemented between 2017-2020, on the removal of legal barriers to women's equal opportunities and meaningful participation in defense and security institutions; the establishment of a network of gender advisors within MoD and the Ukraine Armed Forces (UAF); institutionalization of gender awareness training for all defense and security personnel; building the capacity to collect and report sex-disaggregated data; and integrating gender expertise in the planning, execution, and evaluation of operations.<sup>27</sup> An annual assessment of the implementation of the partnership goals is carried out by NATO experts. 2016 was the first year that gender was included in the assessment.

### The European Union

The Ukraine–European Union Association Agreement signed in 2014 mentions gender equality and equal opportunities in Chapter 21 Cooperation

on employment, social policy and equal opportunities. According to the agreement "the Parties shall strengthen their dialogue and cooperation on promoting the decent work agenda, employment policy, health and safety at work, social dialogue, social protection, social inclusion, gender equality and non-discrimination." Article 420 (l) defines a goal for this cooperation to "aim at gender equality and ensure equal opportunities for women and men in employment, education, training, economy and society, and decision-making".<sup>28</sup>

### Council of Europe

The Council of Europe adopted its Gender Equality Strategy for 2014-2017 in November 2013. The overall aim of the Strategy is to accomplish the advancement and empowerment of women and gender equality more broadly in Council of Europe member states by supporting the realization of existing standards on gender equality.<sup>29</sup> The Strategy includes five strategic objectives: combating gender stereotypes and sexism; preventing and combating violence against women; guaranteeing equal access of women to justice; achieving balanced participation of women and men in political and public decision-making; achieving gender mainstreaming in all policies and measures.<sup>30</sup>

### The Organization for Security and Cooperation in Europe

The Organization for Security and Cooperation in Europe (OSCE) Ministerial Council Decision (MC. DEC/14/04) 2004 OSCE Action Plan for the Promotion for Gender Equality is the document that guides OSCE's work for gender equality.

<sup>26</sup> [http://www.nato.int/cps/en/natolive/topics\\_37750.htm](http://www.nato.int/cps/en/natolive/topics_37750.htm)

<sup>27</sup> NATO Partnership Goal on Gender Perspectives, G0013

<sup>28</sup> the EU-Ukraine Association Agreement was signed by European Union Heads of State and Government and Ukrainian President Petro Poroshenko on 27 June 2014.

<sup>29</sup> <http://www.coe.int/en/web/genderequality/gender-equality-strategy>

<sup>30</sup> Council of Europe Gender Equality Strategy, p4 (2013)

The Action plan focuses on mainstreaming gender in the OSCE structures and activities and in the OSCE participating States. The 2004 Action Plan recognizes “that equal rights of women and men

and the protection of their human rights are essential to peace, sustainable democracy, economic development and therefore to security and stability in the OSCE region”.<sup>31</sup>

## NATIONAL LAWS AND STANDARDS

### The Constitution of Ukraine

Articles 21, 23, and 24 of the Ukrainian Constitution ensure equal rights to all citizens. Article 24 specifically covers equal rights and freedoms for men and women. This article also states that the equal rights are “ensured by special measures for the protection of work and health of women; by establishing pension privileges, by creating conditions that allow women to combine work and motherhood”. Article 43 covers the freedom to choose employment (“Everyone shall have the right to work, including a possibility to earn a living by labour that he freely chooses or to which he freely agrees”) but also prohibits “the employment of women and minors for work hazardous to their health.”<sup>32</sup>

### The Law on Equal Rights and Opportunities (2005)

The Law on Equal Rights and Opportunities of Women and men was the first to include definitions of discrimination on the basis of sex and sexual harassment. It prohibits discrimination in general (Article 6), discrimination of civil servants (Article 16), and discrimination in employment (Article 17).<sup>33</sup>

### The Law on the Principles of Prevention and Combating Discrimination (2012)

The law includes a broad definition of discrimination on a number of protect-

ed grounds. It permits the use of positive actions to accelerate progress toward equality for disadvantaged groups. Article 4 of the Anti-Discrimination Law is aligned with CEDAW and focuses on employment and civil service.<sup>34</sup>

### Law on Introducing Amendments to Certain Legislative Acts of Ukraine regarding Preventing and Countering Discrimination (2014)

The legislative amendments introduced important definitions of direct and indirect discrimination as well as discriminatory intent. The legal framework also requires that draft laws be subjected to analysis to ensure that they comply with the principle of equal rights and opportunities for women and men and that they are not discriminatory on any grounds.

### The Strategic Defense Bulletin of Ukraine

The Strategic Defense Bulletin (SDB) was adopted by President Petro Poroshenko in June 2016.<sup>35</sup> It is the guiding document for the Ukrainian defense reform and based on the Military Doctrine and Ukraine-NATO Partnership Goals. SDB sets strategic and operational goals for the defense reform and it aims at ensuring practical implementation of the Military Doctrine of Ukraine and the Concept of Development of Security and Defense Sector of Ukraine. SDB also takes into account the Common Security and Defense

<sup>31</sup> <http://www.osce.org/mc/23295>

<sup>32</sup> <http://www.legislationline.org/documents/section/constitutions/country/52>

<sup>33</sup> Law of Ukraine on Ensuring Equal Rights and Opportunities of Women and Men, (2005). Link (ukr): <http://zakon3.rada.gov.ua/laws/main/2866-15>

<sup>34</sup> Law of Ukraine on the Principles of Prevention and Counteracting Discrimination in Ukraine, (2012). Link (ukr): <http://zakon3.rada.gov.ua/laws/main/5207-17>

<sup>35</sup> Decree of the President of Ukraine №240/2016 On the decision of the National Security and Defense Council “On Strategic Defense Bulletin of Ukraine” of 20 May 2016

Policy of the European Union and considers current military and security challenges and threats. The SDB serves as a basis for State Program of Development of the Armed Forces of Ukraine and other components of Defense Forces and State Target Defense Programs on the development of new models of weapons and military equipment, construction of military facilities, and fulfilment of other objectives in the field of defense.<sup>36</sup>

### The National Action Plan on Women, Peace, and Security

Ukraine adopted its first NAP on implementation of UNSCR 1325 "Women, Peace and Security" (NAP 1325) in 2016. The Ukrainian NAP which is in effect until 2020, includes six pillars of action 1) Peacekeeping and peace-protecting activities; 2) Women's participation in peacebuilding; 3) Prevention of conflicts and violence; 4) Protection of women and girls affected by conflicts; 5) Provision of assistance and rehabilitation of people affected by conflicts; and 6) Monitoring of the National Action Plan for implementation of UNSCR 1325 on Women, Peace and Security until 2020.<sup>37</sup>

Although the adoption of the NAP is a positive development and an illustration of the Government of Ukraine's commitment to realizing the WPS agenda, it is regarded as flawed by many in government, civil society, and the international community. Ministry of Social Policy (MoSP) is responsible for the coordination of the implementation of NAP 1325 and gender policy, which is a challenge as MoSP have little influence over the institutions in the security and defense institutions. In September 2016, the International Forum "Partner-

ship between Verkhovna Rada, Government and Civil Society for the implementation of the National Action Plan Women, Peace, and Security" recommended that the coordination of NAP 1325 is delegated to the Cabinet of Ministers and the National Security Council of Ukraine.<sup>38</sup> Another challenge is that the NAP lacks a mechanism for coordination (e.g. an inter-agency steering committee or working group). As a result, it is unclear to many in the security and defense sector and civil society how the implementation is coordinated and how the work is progressing. The NAP stipulates that an inter-agency working group is established and requests that MoD and Mol support the activities of the working group and coordination between government institutions and civil society.<sup>39</sup>

While the NAP has some strengths like budgets and targets, it lacks clear objectives and some of the activities are too broad to be implementable. The indicators are quantitative, without any qualitative aspects or ability to measure impact. As a result of this and the limited focus on the security and defense sector, its relevance to the Sector as an effective tool for implementation is limited. As noted by NATO in its 2016 assessment report of the NATO-Ukraine Partnership Goal, the NAP primarily focuses on human rights and could have more of a defense focus.<sup>40</sup>

The NAP includes a framework for monitoring and evaluation, stipulating that two national reports on the implementation of the Plan will be produced and published in 2017 and 2020. The MoD, Mol, and the State Border Guard Services are responsible for contributing data to these reports.<sup>41</sup>

<sup>36</sup> <https://defense-reforms.in.ua/en/strategic-docs>

<sup>37</sup> <http://peacewomen.org/action-plan/national-action-plan-ukraine>

<sup>38</sup> International Forum Recommendation, 2016

<sup>39</sup> NAP 1325, p5 (2016)

<sup>40</sup> NATO Assessment of the NATO-Ukraine

<sup>41</sup> NAP 1325, p18

## 4.2.2 Institutional Policies, Procedures, and Coordination

Since last year, the MoD, Mol, National Police, and the State Border Guard Services have developed their own action plans to implement NAP 1325. The MoD, Mol, and State Border Guard Services have also established working groups to coordinate the realization of their respective action plans.

### MoD Annual Action Plans on WPS (2016 and 2017)

The MoD adopted its first annual Action Plan for the Implementation of the UNSCR1325 in 2016. The 2017 Action Plan covers peacekeeping and peace protection activities, improvement of the regulatory and legislative framework, gender awareness in communications, staff education and training, comprehensive support and material resources, and monitoring of the action plan implementation. The Action Plan for 2017 states that “the principle of equality of rights and opportunities for men and women” should be observed “while drafting regulatory and legislative acts of Ministry of Defense of Ukraine and the General Staff of the Armed Forces of Ukraine.”<sup>42</sup> While the MoD Annual Action Plans on WPS are a positive development, there is a need to make it more clear and specific. In its current version, the listed “key activities (indicators)” are neither measurable activities or indicators. To increase the likelihood of successful implementation, the Action Plan for 2018 should include clear objectives,

activities, targets, indicators, and a budget. The MoD also has a working group with an advisory function which includes representatives from the MoD and General Staff. The Group is temporarily chaired by the Chief of the Military Training, Science, Social and Humanitarian Support Department and consists of nineteen heads and deputy heads of the structural divisions and departments of Ministry and the General Staff. Areas represented by Group members include Legal Department, Department of Military Education, Science Social and Humanitarian Policy, HR Department, Communications and Press Directorate, Department of Defense Policy, Strategic Planning and International Cooperation, Directorate of Psychological and Moral Support, Main Directorate of Defense Cooperation and Peacekeeping Operations, Directorate of Officer Manning of General Staff, Reforms Project Office and others.

### Mol Action Plan on WPS (2017-2020)

The Mol has a draft Action Plan on the implementation of the UNSCR 1325 for the years 2017-2020. Short term, the Action Plan aims to establish a platform for advocacy to monitor and strengthen the status of women across Ministry of Internal Affairs agencies (MoIA) system (including a network of gender focal points). Long term it aims to ensure that gender equality is

an integral part of the comprehensive security concept in Ukraine, and to enhance women’s active role in conflict prevention, peace building, and security processes to achieve sustainable peace.

The Action Plan has six fields for action

1. Setting of the accountability mechanism for effective coordination, implementation, monitoring and evaluation of the Plan;
2. Introduction of gender approach to the reform of the law enforcement system;
3. Peace-keeping and peace maintenance: analysis, coordination and staff training;
4. Conflict and violence prevention;
5. Protecting women and girls affected by conflict;
6. Integration of gender sensitive approach in Mol’s Awareness Raising Campaigns and Communications.

To develop and implement this plan a working group was established in 2017, which is comprised of representatives from Mol, National Police, State Border Guard Services, National Guard, civil society, and the international community.

<sup>42</sup> MoD Action Plan on Women, Peace, and Security (2017), p2



Photo provided by the press office of Ministry of Interior of Ukraine

### **National Police Action Plan on Women, Peace, and Security (2016-2020)**

The National Police adopted its Action Plan on Women, Peace and Security in 2016 and it is in effect until 2020. The Action Plan focuses on coordination of WPS-related activities, support to survivors of GBV, GBV prevention, training for personnel on WPS, women's

participation in peacebuilding and the promotion of a culture of peace.

### **State Border Guard Services Action Plan on Women, Peace, and Security (2016-2020)**

The State Border Guard Services adopted its Action Plan on Women, Peace, and Security in 2016 and it

is valid until 2020. The Action Plan includes a target of 30 percent women in the State Border Guard Services, which they believe that they will be able to reach by the end of 2018. To implement the Action Plan, the State Border Guard Services have established its own Working Group made up of representatives from different departments in the institution.

### 4.2.3 Strategical, Operational, and Tactical Considerations

The progress made with regards to the establishment of working groups, the adoption of NAP 1325, and institutional action plans on women, peace, and security in the security and defense sector does not translate into the strategical, operational, and tactical levels of its institutions.

As a result, gender has for the most part not been integrated into its strategic planning documents, doctrine, policies, and regulations. Some documents are remnants of the Soviet era, contradictory to the principle of gender equality, and would need to be amended or canceled to advance gender equality in the institutions. NAP 1325 and the other action plans contain important provisions, but these provisions have not been integrated in the strategic planning of the institutions. This limits the possibilities of mainstreaming gender at the operational and tactical levels.

The operational level serves as an important bridge between the goals and provisions of the strategic level and the military actions of the tactical level. To ensure effective implementation, the orders of the operational command should consider the principle of equal rights and opportunities for men and women and develop recommendations for sub-divisions, enabling them to apply a gender perspective. Despite this, none of the respondents reported that they are integrating gender at the operational level. As a result, there is no data to suggest that gender has been mainstreamed in the operational headquarters with regards to staffing and procedures or that a gender analysis has been conducted to make sure that the operational plan and operational orders are gender-sensitive. There is also nothing to suggest that a gender perspective has been mainstreamed in the areas of personnel, finance and human

resources, operational intelligence, logistics, medical assistance, training and communication and information system, or current operations.

Similarly, to the operational level, there is no evidence to suggest that gender has been integrated at the tactical level. At the tactical level, it is crucial that soldiers understand that men and women experience conflict differently and that some groups are more vulnerable than others during combat operations. Nevertheless, there is no data on the level of awareness of gender or gender issues in a conflict setting among soldiers.

## 4.3 ACCOUNTABILITY AND OVERSIGHT

### 4.3.1 Complaints against Security Sector Personnel

Data on complaints against security and defense sector personnel regarding gender-based violence and sexual harassment are not available. The institutions participating in this assessment, report that they do not record gender-related complaints separately and most interviewees insist that there is no gender-based violence or sexual harassment in their institution and that they are unaware of any complaints against personnel. Thus, gender-based violence committed by security and defense sector personnel against civilians has not been given a lot of attention.

While it is unclear how common gender-based violence by personnel against civilians is, a recent report by the Office of the United Nations High Commissioner for Human Rights (OHCHR) sheds some light on conflict-related sexual violence perpetrated by Government forces. The report which covers the period from March 2014 to January 2017, includes 31 documented cases of sexual violence, of which the majority occurred in the context of deprivation of liberty by Government forces or armed groups. Both men and women experienced sexual violence, including rape, threats of rape, forced nudity, and torture of the genital

area used to punish, humiliate, or extract confessions from the victim. OHCHR also documented cases of sexual violence against civilians, primarily women, at the entry-exit checkpoints across the contact line run by Government forces. While these cases are serious violations of international humanitarian law and the laws of war, and could amount to war crimes, there is no evidence that suggests that sexual violence has been used for strategic or tactical purposes by the Government forces.

*"The report was well received by the Government and we have since its publication had open discussions with the Armed Forces, General Staff, and MoD about the findings. The MoJ have also welcomed suggestions for amendments to the Criminal Code of Ukraine"*

Human Rights Officer, OHCHR

The UN Human Rights Monitoring Mission in Ukraine is supporting the Government in establishing a reporting mechanism and

has suggested amendments to legislation. The adoption by the Government of Ukraine of the National Human Rights Strategy in 2015 and the adoption of the NAP 1325 in 2016 also addresses some of the issues related to conflict-related sexual violence and some steps have been taken by the MoJ to implement the provisions in NAP 1325.<sup>43</sup> One of the actions in the NAP relating to the MoD and MoI focuses on the development and realization of special action plans with measures to safeguard the protection of women and girls from conflict-related sexual violence.<sup>44</sup>

<sup>43</sup> Conflict-Related Sexual Violence in Ukraine 14 March 2014 to 31 January 2017, Office of the United Nations High Commissioner for Human Rights (2017), p 2-3

<sup>44</sup> NAP 1325, p14



Photo provided by the press office of Ministry of Interior of Ukraine

### 4.3.2 Internal and External Oversight

The Verkhovna Rada and its committees and members are an important mechanism for external oversight of the security and defense sector. This includes special appeals by Members of Verkhovna Rada, hearings, and monitoring etc. While the Verkhovna Rada has tools for oversight they are not always applied and its oversight functions could be made more systematic and efficient. To address this, the International Forum "Partnership between the Verkhovna Rada, Government and Civil Society for the implementation of the National Action Plan "Women, Peace, Security" recommended that the Verkhovna Rada strengthen its oversight of NAP 1325 and the

reformation of the security and defense sector based on the principle of equal opportunities for men and women.<sup>45</sup> Another mechanism that can be utilized for oversight of the implementation of women, peace, and security is the Verkhovna Rada's Oversight Function, an independent institution which includes an ombudsperson, responsible for human rights.

Civil Society Advisory Councils, established through a decree by the Cabinet of Ministers, is another mechanism for external oversight.<sup>46</sup> While the idea behind the Advisory Councils is good, its mandates and ability to effectively provide oversight

is limited. This could be improved by changing its mandates and clarifying the role and responsibilities.

The data collected on internal oversight mechanisms is limited. The State Border Guard Services, National Police, and the National Guard report to the Mol on their efforts to implement NAP 1325. Mol then compiles a report that is submitted to Ministry for Social Policy (MoSP), responsible for coordinating the implementation of NAP 1325. Similarly, MoD and General Staff report to the MoSP on the realization of NAP 1325. The MoSP then compiles an annual report to the Cabinet of Ministers.

<sup>45</sup> Recommendations by the International Forum "Partnership between the Verkhovna Rada, Government and Civil Society for the implementation of the National Action Plan "Women, Peace, Security", September 2016

<sup>46</sup> <http://zakon2.rada.gov.ua/laws/show/996-2010-%D0%BF> Cabinet of Ministries decree November 3, 2010 # 996 «On ensuring public participation in the formation and implementation of state policy»

## 4.4 INSTITUTIONAL CULTURE

### 4.4.1 Understanding of Gender Issues and Relations Between Male and Female Personnel

The process of reform and capacity building initiatives by the Government, civil society and non-governmental organizations, and the international community have increased the conceptual understanding of gender in the security and defense sector in recent years. Gender issues are also more openly discussed today than they were just a couple of years ago. Nevertheless, Ukraine's Soviet past still has an impact on gender relations and how women are perceived in the Sector. The understanding of gender equality and gender-related issues among personnel in the institutions covered in this assessment remains limited at best. Traditional and patriarchal gender norms prevail in Ukraine society at large, and the security and defense sector is no exception. Gender stereotypes are ingrained in the social fabric of society and reinforced by both men and women. Men are seen as the defenders of the nation and the protectors of women and children, responsible for financially supporting their families. Women on the other hand, are seen as vulnerable beings in need of male protection, responsible for the home and child rearing.

***“Men and women have the same rights and obligations, but our roles are very different. In certain special weapons and tactics (SAWT) divisions the work is very difficult and dangerous and therefore***

***those positions should only be held by men. Women can work in administrative positions, but we have to protect them from danger as they are mothers.”***

Respondent in MoI

As a result of traditional gender norms and stereotypes, the security and defense sector is seen predominantly as a male domain. While men may risk getting injured or killed in the context of the ATO or while deployed to international peacekeeping operations, most respondents agree that women as mothers should be protected from such danger. Norms regarding parental roles and responsibilities are reinforced by the fact that men rarely go on parental leave or stay at home with sick children.

***“If a man wants to take parental leave it will be viewed negatively by his colleagues and he will be laughed at”***

Respondent in the MoD

Although, most of those interviewed for this assessment recognize that gender stereotypes exist in the Ukrainian society at large, there is little or no recognition that this has any impact on the rights and opportunities of men and women working in the security and defense sector, or how this impacts

operational outcomes or capability. Hence there is a limited understanding of why gender equality is important and why it should be a part of the reform process. To address this, the 2016 MoD Action Plan on Women, Peace, and Security lists a number of actions on awareness raising on gender equality, including: the arranging of conferences and round-tables, outreach on the elimination of all forms of gender discrimination, and interviews and radio programs on gender topics broadcasted on the Army FM radio station.<sup>47</sup> The MoD website also includes a permanent page on “Gender issues in the Security Sector - Women, Peace, Security.”<sup>48</sup>

A majority of the security and defense sector personnel participating in this assessment do not recognize that sexual harassment is a problem in their institutions and there is no available data on the number of sexual harassment complaints/cases in the security and defense sector. There is also a limited understanding of what sexual harassment is and its root causes. Yet sexual harassment was defined in the Law of Ukraine on Ensuring Equal Rights and Opportunities for Women and Men from 2005. The law states that sexual harassment is “verbally expressed sexual actions (threats, intimidation, scurrilities) or physical actions (touching, patting) which humiliate or offend persons in the state of work, service, material or other subordination.”<sup>49</sup>

<sup>47</sup> MoD Action Plan on Women, Peace, and Security

<sup>48</sup> <http://www.mil.gov.ua/diyalnist/genderni-pitannya-u-sferi-bezpeki/>

<sup>49</sup> <http://zakon3.rada.gov.ua/laws/show/2866-15>



UN Women/Andriy Poltavtsev

***“Sexual harassment is widespread, but no one talks about it. I’m sure that most women in the security and defense sector have been subjected to it, but many are not aware that comments and jokes can constitute sexual harassment.”***

Female Military Officer

Attitudes that women are themselves responsible for being sexually harassed and that men are as likely as women to be harassed exist among both men and women in the security and defense sector. “Victim blaming is common, if a woman reports sexual harassment, others will point the finger at her saying

that she provoked him and that she is the guilty one” according to one respondent in the National Police.

As sexual harassment is not perceived as a problem, there has not been much focus on preventing or responding to cases and there is a lack of formalized processes for filing complaints. Thus, most personnel interviewed were unaware of how to file a complaint. In the National Police there is no specific mechanism to report sexual harassment. According to the Human Resources Department, cases should be reported to the head of the department where the sexual harassment has occurred, in line with disciplinary regulations. If the head of the department is the perpetrator or does not take the complaint seriously,

it is possible to seek support in the Department of Internal Security and the Department of Human Resources. Similar procedures exist in the MoD, National Guard, Mol and State Border Guard Services, where employees should report sexual harassment to their respective heads of departments. As most heads of departments are men and given the lack of awareness about gender issues and sexual harassment, women might not feel comfortable to report sexual harassment to their commanders. As one female military officer puts it

***“If women will not file a complaint and testify, there is unfortunately not much we can do.”***



Zoya (call sign) a paramedic and sanitary instructor with the Medical Unit "Hospitaliers". A culture researcher, she worked at Pinchuk Art Center in Kyiv before ATO.

UN Women/Olena Maksymenko

To address the lack of a specific mechanism for reporting sexual harassment, MoI has included the establishment of such mechanism as one of the actions of its Action Plan on WPS. MoI hopes that the establishment of a gender focal point system will support the creation of this mechanism.

All of the institutions in this assessment report that there are general hotlines where personnel can report sexual harassment. Nevertheless, hotline staff often lacks adequate training on how to respond to cases of sexual harassment and it is thus unclear how much support they are able to offer.

To comply with international standards and establish a separate mechanism for reporting cases of sexual harassment a legal act has been drafted for the establishment of a complaints mechanism, but it has not yet been adopted. This includes an ethical code, in which sexual harassment is defined.

Work has been done to strengthen the Code of Honour and Code of Conduct for personnel of the Armed Forces to prevent and address gender discrimination and GBV, as stipulated in the 2016 MoD Action Plan on Women, Peace and Security. The Action Plan states that "recommendations to the Code of Ethics in accordance

with the principle of equal rights and opportunities for women and men, including prevention of gender-based violence" should be prepared.<sup>50</sup> To implement this priority, UN Women worked with the MoD to develop recommendations for how to align the Code of Honour and Code of Conduct with the principle of equal rights and opportunities for women and men, including the prevention of GBV in 2016.

<sup>50</sup> MoD Action Plan on Women, Peace, and Security, (2016)

<sup>51</sup> The Strategic Defense Bulletin of Ukraine, p1

#### 4.4.2 Leadership and Public Presentation

While there is limited data on how commitment to gender equality is expressed at the highest levels of leadership in the institutions covered in this assessment, most respondents agreed that it is inconsistent and depends on the person in office. While a small number of leaders have emerged as outspoken champions for gender equality and the WPS agenda, others have yet to express their commitment. This could partly be explained by the lack of a conceptual understanding of gender equality and gender-related issues among leaders.

The SDB includes provisions on raising the personal responsibility of officials for the performance of their duties as part of the defense reform.<sup>51</sup> This could include responsibilities related to gender equality, such as zero tolerance to discrimination, sexual harassment, and gender-based violence. Integrating gender into job descriptions for officials and commanders would serve to increase the accountability and commitment among leaders in the Sector.



Photo provided by the press office of  
Ministry of Interior of Ukraine

## 4.5 PERFORMANCE EFFECTIVENESS

### 4.5.1 Capacity and Training

All institutions participating in this assessment report that they have integrated gender in some of their trainings and capacity building activities. Nevertheless, it is hard to get an overview of the training provided at different levels in the departments and units. It is thus not possible to fully assess to what degree personnel have been trained on gender laws/policies, gender analysis and mainstreaming, sexual harassment and discrimination, and gender-based violence prevention and response.

There are several types of training in the security and defense sector in Ukraine, which are implemented through:

1. Educational institutions (preparatory educational institutions, military colleges, military educational units of higher educational establishments, higher military educational institutions) and training centers;
2. Further education courses (other than those mentioned above);
3. Other trainings.

NAP 1325 lists activities on training and capacity building in the security and defense sector. This includes analysis of existing training programs; development of training programs on UNSCR 1325 with the purpose to include these programs in curriculum in the higher educational institutions of the security and defense sector; trainings for the armed forces and

law enforcement personnel, on the issue of combating conflict-related sexual violence, standard operating procedures for protective and rehabilitative measures for women affected by conflict; and trainings on women's participation in peacebuilding for peacekeeping personnel.<sup>52</sup> The NATO-Ukraine Partnership Goal on Gender Perspectives includes the following actions on capacity building and training:

- "By the end of 2018, institutionalize gender awareness training for all defense and security personnel, including curriculum incorporation into military career development, refresher, and pre-deployment education and training;
- By the end of 2017, establish the ability to account and report by disaggregated data (by gender, military rank, executive and staff civilian personnel) on gender related career and professional training."<sup>53</sup>

Based on data from the MoD and Mol, some general trends regarding the integration of the principle of equal rights and opportunities for women and men in trainings of educational centers and training centers have been identified. These trends include:

1. Unbalanced coverage of specific topics (trafficking in human beings, domestic violence, participation in peacekeeping operations)

and general topics (principles of gender policy, approaches to integrating gender);

2. A lack of a unified approach to training on gender equality;
3. A lack of an institutional component;
4. A weak link between topics covered and the day-to-day work of the institutions in the security and defense sector.

There has been a lot of focus by non-governmental organizations, donors, and international institutions to increase the capacity to combat human trafficking and domestic violence. This has resulted in some progress in these areas, both when it comes to the development and implementation of legislation, and the introduction of appropriate training courses for specialists in the security and defense sector, primarily in the Police. Nearly all higher educational institutions of international affairs reported that such courses and programs are available; some obligatory and others voluntary. Training for staff to be deployed to UN peacekeeping operations is based on UN core pre-deployment training modules and must meet its requirements. These trainings include a gender component, which covers: addressing sexual exploitation and abuse, conflict-related sexual violence and discrimination; UN gender policies; WPS; and human rights in peacekeeping and security operations. At the same time, less focus has been

<sup>52</sup> [http://peacewomen.org/sites/default/files/Ukraine\\_NAP.pdf](http://peacewomen.org/sites/default/files/Ukraine_NAP.pdf)

<sup>53</sup> NATO-Ukraine Partnership Goal on Gender Perspectives.

given to general issues and approaches to gender mainstreaming, creating a gap when it comes to service provision more broadly and the development and reform of the security and defense system itself.

There is a lack of a unified approach to training on gender and miscellaneous, arbitrary, and sometimes incorrect interpretations and approaches are promoted. As a result, the educational institutions interpret gender policies differently. The lack of communication between different institutions, and worse, the contradiction in content between courses, negatively impacts the whole process of gender mainstreaming in the Sector. Gender policy is also often regarded as a problem that relates exclusively to women. This limits students' conceptual understanding of gender and how to conduct a gender analysis to meet the needs of women and men, boys and girls.

The educational institutions' trainings on gender lack an institutional component, meaning that the link between the topics covered and institutional procedures and structures is weak. The trainings are also often dependent on whether there is someone in the institution at the time who is committed to developing and teaching courses and sessions on gender. Thus, there is a limited understanding in the educational institutions of the importance of viewing gender issues as an integral part of the learning process.

The MoD WPS Working Group Action Plan for 2017 includes a section on staff education and training, which contains provisions on the need to:

conduct conferences, workshops, and round-tables on gender issues; conduct professional development courses on gender issues; analyze military education programs for conformity to the principle of equal rights and opportunities and for the potential to incorporate gender; and provide training for servicewomen as part of courses of the International Peacekeeping Training and Research Centre of the National University of Defense of Ukraine; training of servicewomen as part of foreign language courses, including at higher educational institutions of partner countries.<sup>54</sup> While these provisos in the action plan are a step in the right direction, they do not include any targets; leaving room for interpretation of who and how many should be trained during the course of the year.

The MoD reports that gender is included in the service training and that the national patriotic course covers gender issues. Some specialist in the MoD also receives training by the MoJ which includes gender components. Recently steps have been taken to integrate gender in the four levels of leadership training for Non-Commissioned Officer's (NCO's), as a part of the provisions on the professionalization of the security and defense sector in the SDB (operational goal 5.4.3). Out of the one-and-a-half-month long training course for sergeants, two days (ten hours) will be dedicated to gender, starting in 2017. Gender components are also being incorporated in the final course examination for NCO's. The next step will be to integrate a gender perspective in specialty programs (e.g. for mechanics). The Non-Commissioned Officer's Affairs

Directorate has recently established two new NCO training centers, which means that there is now three in total (including in the navy and the air force). By September or October 2017 these two new centers will be conducting their own trainings. The Non-Commissioned Officer's Affairs Directorate estimates this will lead to an increase in the number of NCO personnel receiving training (including training on gender) from 1000 to 2500 a year. Given the centers' capacity and the context of the ATO, they estimate that it will take approximately five years before all NCO's have received training that includes gender.

In 2016, UN Women supported capacity development in the MoD by analyzing the curriculum of the Military Institute of the National University of Kyiv and developed a proposed course on gender equality and opportunities, prevention and combatting gender-based violence, and WPS in the Armed Forces. The same year, UN Women, in cooperation with the MoD General Directorate, General Staff and the Ukrainian Ground Forces Training Centre, organized a series of training sessions and workshops for military personnel on: a) integration of the principle of equal rights and opportunities for women and men and combating sexual violence in conflict into the activities of the Armed Forces of Ukraine; b) the procedures for protection and rehabilitation of women affected by conflict and crisis situations; c) combating HIV/AIDS.

The OSCE has drafted a manual and training course for the security sector on gender. The draft has been sent to ministries and institutions for input and two pilot trainings for the Armed Forces, law enforcement, and social

<sup>54</sup> MoD Action Plan on Women, Peace, and Security, p3



Photo provided by the press office of Ministry of Interior of Ukraine

service providers are planned. The plan is for external gender experts and civil society to be included as trainers.

Some training on gender was conducted for the Police at the start of the Police reform in 2014. The training started with patrols and neighborhood Police and was supported by the OSCE and the International Criminal Investigative Training Assistance Program (ICITAP), who developed the training material and helped select experts for the trainings. Since then, Mol reports that new police officers and police officers who have passed

the recertification have participated in mandatory training courses on non-discrimination and gender equality. Tolerance and non-discrimination, codes of conduct, and combatting domestic violence and trafficking are now compulsory parts of the police training.

According to the Department of Organizational and Analytical Support and Rapid Response, gender equality is included in the department's trainings each year. The Counter-Trafficking Department reports that they have selected two to three Police Officers

from each Oblast and have trained them on how to respond to cases of human trafficking. Everyone working in the Anti-Trafficking Department has also been trained. The Anti-Trafficking Department does not have the capacity and resources to train all departments and police officers as they are not a training facility. Patrol Police receives training on human trafficking and domestic violence in their primary service training. This training is especially important for operational and investigative departments.

The Police report that they need

training for heads of departments on how to monitor and determine if their sub-divisions are successful in mainstreaming gender and combatting gender-related crime.

Education and training are under development in the MoI.

*"Our students need to understand why gender equality is important and it needs to be internalized."*

Respondent in MoI

The Legal Department of MoI reports that they develop a plan for service training in their department each year. Every three years civil servants participate in service training, but not all service training include a gender component.

*"We changed our legislation and policies to become more gender-sensitive, but personnel still have traditional values and*

*attitudes. This needs to be addressed through training and capacity building programs."*

MoI staff member

There is limited data on how gender equality is integrated in trainings in the State Border Guard Services. The State Border Guard Services reports that all personnel receive professional training which includes gender policy/legislation. While there is no specific training on non-discrimination in recruitment processes for staff in the Department of Human Resources, gender is included to some degree in their trainings.

The National Guard reports that approximately 20 National Guards have been trained on gender equality over the last five years through the 'Gender Protection in Peace Operations' course at the Center of Excellence for the Stability Police Units of the Carabinieri Corps (COESPU) in Vicenza, Italy. The

National Guard does not provide any specific training to the staff in the Department of Human Resources on non-discrimination, but they provide information about the anti-discrimination law. To strengthen the conceptual understanding of gender and gender issues the National Guard reports that they will develop a specific training programme. They will start with the Main Department of the National Guard and will then continue with the territorial divisions and the units. There is a need for additional human and financial resources to establish this program.

In 2016, two women in the security and defense sector participated in the Key Leaders Engagement Seminar at the Nordic Center for Gender in Military Operations (NCGM) in Sweden. In its assessment of the NATO-Ukraine Partnership Goals, NATO writes that "allies encourage the identification of more high-level personnel to take part in those in the future." In 2017, a woman from MoD also participated in NCGM's GENAD course.

## 4.5.2 Gender Advisors and Focal Points

### **GENDER ADVISOR (GENAD) DEFINITION:**

"Gender advisors promote and support gender-sensitive approaches to policy and program work within a given mission, office, team, etc. They provide strategic advice in planning and policy making processes, in coordination meetings and task forces, as well as through existing gender units or gender focal points. They may be responsible

for strategies such as: advocacy and awareness raising; training and capacity building; monitoring and advising; evaluation and reporting; and technical advice and support. Their work often focuses as much on in-house operations as it does liaising with national and regional partners to ensure that gender issues are adequately addressed."

Source: [https://trainingcentre.unwomen.org/mod/glossary/print.php?id=36&mode=letter&hook=G&sortk\)\)ey=&sortorder=asc&offset=0](https://trainingcentre.unwomen.org/mod/glossary/print.php?id=36&mode=letter&hook=G&sortk))ey=&sortorder=asc&offset=0)

## NATO Policy

An important strategy for mainstreaming gender in security and defense institutions is the establishment of gender advisors (GENAD) and gender focal points (GFP). NATO's 2014 policy on implementation of UNSCR 1325 committed nations to '...include gender advisory capacity as part of recognized military capability'.<sup>55</sup> This policy has been adopted by representatives of NATO's 28 Allied countries and is supported by 27 Partner countries. More importantly, gender capacity has been designated a 'NATO capability' in its Defense Planning Process. From 2017, NATO Allies will have to report to NATO every two years on how they are developing gender capability, as part of harmonizing their national defense plans with those of NATO.

NATO's Bi-SC Directive 40-1<sup>56</sup> gives clear guidelines and instructions for the implementation of the UNSCR 1325 for all levels of the NATO military structure. It also provides for the integration of gender perspective into NATO planning, operations, missions, education, training, exercises and evaluation, and for gender mainstreaming in all NATO policies and programmes in all areas and at all levels. The implementation goes well only together with the institutionalisation, and the latter could only be achieved through the establishment of gender advisory positions throughout the organization. Therefore, the Directive establishes and clarifies the role of GENAD and

GFP, who are responsible for providing advice and operational support on the implementation of the Resolution 1325 to the Commander and NATO personnel.

In 2015, 63 percent of NATO member nations had trained GENAD (440) and 30,8 percent had GFP.<sup>57</sup> Likewise, amongst NATO partner nations, the number of trained GENAD was 119.

The role of the GENAD is to support his or her commander in the implementation of a gender perspective in daily work. The GENAD is able to advise on mainstreaming gender in the planning, execution, and evaluation of military operations. GFP are normally a dual-hatted function responsible for the implementation of the WPS agenda and gender perspective in the GFP's specific branch of the staff. GFP should ideally be located in all branches. GENAD and GFP should be situated at the strategic, operational and tactical levels of the military structure.<sup>58</sup>

## Military GENAD Requirement

This assessment has revealed the need for a system of GENAD in the Ukrainian security and defense sector to effectively enable the implementation of action plans on WPS, and to inform internal gender reform processes. This assessment has identified that gender has not been mainstreamed at the strategic, operational, or tactical levels and there is a limited conceptual understanding of gender and gender issues in the sector. GENAD could thus function as a catalyst for increasing

the understanding of gender and support the establishment of policies and procedures for effective implementation. GENAD would add valuable experience and expertise to the institutions that do not currently exist and increase the capacity of the Sector to advance gender equality. This would be in line with the Law on Ensuring Equal Rights and Opportunities of Women and Men (2005), which declares that "bodies of executive power may establish advisory bodies and appoint advisors on matters of ensuring equal rights and opportunities of women and men."<sup>59</sup>

Structures that would benefit from having a gender advisor include Operations Command, Chief of Defense (CHOD), and departments for personnel policy, human resources, training/education, legal, and policy development according to the respondents. Legal Hundred, a volunteer group in the MoD also propose to introduce a gender advisor as the Deputy Commander on the level of garrison (paragraph 8 of the Statute of Garrison and Guard Services). The introduction of gender advisors is supported by the NATO-Ukraine Partnership Goal for Gender Perspectives which list the following actions on GENAD:

- "By the end of 2018, establish the post of a senior gender policy advisor in the MoD directly responsible to the Minister of Defense, and for cross coordination with the MoD structure and policy direction of the UAF;

<sup>55</sup> NATO has been developing its approach to implementing the UN Security Council Resolutions on Women, Peace and Security (WPS) since the adoption of the first NATO policy on the subject in 2007. This policy was revised in 2011 and 2014, and will be revised again in 2018. To steer implementation of its WPS policy commitments, in 2010 the NATO/EAPC adopted an Action Plan for the Implementation of the NATO/EAPC Policy on WPS. This was revised in 2014, and again for the period from June 2016 to June 2018.1 The NATO policy and action plan have been adopted by representatives of NATO's 28 Allied countries and is supported by 27 Partner countries, 21 of which are members of the Euro-Atlantic Partnership Council (EAPC), while 6 are Global Partners of NATO.

<sup>56</sup> 2009 further revised in 2012 and 2017

<sup>57</sup> [http://www.nato.int/nato\\_static\\_fl2014/assets/pdf/pdf\\_2017\\_01/20170113\\_2015\\_NCGP\\_National\\_Reports\\_Summary.pdf](http://www.nato.int/nato_static_fl2014/assets/pdf/pdf_2017_01/20170113_2015_NCGP_National_Reports_Summary.pdf)

<sup>58</sup> PfPC SSRWG and EDWG, Handbook on Teaching Gender in the Military (Geneva: DCAF and PfPC, 2016), p68.



Photo provided by the press office of Ministry of Interior of Ukraine

- By the end of 2018, establish within the MoD, and within the UAF a network of GENAD including a full-time military officer gender advisor position to the CHOD;
- By the end of 2019, establish a Gender Advisor (GENAD) as part of the strategic and operational joint staff structures, including within the single service commands and branches."<sup>60</sup>

Recruiting and training military GENAD and persons with experience of military structures and planning increases the likelihood of successful implementation as they are more likely to be accepted by their colleagues and

have enough credibility to influence change. The rank of military GENAD has an impact on their ability to influence change in the organization, it is therefore important to consider what rank is necessary to achieve the intended results. A mix of male and female GENAD is also useful to ensure different perspectives and that gender is not seen as male or female domain, but rather as something that concerns everyone.

When establishing a system of GENAD it is crucial to consider what support they will need to carry out their tasks and how to best secure adequate ownership and commitment among commanders. While GENAD can provide the expertise needed to

advance the gender perspective in an institution, commanders should be the ones ultimately responsible for its implementation. Establishing a system of GFP is also a good measure to support the work of GENAD, enabling them to better oversee a broad process and access important information.

In the security and defense sector in Ukraine, the MoD and General Staff have previously had one GENAD function each, while MoI had a GFP function between 2005 and 2006 and 2008 and 2010. Currently, a national gender expert acts as an informal GENAD to General Staff (on behalf of UN Women) and the European Union Advisory Mission (EUAM) Ukraine also provides a GENAD to MoI.

<sup>59</sup> Law of Ukraine on Ensuring Equal Rights and Opportunities of Women and Men, p21 (2005)

<sup>60</sup> NATO-Ukraine Partnership Goal on Gender Perspectives

The EUAM is also supporting Mol in establishing a GFP system. This initiative is supported by the Government Office for European and Euro Atlantic integration of the Secretariat of the Cabinet of Ministers of Ukraine and is in the early stages of planning. A feasibility study is being carried out to assess how well services are delivered to the public and the readiness of the Mol to work on gender and delegate tasks to various departments. The Study which will cover all five agencies under Mol is to be launched in November 2017. The idea is that the Focal Point Programme will eventually cover all structures in the whole country, but initially Mol and EUAM are exploring the possibility of piloting the Programme in 16 departments in oblasts like Kharkiv and Odessa. The

development of job descriptions and capacity building for the focal points will be key and additional funding is needed for trainings throughout the Programme.

The National Guard also reports that they have established a full-time GENAD position to advise the commander for the National Guard.<sup>61</sup> This position was established in the beginning of July 2017 and has been filled by Viktoriya Arnautova. Her job description includes conducting a needs assessment, gender analysis of documents and statistics, introducing indicators for monitoring and evaluation, and developing a training programme on gender. Ms. Arnautova will be supported by five female GFP in the Medical Department, Legal Department, Human Resources

Department, and the Department for International Cooperation. These GFP will be responsible for assisting with the implementation of gender policy in their respective departments.

The MoD does not have a full-time GENAD, but there is one staff member in the Educational Department that functions as a part-time GENAD, meaning that gender is one of her responsibilities and is included in her job description. While this is a good initiative by the MoD, a part-time GENAD is not enough to advance gender equality in the institution. In its assessment of the NATO-Ukraine Partnership Goals in 2016, NATO lists this as a positive development in the MoD and recommends that it becomes a full-time position and that it is institutionalized as such.<sup>62</sup>

<sup>61</sup> While it is a full-time gender advisor position, the job description also includes psychological services.

<sup>62</sup> Assessment of the NATO-Ukraine Partnership Goal, 2016

## Example of Duty Statement for Military GENAD (Australia)

# JOINT OPERATIONS COMMAND (JOC) - GENDER ADVISOR POSITION

### ROLE

To advise Chief of Joint Operations (CJOPS) on gender perspective considerations in the operational context. To ensure integration and a common understanding of women, peace and security (WPS) dimensions through UNSCR 1325 and related resolutions, a Gender Advisor position will be created within HQJOC to provide advice to CJOPS and throughout the command.

### DUTIES

The duties of the position will include:

1. Provide advice to the Commander and Principle Staff Officers (PSO) on strategies for the effective implementation of existing mandates on WPS within the operational context.
2. Directly support Commander and PSO in planning, conduct and evaluation of operations and exercises by integrating gender dimensions and WPS principles into processes and procedures.
3. Establish and oversee WPS awareness education and training programmes throughout JOC and deployed Joint Task Forces, including during Force Preparation.
4. Establish, support and manage a network of Gender Field Advisors / and Gender Focal Points within JOC.
5. Proactively engage with equivalent operational level organisations in the UN, NATO, the OSCE, EU, ICRC, NGOs and international women's organisations to facilitate sharing of information and common / best practices during peacetime, crisis and humanitarian operations, military operations and during exercises.
6. Provide input to force generation and manning conferences, operational updates, staff meetings, periodic and post operation reviews with regard to issues related to UNSCR 1325 and related resolutions, and gender perspectives.
7. Conduct gender analysis assessments (e.g. cultural issues which may impact operations effectiveness, intelligence, etc) in areas of operation and advise planners and deployed commanders.
8. Support CJOPS, the deployed commander, J06 and JOC PM in any inquiry

or investigation concerning any incident or an allegation of violence, rape or other forms of sexual abuse.

9. Monitor and support gender sensitive reporting activities and the use of gender-disaggregated data to facilitate better planning outcomes for military operations and exercises.
10. Proactively work with the Director National Action Plan for Women, Peace and Security on implementation of the Australian National Action Plan on Women, Peace and Security 2012-2018, providing input and operational level reporting as required.
11. Represent JOC at the Defense WPS Working Group and Protection of Civilians Working Group, and any other relevant inter-agency working groups.
12. Develop and establish relationships and liaise with all elements of JOC staff to facilitate integration of UNSCR 1325 and related resolutions, and gender perspectives. Specific areas include:
  - J5/J7: Shape creation of OMD/EMD to ensure appropriate gender representation, and Gender Advisor positions.
  - J2: Highlight gender issues which may impact intelligence collection or production and Civil Military Cooperation (CIMIC) activities.
  - J5/J3: Provide assessments (e.g. local cultural sensitivities with regard to women and gender) and analysis, to support the operational planning process.
  - J4: Advise on related medical and logistics aspects.
  - J7: Provide guidance with reference to embedding UNSCR 1325 and gender awareness scenarios into exercises.
  - J8: Provide advice on assessment of ADF progress on internal gender issues as they relate to, and support, the principles of UNSCR 1325 and related resolutions.
  - J1. Support J1 in maintaining an up-to-date overview of the number and positions of women deployed on NATO operations and missions.

## **COMPETENCIES**

Rank O5/O6

ACSC

Gender Field Advisor course / Accredited Australian training

Operational experience in ADF, NATO or UN missions.



Photo provided by the press office of Ministry of Interior of Ukraine

### Examples of Best Practice

Canada and Australia are good examples of successful implementation of GENAD. Both started implementation at a higher strategical level, which enabled GENAD to directly advise the highest leadership and influence the strategic, operational, and tactical work of their institutions. In the Canadian Armed Forces (CAF), GENAD are working for the Chief of the Defense Staff, the Commander Canadian Operations Command, and the Commander Canadian Special Operations Command. The GENAD advise these key leaders on gender and the use of Gender-based Analysis Plus (GBA+), a tool to consider gender in all stages of operations, including planning, running operations, and evaluation. This ensures that CAF considers gender aspects throughout operations. To ensure that staff has the necessary capacity to conduct gender analysis and

integrate gender in operations, GENAD collaborate with CAF units to provide training for staff on gender. GENAD also advise on how to use GBA+ when developing personnel policies and programs, and on integrating it into procedures, doctrine, and the day-to-day workings of the organization.<sup>63</sup>

In Australia, there are now GENAD at the strategic and operational levels (specifically to Chief of Defense Force and Chief of joint Operations, as well as to the individual Service Chiefs) and GFP at the operational and tactical levels. Australian GENAD are responsible for advising the Mission Commander on all gender-related issues and ensuring that gender is integrated into all aspects of the mission and response, as well as, liaising between stakeholders and the mission, engaging with local women, civil society, and women's organization, conducting trainings on

WPS, and supporting female and mixed engagement teams.<sup>64</sup> The Australian GENAD are also responsible for advising on internal gender reform and actively assisting their Service Chiefs in meeting all responsibilities under strategic gender reform programs.

### Public GENAD

To advance gender equality in the institutions in the security and defense sector, the Office of the Vice-Prime Minister on European and Euro-Atlantic Integration is in the early stages of establishing a system of GENAD, with the support of UN Women. This was announced by Ivanna Klympush-Tsintsadze, Vice Prime Minister of Ukraine for European and Euro-Atlantic Integration on July 6, 2017 at the Conference on Reforms in Ukraine in London.<sup>65</sup> Vice Prime Minister Klympush-Tsintsadze, expressed that

<sup>63</sup> <http://www.forces.gc.ca/en/operations-how/perspectives.page>

<sup>64</sup> Presentation by Commander Jennifer Wittwer (CSM, RAN), Policy Specialist and Military Liaison Officer, UN Women, (Kyiv, Ukraine, May 2017).

<sup>65</sup> [http://www.kmu.gov.ua/control/uk/publish/article?art\\_id=250119991&cat\\_id=244276429](http://www.kmu.gov.ua/control/uk/publish/article?art_id=250119991&cat_id=244276429)



UN Women/Oleksandr Alferov

GENADs should be in all security and defense structures and stated:

*"Gender is not about women only. It's about society. Gender is a litmus test for how much the military are ready for changes, ready for reforms."*

The idea is that a system of public GENAD will be established in 2017 to sensitize personnel to gender issues and prepare the security and defense sector for military GENAD, to be established in 2018. The public GENAD will be external experts who will provide substantive gender analysis and capacity building support to identified institutions and departments. The key roles of the Advisors will be to ensure

successful integration and a common understanding of the WPS agenda and gender dimensions.

#### Responsibilities of Public GENAD

**Task 1: Setting the coordination, capacity building, and advisory support services:** The GENAD will develop a work plan for the advisory services with tasks, indicators for measuring progress, as well as a timeline, and clear reporting lines; Take part in the regular coordination meetings with all GENAD organized by the Office of the Vice Prime Minister for EU and Euro-Atlantic Integration; Participate in learning sessions and trainings on women, peace, and security and gender dimensions organized by UN Women.<sup>66</sup>

**Task 2: Technical and capacity development support may include:** The Advisor will support the recipient institution with planning, implementation, and evaluation of reform by identifying entry points for the integration of gender perspectives; Support the development of guidelines and other material on WPS and gender perspectives; Promote awareness on the effective integration of a gender perspective; Advise the management on the establishment of a system of gender awareness education and training programs for departments and WPS Task Forces (MoD and Mol); Work with the Focal Point for realization of NAP 1325 and institutional action plans (MoD, Mol, National Police, State Border Guard Services) to improve internal

<sup>66</sup> Terms of Reference for Gender Advisors, UN Women Ukraine, August 2017

coordination of the implementation and reporting; Organize regular learning sessions on gender analysis, NAP 1325, and WPS; Support the strategic planning units with gender assessments; Support the management in any inquiry or investigation concerning incidents/allegations of sexual harassment and gender-based violence; Liaise, coordinate, and gather information in consultation with civil society, Verkhovna Rada, and Governmental bodies.<sup>67</sup>

**Task 3: Gender Analysis:** The Advisor will cultivate relationships and liaise with all elements of the institution to facilitate the integration of gender perspectives, highlighting gender issues which may impact data collection and reporting; Provide gender analysis to support the operational and security reforms planning process; Advise on how to meet the needs of both men and women with regards to medical and logistical aspects; Provide guidance on the inclusion of WPS and gender awareness scenarios into training activities; Provide advice on assessment of progress on gender issues; Support human resources units in maintaining data on the number and position/ranks of women deployed to peacekeeping operations and other missions, sex-disaggregated data on retention, and the development of gender-sensitive exit surveys; Produce monthly progress reports on the realization of WPS and NATO Partnership Goals on gender perspectives; Collect and disseminate information regarding national programmes, policies, and procedures on gender related issues.<sup>68</sup>

The GENAD system should include approximately 11 advisors for the initial phase between August and December 2017. After the initial phase has been

evaluated, the number can be increased for 2018 if needed.

Although, the establishment of a system of public GENAD is a start, there is a risk for pushback from the institutions and departments that will host them. While public GENAD will be experts on gender and have a good understanding of the political context in Ukraine, they will most likely not have a background in the security and defense sector. Thus, they are unlikely to have in-depth knowledge about the structures and procedures in the recipient institutions and be accustomed to the organizational cultures in the sector. As security and defense institutions have a tendency to be suspicious of outsiders and may not always recognize the relevance and value of external expertise, there is a risk that the Advisors will lack adequate support and influence to advance gender equality in the Sector. This concern is articulated by a former MoD GENAD:

*"Public gender advisors will not be treated equally by the leadership and the Department of Human Resources in the MoD. It is very hard to insert an outsider, if they do not know the procedures of the security sector."*

Considering how to best mitigate any risks of pushback is important to safeguard the success of the public GENAD system and ensure that it does not increase the resistance to advancing gender equality and introducing a system of military GENAD in 2018. Close collaboration and consultations with the institutions in the sector are key to building ownership and create

good conditions for the public GENAD. Strong mandates for the advisors, access to documents, staff, and forums, and committed leadership will be crucial to create such conditions. A support mechanism for addressing potential resistance and providing support to the advisors will likely increase the success rate.

To ensure successful implementation of a system of GENAD it is also important to consider a unified approach to messaging on gender issues among advisors, to avoid confusion in the sector. While arguments and evidence that a gender perspective and women's participation increase operational effectiveness are crucial to advance gender equality, it is important that it is balanced with a rights-based approach. Meaning that women have the same right as men to participate in the security and defense sector and shape the security discourse. UNSCR 1325 and the subsequent resolutions were adopted to prevent, resolve, and address the negative consequences of conflict, not to increase military operational effectiveness as an end in itself. To develop a nuanced approach, aligned with the core principles of UNSCR 1325 and the WPS agenda it is therefore key to safeguard that the rights-based approach is not forgotten, while stressing that women are an untapped resource for maintaining peace and security.

<sup>67</sup> Terms of Reference for Gender Advisors, UN Women Ukraine, August 2017

<sup>68</sup> Ibid

## GENDER ADVISORS ARE NEEDED IN SECURITY AND DEFENSE SECTOR IN UKRAINE TO:

1. Support the core mandate of the institutions in the Ukrainian security and defense sector: Establishing a system of GENAD is likely to increase the Sector's capacity to protect the people of Ukraine and meet the security needs of men and women, boys and girls.
2. Speed up progress and avoid lost opportunities: By promoting women's participation and leadership, and working with commanders and heads of departments to increase the number of women and improve their conditions, gender advisors can contribute to the full use of human capital for the maintenance of peace and security.
3. Enhance the capability of leaders to demonstrate strong and visible commitment to gender equality: By placing gender advisors in strategic positions, commanders and heads of agencies and departments will have access to gender expertise. This will increase the likelihood that they will gradually understand the importance of a gender perspective and become champions for integrating gender in the reform. Gender advisors can also assist senior leadership in implementing NAPs, gender equality strategies, as well as integrating gender perspective into SDB activities.
4. Ensure that gender becomes a natural component in strategic and operational planning: GENAD can advise the recipient institutions on how to integrate gender in strategic and operational planning, ensuring that the institutions know how to translate commitments into concrete action, as well as enhance operational effectiveness.
5. Increase the conceptual understanding of gender and gender issues among staff in the recipient institutions: GENAD can play a key role in developing and executing capacity building activities for staff, to ensure that they have a good understanding of the gender concept and are aware of national and institutional commitments on WPS, and gender dimensions.
6. Improve the organizational culture and internalization of equal rights and opportunities for men and women: Changing the organizational culture is a gradual process, that the advisors can support by increasing the level of internalization of the principle of gender equality among staff. It is only when staff in key positions understand why gender equality is important and why women are needed in the Sector that a substantial change in the organizational culture is possible.
7. Enhance coordination of NAP 1325 and institutional action plans on WPS: GENAD can identify gaps in coordination in the recipient institutions and strengthen the systematic coordination with other bodies in the security and defense sector, civil society, and the donor community. This will improve the recipient institutions' chances of successfully implementing the NAP and internal policies, and show concrete results.
8. Strengthen the data collection and reporting on gender dimensions: Through collaboration with departments and units, the GENAD can compile data on women's participation in the Sector, and strengthen mechanisms for reporting on the implementation of measures and their impact.

### 4.5.3 Data on Gender-related Crime

Gender-based violence (GBV) remains widespread in Ukraine and 19 percent of women between the ages of 15-49 report that they have been subjected to some form of physical violence.<sup>69</sup> According to the civil society organization La Strada, 1,5 million Ukrainian women suffer from GBV and 120,000 cases of domestic violence were reported last year. La Strada also reports that the National Toll-Free Hotline for the prevention of violence (which is administered by La Strada) received 38,000 phone calls last year, of which most were related to cases of GBV. While sexual violence and sex trafficking are a serious concern, the National Police reports that domestic violence is the most common form of gender-related crime. The conflict in the Eastern parts of the country has made women more vulnerable to gender-based violence as a result of the breakdown of law and order, the deterioration of the social fabric, displacement, and the economic implications of the conflict.

Challenges in addressing gender-based violence include the lack of accurate and reliable data on the number and types of cases to inform policies and measures, inadequate services for survivors, and impunity for gender-related crimes.<sup>70</sup> In 2017, the UN Country Team Report on Ukraine's CEDAW implementation concluded that:

***"Due to gaps in legislation and a lack of capacity, acts of sexual violence, including conflict-related, are often recorded by law enforcement as "other crimes" – such as bodily injury. Lawyers, police officers, prosecutors and judges lack knowledge of how to document, investigate and consider cases of conflict-related sexual violence. Consequently, victims of sexual violence are often confronted with inaction, or even inappropriate action, by State authorities."***

Report of the UN Country Team in Ukraine presented at the CEDAW 66<sup>th</sup> session<sup>71</sup>

Ukraine's legislation and practice regarding the prosecution of gender-based violence is flawed, contradictory, and not aligned with international standards and practice. Ukraine has also yet to ratify the Istanbul Convention, an important regional instrument for addressing violence against women.<sup>72</sup> Another barrier to addressing gender-based violence is the fact that there is no term for GBV in Ukrainian legislation and thus no definition, which leads to misunderstandings about what GBV is. While a majority of respondents

from the National Police reports that gender-related crimes are prioritized in their departments, civil society representatives report that sexual and gender-based violence is not viewed as a serious crime in society and within law enforcement.

Respondents in the National Police report that while they still lack crucial data on GBV, they have introduced some measures to collect and analyze data. The Department of Organizational and Analytical Support and Rapid Response piloted a project in three Oblasts (Kyiv, Odessa, and Luhansk) for brigades on how to combat domestic violence and collect specific data on GBV. This included the introduction of markers and indicators. The Prevention Department of the National Police also reports that they have included response to domestic violence in their monitoring of District Police Officers.

There is a special department within the Police that works on sex trafficking, the Counter-Trafficking Department. While no special trafficking squads exist, there is a sub-division in each Oblast that is responsible for human trafficking. The Counter-Trafficking Department reports that they collect sex-disaggregated data on human trafficking and they have increased their capacity to combat sex trafficking through the collaboration with international organizations and civil

<sup>69</sup> Report of the UN Country Team in Ukraine presented at the CEDAW 66th session, February 2017 <http://un.org.ua/en/information-centre/news/4040-report-of-the-un-country-team-in-ukraine-is-presented-at-the-cedaw-66th-session>

<sup>70</sup> Report of the UN Country Team in Ukraine presented at the CEDAW 66th session, February 2017 <http://un.org.ua/en/information-centre/news/4040-report-of-the-un-country-team-in-ukraine-is-presented-at-the-cedaw-66th-session>

<sup>71</sup> Ibid

<sup>72</sup> Ibid and "Conflict-Related Sexual Violence in Ukraine 14 March 2014 to 31 January 2017" Office of the United Nations High Commissioner for Human Rights, (2017), p4

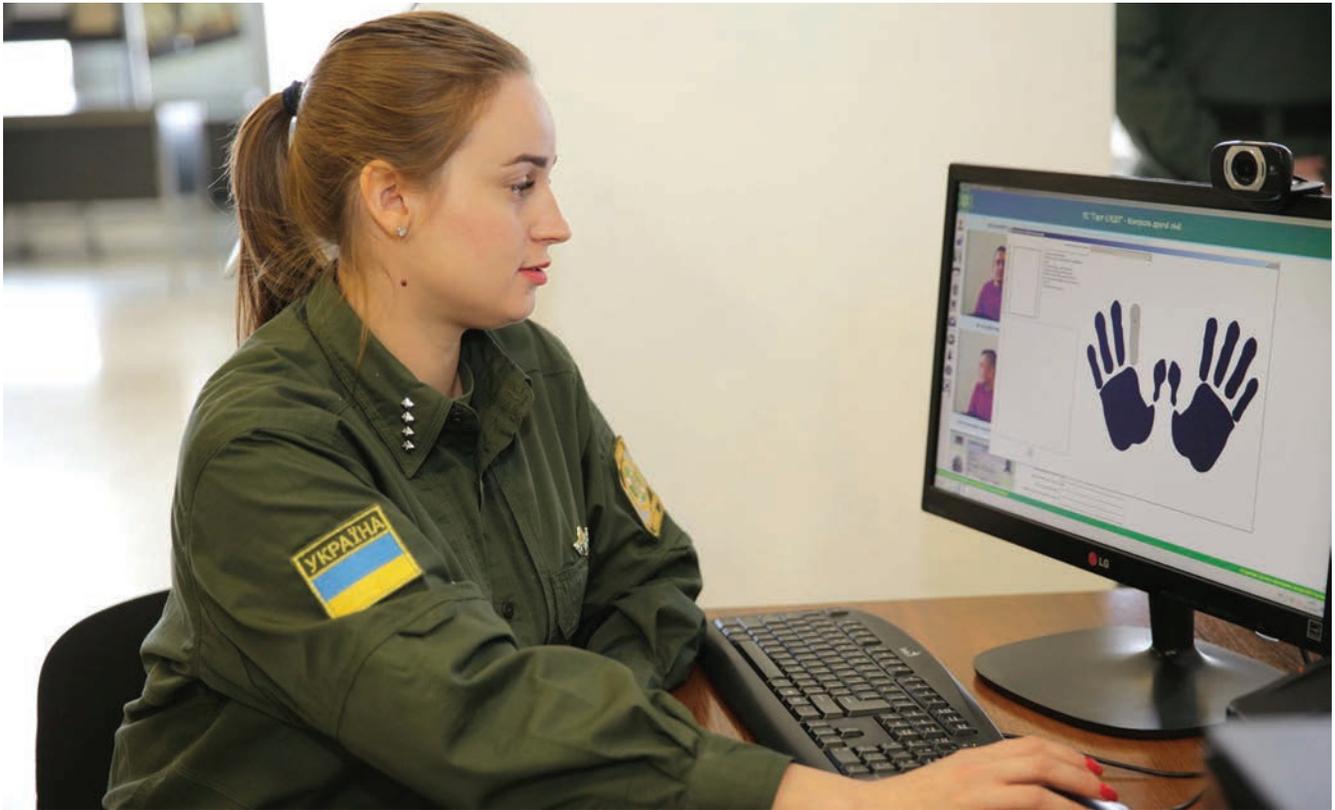


Photo provided by the press office of Ministry of Interior of Ukraine

society. MoI has declared 2017 the year to combat trafficking in human beings in Ukraine and has adopted an action plan with the Police to address the issue. While progress remains slow, there have been some positive developments in this area. In June 2017, MoI reported that Ukraine had been upgraded to tier 2 in the 2017 Trafficking in Persons Report published by the US State Department.<sup>73</sup> For four consecutive years, Ukraine was in the Tier 2 watch list with a risk of downgrade to Tier 3 for Governments that are not fully complying with the obligations in the Trafficking Victims Protection Act (TVPA) and are not taking serious efforts to do so.<sup>74</sup> The Ukrainian Embassy to the United States released this statement reconfirming the Government's commitment to combating human trafficking:

*"Coordinated and persistent hard work of many Government agencies involved in combating human trafficking resulted in promotion of our country in the TIP Report. We very much appreciate that our U.S. partners recognized these efforts. At the same time – Tier 1 and meeting its criteria remains our top priority in this domain."<sup>75</sup>*

To further advance counter-trafficking measures, the Counter-Trafficking Department reports that it needs more Police Officers specialized in sex trafficking. As it is now, only 300 officers work on human trafficking across Ukraine.

<sup>73</sup> [http://mvs.gov.ua/ua/news/8944\\_Anastasiya\\_Dva\\_Za\\_ostanniy\\_rik\\_Ukraina\\_viyshla\\_z\\_grupi\\_krain\\_v\\_yakih\\_procvita\\_torgivlya\\_lyudmi\\_INFOGRAFIKA.htm](http://mvs.gov.ua/ua/news/8944_Anastasiya_Dva_Za_ostanniy_rik_Ukraina_viyshla_z_grupi_krain_v_yakih_procvita_torgivlya_lyudmi_INFOGRAFIKA.htm)

<sup>74</sup> <https://www.state.gov/j/tip/rls/tiprpt/2017/271117.htm>

<sup>75</sup> <http://en.interfax.com.ua/news/general/432231.html>

## 4.6 PERSONNEL

### 4.6.1 Recruitment and Selection

The number of women working in the security and defense sector has increased over the last couple of years. Despite this the number of women remains relatively low with 10,6 percent women in the Armed Forces of Ukraine, 6,2 percent women in the National Guard, 17,3 percent women in the National Police, and 24 percent women in the State Border Guard Services. This year, 12,5 percent of personnel deployed to peacekeeping positions were women. These personnel came from the Police and National Guard.

*"The number of women in the Police has increased significantly and more and more women join the National Police. I'm confident that we will reach 50 percent women police officers in the future."*

Respondent in the National Police

The increase has been the most significant in the State Border Guard Services, which reports that they have increased the number of women from 10 percent to 24 percent, since the adoption of the State Border Guard Services' Action Plan on WPS in 2016. When asked how the State Border Guard Services could increase the number of women so quickly they explained that they have been reforming the State Border Guard Services since 2003, when it became a separate law enforcement agency. Throughout the reform process they have studied Finland, Sweden,

WOMEN IN THE SECURITY AND DEFENSE SECTOR <sup>76</sup>					
Category	MoD / Armed Forces	Mol	National Police	SBSGS	National Guard
1. Percentage of women staff	10.6 %	NAD	17.3 %	24 %	6.2 %
2. Percentage of women officers	5.3 %	N/A	N/A	13 %	NAD
3. Percentage of women in leadership positions (heads of departments/units)	NAD	NAD	NAD	NAD	NAD
4. Number of women serving in official combat positions.	10 000	N/A	N/A	N/A	500

Germany, and Poland to learn from them. They report that they were 70 percent reformed when the conflict broke out in 2014. While not much attention was given to gender when the reform started in 2003, the reforms have laid the foundation for the changes that have occurred in the last couple of years.

While none of the institutions participating in this assessment have a quota for women, NAP 1325 includes a target for a 10 percent increase in the number of women in the security sector by the end of 2020.<sup>77</sup> This ambitious,

but realistic target is a step in the right direction. Nevertheless, there is no indication that this target has been integrated into institutional policies in any of the institutions. Except perhaps the State Border Guard Services who reports that they have included a target of 30 percent women in their action plan. The respondents from the State Border Guard Services estimate that they will be able to reach this target by the end of 2018. They report that women's attitudes to working in the military are changing and that women are patriots who want to defend their country.

<sup>76</sup> Data provided by MoD/Armed Forces, Mol, National Police, SBSGS, and National Guard.

<sup>77</sup> NAP 1325, Task 5 "Increase in women's participation in peacebuilding and peacekeeping processes, promoting a culture of peace," p 10

***“Women are more reliable than men in the service”***

Respondent in the State Border Guard Services

When asked what measures the State Border Guard Services is taking to attract women they responded that they are striving to ensure that women are accepted in the service and are creating a special protection package for women to guarantee that their positions are still there when they come back from parental leave, so women do not lose their positions or promotions.

The respondents from the State Border Guard Services were the only ones interviewed who reported that they are actively trying to attract women to the agency. While these positive developments in the State Border Guard Services are a step in the right direction, there seems to be a limited understanding of why gender equality is important and why women are needed in the service. This was illustrated by one respondent's explanation for why women are needed in the State Border Guard Services:

***“Everyone needs such beauty, why would you mind the beauty of women?”***

Contrary to the State Border Guard Services, the MoD did not report that they are taking any measures to attract and increase the number of women. Yet in May 2016, when the NATO Secretary General's Special Representative on WPS visited Ukraine, the Chief of Defense confirmed his commitment to increase the number of women in the military.<sup>78</sup> When asked if there is any quota or target

to increase the number of women in the Armed Forces of Ukraine one respondent explained that the target is just to sustain the army and that increasing the number of women is not a priority. This is illustrated by the fact that the MoD has not used any specific advertisement campaigns to attract women to the Armed Forces. As respondents from the MoD pointed out, all advertisements are geared towards men and use images that only depict male soldiers.

***“Why would we take measures to increase the number of women? There are so many women already, and we have more women in our military than Germany.”***

Male respondent from MoD

The increase in the number of women in the security sector is attributed by many to the outbreak of the conflict in 2014 and women's wish to defend their country. It is reasonable to assume that this has contributed to an increase in the number of women candidates. According to the National Guard, the number of women who apply to its educational facilities has increased significantly. In the State Border Guard Services where one of the recruitment criteria is a written examination, the number of women who passed this examination has tripled in recent years. The State Border Guard Services have introduced a new online recruitment program for applications and report that 50 percent of applications come from women. According to the respondents there are also more women than men left after the recruitment process is completed.

The MoI, State Border Guard Services, National Guard, Police, MoD, and

General Staff all report that there are different physical requirements for men and women. The adaptation of physical tests to the needs and abilities of women has likely also contributed to increasing the numbers of women in the security and defense sector.

There are no specific recruitment policies to increase the number of women or ensure that women are represented in recruitment committees in any of the institutions participating in this assessment. In the State Border Guard Services many women work in the Department of Human Resources and women and men are included in every recruitment committee. Similarly, the National Guard reports that there are more women than men working in the Department of Human Resources, but there are no specific data on women's participation in recruitment committees. There are attestation committees for recruitment in the MoD, but it is unclear to what degree women are included in these committees.

While none of the institutions in this report conduct specific trainings for personnel in their Departments of Human Resources on how to avoid biases and discrimination in recruitment processes, the State Border Guard Services includes gender policy in trainings and the National Guard provides some information on the Anti-Discrimination Law to its employees.

There is a lack of data on discrimination of women in the processes of recruitment and selection in the security and defense sector and most of the interviewees claim that there is no bias or discrimination against women. While this appears

<sup>78</sup> NATO Assessment of the NATO-Ukraine Partnership Goals, 2016.



Photo provided by the press office of Ministry of Interior of Ukraine

to be a common perception in all the institutions interviewed, there are also those who report that there is a strong bias against hiring women and that many still view the security and defense sector as a male domain.

***"Most heads of departments are men and they decide who to hire, so there is a bias towards hiring men over women."***

Female staff member, National Police

All institutions have processes for vetting candidates to ensure that candidates who have committed crimes are not recruited. All of the institutions ensure that their candidates have not been found guilty of any crimes by requesting criminal records from MoI. In the State Border Guard Services, Regional Recruitment Centres are responsible for vetting candidates. This process for vetting candidates includes psychological tests and lie detector tests. In the Police the vetting of candidates include checking if any

close relatives have a criminal record, reference check, and a test to see if the candidate is prone to criminal behaviour. Criminal records may reveal if the candidate has committed gender-related crimes, but none of the institutions that administer tests report that gender equality or gender issues are integrated in the design of test questions.

## 4.6.2 Retention

The data available on the retention of women in the security and defense sector are limited as none of the institutions report that they collect and analyse sex-disaggregated data on staff turnover and retention. In the MoD and the State Border Guard Services, personnel are interviewed about the reasons for terminating their contracts and in the National Police, personnel are asked to indicate in writing why they are leaving the service. As neither of these methods of collecting data on retention is anonymous, it is also possible that the real reason for leaving the service may not be known. As a result, there is a lack of reliable data on why women leave the security and defense sector.

In 2010 a survey conducted by the Institute for Humanitarian Problems of the Armed Forces of Ukraine, revealed that more than half of the women surveyed saw no future in the armed forces. The reasons for this were negative attitudes towards women, lack of career opportunities, and the restrictions of service for some positions. This survey was not made public and neither was a similar survey conducted in 2016. Hence, there are no available updated data on this. It is thus unclear if the reforms and efforts to advance gender equality in recent years have had an impact on this, but many in the Sector and civil society agree that there has been some progress.

***"Things are better now than 10 years ago. There is less sexual harassment and discrimination and women***

***have more opportunities now. Attitudes are slowly changing."***

Former GENAD at MoD

There are reports that women serving in peace operations abroad, gaining valuable experience, leave the security sector due to lack of opportunities and because their expertise is not valued by the Sector. To address this, special measures to bring women back to the service would be necessary.

There are no specific retention policies for women in the MoD and General Staff, Mol, National Guard, National Police, and State Border Guard Services. Nevertheless, some discriminatory regulations and practices have been addressed in recent years to improve the service conditions for women. Examples include, that parental leave counts as years of service in the State Border Guard Services and National Guard and the development of specific equipment and uniforms for women in the MoD. To meet the needs of women in the Armed Forces, the General Staff conducted a needs assessment on logistics for women.

While all institutions report that there are no obstacles to the retention of women and that there are no official restrictions for women regarding marriage and pregnancy, women do not serve in the security and defense sector on the same terms as men due to patriarchal norms and a lack of equal opportunities.

***"In the Patrol Police some men have the attitude that a woman's place is in the home making borscht"***

Female police officer

In 2016, the Ukrainian Women's Fund published the report Invisible Battalion which revealed that women taking part in the ATO in the eastern regions of Donetsk and Luhansk in the armed forces and volunteer battalions were not treated equally.<sup>79</sup> The Report was based on interviews with 42 women combatants and looked at how women are restricted from combat positions, the failure to deliver adequate uniforms, boots, and body armours adapted for women's bodies, and the absence of separate toilets and shower rooms for women. To improve the conditions for servicewomen, the MoD Action Plan on WPS (2017) requests that the Central Logistics Department of the Armed Forces improve the material resources available to women, adapted to their anatomical and physiological specifics. The MoD also commits to conducting a sociological study on how the realization of the Action Plan has impacted the conditions for women in the Armed Forces in 2017.<sup>80</sup>

Another challenge highlighted in the Invisible Battalion is that women have not been able to take up combat positions. As a result, women have been recruited in official positions as secretaries and cooks, when in reality they drive tanks and operate heavy

<sup>79</sup> Invisible Battalion, Ukrainian Women's Fund (2016)

<sup>80</sup> MoD Action Plan on Women, Peace, and Security, p4 (2017)

weapons. When women are injured on the battlefield they do not receive the health benefits that they are entitled to as combatants that their male counterparts receive.<sup>81</sup>

***"Even though women are on the front lines every day, doing courageous things in combat, they are an 'invisible battalion' to their superiors and most of the Ukrainian public."***

Co-author of Invisible Battalion

The authors of Invisible Battalion recommend specific measures to increase women's participation and improve the conditions for them to serve in the security and defense sector. This includes removing restrictions that exclude women from military employment categories and introducing official mechanisms to handle sexual harassment and violence claims.<sup>82</sup> The reactions to Invisible Battalion in the security and defense sector have been mixed. Some MoD representatives welcomed the report, but little support was offered to facilitate the data collection in terms of access and logistics.

Women also struggle to combine work and family life, as they take almost all of the parental leave and the responsibility for children and the household. While the Labour Code (article 50) provides that the normal working hours of the employee should not exceed 40 hours per week, long working hours and the volume of work are a challenge for some women with children. None of the institutions have developed any work/life balance policies to ensure that women can combine having a family with

work and no child care facilities are provided. Developing such policies and exploring the possibility of establishing child care facilities for staff could improve the retention rate for women and enhance their career opportunities. The National Police reports that there are no written regulations for women on pregnancy, but that heads of departments and units sometimes request women to work for some time before going on parental leave. In the National Guard, there have been some cases where women have been asked not to become pregnant during the first three years of service.

Until recently it would have been unthinkable for men to take parental leave in the security and defense sector. While there are some indications that attitudes towards men who take parental leave are slowly changing, only a small number of men go on extended parental leave and the ones who do are often subjected to negative comments by their colleagues. An example is the State Border Guard Services, where only three men have taken parental leave. There are also some discriminatory practices towards men, as they are not allowed to take parental leave during the ATO. Men can turn to the court system to get a decision, allowing them to take parental leave. Men who have brought their case to court have won 100 percent of the cases. This is a good basis for changing the legislation according to some of the legal experts interviewed for the assessment.

To improve the conditions for women, the State Border Guard Services have employed a gender specialist in the Department of Human Resources and they have begun collecting data

on gender issues to assess women's needs. They expect that the data collection will take six months, whereby they will develop measures to address the issues identified.

***"Gender equality is a crucial factor when it comes to strengthening Ukraine's defense capabilities. It is important to recognize the amazing job women are doing in the Anti-Terrorist Operation Zone, both in administrative and combat positions. We need to improve the professional qualifications of everyone, from privates to generals, and gender awareness is an important part of this. We need more qualified and ambitious women in the security and defense sector, but we can only increase the number of women if we create good conditions for service."***

Senior official, MoD

<sup>81</sup> <http://eca.unwomen.org/en/news/stories/2015/12/ukraine--invisible-battalion>

<sup>82</sup> <http://eca.unwomen.org/en/news/stories/2015/12/ukraine--invisible-battalion>

### 4.6.3 Assignments, Deployments, Promotion, and Remuneration

The number of women in the security and defense sector has increased, but women continue to work primarily in administrative and technical support functions and are underrepresented in leadership positions. An example of this is the fact that there are no female generals in the MoD, despite the common belief that men and women have the same opportunities to become generals. When asked why there are no female generals, respondents at the MoD answered that women chose not to sacrifice their families to reach that level. Nevertheless, not everyone agrees that men and women have the same opportunities to reach the highest echelons of power in the security and defense sector.

***"There is a very strong glass ceiling, meaning that women with the same qualifications as male generals, do not reach that level, and as a result there are no female generals."***

Civil society representative

While women struggle to break the glass ceiling, official restrictions limiting women's participation in certain combat positions is still a reality. There are reports from the security sector and defense sector and civil society that some women have officially been employed as cooks, when in reality they are working as snipers and grenade shooters as a result of the restrictions.

The National Guard reports that there have been some complaints from women who want to be snipers and work in the capacity of snipers, but officially they are hired as cooks.

***"We try not to appoint women to risky jobs, this is not because they are not qualified, it is because we want to protect them. One example is the counter-terrorism squads which require extreme physical strength and would be dangerous for women"***

Respondent from the State Border Guard Services

There has been some progress in this area recently. The MoD Action Plan on WPS (2017), stipulates that the list of military officer positions that can be filled by servicewomen should be expanded, supplementing the MoD Decree #412 on the List of the Officers Professions (2012).<sup>83</sup> In 2016, the Armed Forces of Ukraine amended the List of Established Positions of Private Soldiers, Non-Commissioned Officers and Senior Non-Commissioned Officers, including those which Accept Female Soldiers as well as Corresponding Military Ranks and Grades, approved by the Decree of the Minister of Defense of Ukraine #292.<sup>84</sup> As a result 63 combat positions were opened up for women.

An interim list of established positions of private, sergeant and sergeant-major positions, including those allowed for female military service personnel and corresponding military ranks and tariff categories of posts, was approved by the Decree of Ministry of Defense of Ukraine #337 of 27 May 2014. The MoD Order No. 412 (2012), which stipulates the list of military officer positions that can be filled by servicewomen, was amended in the beginning of 2017<sup>85</sup>. According to the General Staff's Legal Department, 100 private soldier positions and majority of positions for officers have now been opened up for women.

General Staff prepared the internal procedure for how women could officially move from an administrative position to a combat position. But there needs to be some transition and training. It is unclear how many women have moved into official combat positions since last year. The Military Commissions at the local level are responsible for deployment of personnel and there are reports that they have failed to inform women that they can enter these combat positions. It is unclear if the situation has changed for the better since last year.

The Law of Ukraine On General Military Duty and Military Service (1994) states that women who are specialists in the professions associated with relevant military specialties, as detailed in the list approved by the

<sup>83</sup> MoD National Action Plan on Women, Peace, and Security, p 2 (2017)

<sup>84</sup> Decree of the Minister of Defense of Ukraine # 292, June 6, 2016

<sup>85</sup> The text of amendment: "Military posts of officers of the officers associated with the use of explosives, diving, all posts in submarines and surface ships, in the brigades of surface ships, except for the specialties of moral and psychological and medical support, are not completed by servicewomen". Link to amendment (ukr): <http://zakon2.rada.gov.ua/laws/show/z0227-17/paran4#n4>



Natalia Stepuk, a crisis psychologist, instructor of psychological first aid. In the ATO she provided psychological support to soldiers who have been released from captivity. She was also in charge of the psychological training of cadets. Before Maidan and ATO she was a family psychologist at her own center.  
UN Women/Lyudmila Mytsyk

Cabinet of Ministers, are registered as bound to military service. According to the Resolution of the Cabinet of Ministers of Ukraine 14.10.1994 N 711 On approval of the list of specialties, according to which women who have the appropriate training can be registered for military service, such specialties include: medical; communications support (telephone operators, telegraph operators, radio operators, radiotelephone operators, radiotelegraph operators, radar operators, radio mechanics, telegraph mechanics, photo telegraph operators, photo radiotelegraph operators); computing technology (technical experts, masters, mechanics, operators); optical and sound ranging instruments of measuring and metrology (technical experts, masters, meteorological

observers, hydro meteorological observers); cartography, topographical surveying, photogrammetry and aerial photographic survey service (photogrammetrists, photo laboratory technicians, operators, craftsmen, engravers, topographical surveyors, zincographers, theodolite operators); printing (engravers, zincographers, masters of printing machines) cine radio engineering."

Two bylaws regulate which positions are open to women in the MoD and General Staff. The MoD Decree #412 on the List of the Officers Professions (2012) regulates which positions are open for women officers and includes restrictions for women to serve on ships and submarines. The Decree of the Minister of Defense of Ukraine No. 337

(2014) regulates which positions female privates and sergeants can hold and includes many restrictions for women (e.g. positions as instructor of physical training and sports, mine picker, diver, platoon commander, machinist, miner, head of the radio interception node, chief of the information collection and processing station, chief of the post of defense, chief of the post of observation and communication, air-gunner etc. are restricted or closed to women). The National Guard also has some restrictions for women and a bylaw (234) was issued by MoI in 2017, which is similar in content to the Order of the Minister of Defense of Ukraine No. 337 (2014).

In the State Border Guard Services the situation appears to be somewhat

<sup>86</sup> The Law of Ukraine On General Military Duty and Military Service (1994)

better as their bylaw does not include any restrictions for women and they report that all positions are open to women. Nevertheless, it is unclear if there are discriminatory practices or not as there is nothing in writing proving that there are no restrictions for women. This bylaw has also not been made public. The National Police have good legislation, a new National Police Act (2015) was developed for police reform and it includes simple ranks for men and women without any restrictions for women police officers.

The statutes of the Armed Forces of Ukraine and legislation on security and defense in general need to be updated in order to become fully consistent with the principles of equal rights and equal opportunities. For instance, the legislation provides numerous restrictions on concluding military enlistment contracts with women. Women may enter such contracts, if they are no more than 40 years old, while men may enter the same contracts, if they are no more than 45-60 years old, depending on military rank. For the service of women in the reserve, women can serve in the military reserve, if they are under 50 years old. For men, the age limit is 60-65 years old, depending on military rank. Recently a group made up of Members of Verkhovna Rada submitted bill 6109 for the removal of discriminatory practices related to the age of applicants, which if approved could lead to an increase in women in the security and defense sector.

There are no legal restrictions for female military personnel to participate in international peace and security operations (IPSO). Since 1992, when Ukraine took part in international peacekeeping activities for the first time, 49 female

military personnel of the Armed Forces have served as peacekeepers in international operations. The participation of military personnel of the Armed Forces of Ukraine in IPSO, as a part of national or international contingent, depends on the language and professional skills, compliance with the education and qualification requirements for each specific position in the international mission, which are applied equally to both women and men.

While the opening of combat positions for women is important progress, there is still a long way to go until women are able to enter all combat positions on the same terms as men. For that to happen, the list of professions and positions for women needs to be reviewed again and attitudes that lead to discriminatory practices need to change.

***“We do not have discriminatory practices as there are only some positions that are restricted for women. The risk is that if we open up all positions for women that all the wives and sisters of the men in service will join the Armed Forces”***

Respondent from MoD

The removal of discriminatory legislation and procedures is supported by the NATO-Ukraine Partnership Goal on Gender Perspectives. The Partnership Goal states that legal barriers and other barriers that “may prevent equal opportunities for active and meaningful participation of both men and women in the defense and security institutions” should be removed by the end of 2020.<sup>87</sup>

***“War has helped women prove that they are as good defenders of their country as the men.”***

Former MoD staff member

Despite the fact that all the institutions report that men and women have the same opportunities to be promoted, women are much less likely to be promoted than men. As a result, women seldom reach leadership positions in the security and defense sector. An example of this is the National Guard which has no female commanders. There are however a number of female heads of departments and at least 10 female colonels in the Main Department of the National Guard. There is only one female general in the whole MoI system, but a positive development is the appointment of two women as Deputy Ministers of Internal Affairs.

Different reasons are given for why women are not promoted to the same degree as men in the institutions participating in this assessment. One reason given for the lack of women in the military rank of general is that the early retirement age for women makes it next to impossible for them to reach that level before retirement. To address this, the Law on Equal Rights and Opportunities for Women and Men would have to be amended as it clearly states that a difference in retirement age for men and women is not discrimination, according to the Law.<sup>88</sup>

Another barrier is that some personnel do not accept women in senior management positions due to traditional values and stereotypes regarding women as mothers and

<sup>87</sup> NATO-Ukraine Partnership Goal on Gender Perspectives

<sup>88</sup> Law of Ukraine on Ensuring Equal Rights and Opportunities, p 15 (2005)



Dr. Olena Volobueva, Personal Development Deputy Rector, Professor at the National Academy of the State Border Guard Service of Ukraine named after Bohdan Khmelnytskyi.

Photo provided by the press office of Ministry of Interior of Ukraine

caregivers. The assumption is that women work for a couple of years and then go on parental leave. As a result, men are often viewed as more qualified because they do not go on parental leave. There is also the notion that women have to sacrifice their families and dedicate their entire lives to work to succeed. According to some women working in the Sector, women's career opportunities might improve if they made enough money to be able to hire baby sitters. The development of specific policies for work/life balance in line with the Law on Ensuring Equal Rights and Opportunities of Women and Men could also help increase women's participation and leadership in the institutions in the Sector. The Law states that executive bodies should "create conditions for combining professional and family responsibilities of women and men; and provide for available social and personal services including child care, organization of pre-school education and provision of children's leisure activities."<sup>89</sup>

According to respondents in the MoD, women sometimes refuse to move to another position and reject a promotion, if it requires them to change their city of residence. As the primary caregivers, it might not be possible for them to relocate unless they can bring their families to the new duty station. Another obstacle is the fact that families are not always supportive of women's career aspirations and sometimes this causes tensions in the family.

*"Some men envy women who are successful and sometimes this causes conflict, including domestic violence in families."*

Respondent in the National Police

As a result, of these obstacles, women sometimes lack the confidence to ask

for a promotion or apply for senior positions.

There are limited data on benefits and remuneration for men and women in the security and defense sector. All the institutions participating in the assessment report that men and

women have the same benefits and salaries when employed at the same rank/level. Overall women's salaries are lower than that of men's as they are more likely to be employed in support functions and entry level jobs. A positive development that may increase women's salaries over time

is that parental leave now counts as years in service in some institutions like the State Border Guard Services. While the MoD reports that benefits and remuneration are the same for men and women, commanders make decisions about who should be given premiums.

#### 4.6.4 Mentoring and Support

Mentoring and support are key to improving women's career opportunities in the security and defense sector and can include formal mentoring programs for women and the creation of specific staff associations for women. In 2015, 60 percent of NATO member nations had established such associations.<sup>90</sup>

In 2011, a study by DCAF found that staff associations for women "have an important impact as agents of change within their institutions and in the security sector at large. Most importantly, these associations help coordinate and empower women as security sector personnel and as members of their communities and societies." This enables these associations to advocate for changes in security policy and practice, and

contribute to long-term positive effects not just for women, but also for the institutions they serve in and society at large.<sup>91</sup>

Despite the benefits of staff associations for women, there are currently no such associations in the security and defense institutions in Ukraine. Nevertheless, MoI organized a two-day workshop in June 2017 to explore the establishment of an association of women police. The workshop resulted in 12 participants forming an initial Working Group, whose responsibility will be to lead the development of an association.<sup>92</sup>

Another important development, is the establishment of a cross-sectoral network for women in leadership positions in the defense reform at

the end of 2016. This network was initiated by NATO and includes women from the security and defense sector, Members of Verkhovna Rada, and media etc. The idea is that the Network will meet monthly or bi-monthly and function as a platform for sharing experiences and support. There is no specific support or formal mentoring programs for women personnel in any of the institutions covered to build women's capacity and prepare them for leadership roles.

<sup>89</sup> Law of Ukraine on Ensuring Equal Rights and Opportunities, p 20 (2005)

<sup>90</sup> [http://www.nato.int/nato\\_static\\_fl2014/assets/pdf/pdf\\_2017\\_01/20170113\\_2015\\_NCGP\\_National\\_Reports\\_Summary.pdf](http://www.nato.int/nato_static_fl2014/assets/pdf/pdf_2017_01/20170113_2015_NCGP_National_Reports_Summary.pdf)

<sup>91</sup> Montgomery, Ruth. Female Staff Associations in the Security Sector: Agents of change? DCAF Occasional Paper – No 25 (DCAF: Geneva, 2011).

<sup>92</sup> Report from the Workshop on Establishing an Association of Women Police in Ukraine, Police Assistance Training Program, July 2017, p1,11

## 4.7 COMMUNITY RELATIONS

### 4.3.1 Public Perceptions

A majority of the respondents was unsure if any public perceptions surveys have been conducted in recent years or not and the MoD reports that they have not conducted any surveys. Public perception surveys were administered in 2013 and 2015 at the beginning of the police reform with the support of the United States and the Civil Society Advisory Council. While, the data in these surveys is not sex-disaggregated, a more recent survey published in March 2017 by the International Research & Exchanges Board (IREX) and TNS contains some sex disaggregated data. This survey

reveals that women have greater trust in the police than men, and are more likely to report domestic violence to the Police. On the other hand, men believe that they are aware of the Police reform to a greater extent than women. When asked if domestic violence is a problem in Ukraine, 47,7 percent of women and 38,7 percent of men responded that it is a problem.<sup>93</sup>

The National Police is the most trusted of the institutions in the security and defense sector according to data on public perception from the OSCE. According to the Department

of Organizational and Analytical Support and Rapid Response of the National Police, they are waiting for a decree to get the mandate to conduct their own perception surveys along with the independent surveys carried out by sociological institutions. Respondents in the National Police recognize that there is a need for more systematic public perception surveys. Despite the lack of data on public perceptions, respondents from civil society believe that there is more trust in the institutions in the Sector as a result of the reform and the conflict.

### 4.3.2 Cooperation and Consultation with Civil Society

There is limited data on cooperation and consultation with civil society and most of the respondents in the security and defense institutions were not aware of any dialogues with civil society organizations. Decree number 996 by the Cabinet of Ministers on "Ensuring Public Participation in the

Formation and Implementation of State Policy" was adopted in 2010 to facilitate dialogue with civil society through the establishment of civil society advisory councils in government bodies.<sup>94</sup>

While, the concept of a civil society advisory councils holds some promise,

critics say that the councils have limited influence and that its mandate should be strengthened.

<sup>93</sup> [https://www.slideshare.net/MIA\\_Ukraine/ss-74067458?utm\\_source=slideshow02&utm\\_medium=ssemail&utm\\_campaign=share\\_slideshow\\_loggedout](https://www.slideshare.net/MIA_Ukraine/ss-74067458?utm_source=slideshow02&utm_medium=ssemail&utm_campaign=share_slideshow_loggedout)

<sup>94</sup> <http://zakon3.rada.gov.ua/laws/show/996-2010-%D0%BF>

# Conclusions



Maria Chashka, call sign “Kalyna”, deputy commander of a special assault squad “Carpathian Sich” within the 93<sup>rd</sup> guards mechanized brigade. Prior to the war, she was elected deputy of the municipal council, she also worked as a head of Ternopil Oblast Administration.

UN Women/Sergiy Klymenko

The Ukrainian security and defense sector has made some progress with regards to gender equality in recent years and especially since the adoption of the first National Action Plan on Women, Peace, and Security (NAP 1325) in 2016. NAP 1325 and the action plans on women, peace, and security developed by the MoD, Mol, National Police, and the State Border Guard Services have provided the Sector with important strategic frameworks. Nevertheless, these frameworks are not fully aligned with the SDB, which is the road map for defense reform in Ukraine. As the SDB is gender blind and gender has not been mainstreamed in the implementation of its 5 Strategic Objectives, there is a need for a Gender

Equality Strategy aligned with the SDB, to ensure that gender becomes a part of the reform process. In addition to the action plans, the working groups on women, peace, and security established in MoD, Mol, and the State Border Guard Services serve as important mechanisms for coordination in the Sector. Nevertheless, there is limited coordination of the implementation of the action plans on Women, Peace, and Security within institutions in the security and defense sector and the NAP on WPS lacks an inter-agency coordination mechanism (e.g. working group or steering committee). A positive development is the recent establishment of an inter-agency working group on women, peace, and

security under the Commission on Euro-Atlantic Integration.

This assessment has revealed some positive developments related to the realization of the WPS agenda in the security and defense sector. Since last year, some combat positions for soldiers and officers have been opened up for women, enabling women to move from other positions (e.g. cooks and administrative staff) into official combat positions. There has been an increase in the number of women employed by security and defense institutions. An example of this is the State Border Guard Services, which has increased the percentage of women from 10 percent to 24 percent



Photo provided by the press office of Ministry of Interior of Ukraine

between 2016 and 2017. Nevertheless, the increase of women in the sector appears to have more to do with an increase in the number of women applicants than deliberate measures to increase the number of women. Policies on parental leave have recently been amended to ensure that years on parental leave count as years of service, which will hopefully increase women's opportunities to get promoted and enter leadership positions. There have also been some improvements in the MoD when it comes to assessing the needs of women when it comes to uniforms and boots.

Despite these positive developments, gender is not viewed as a part of the reform of the security and defense sector by leaders in the sector, and as a result it has not been mainstreamed at the strategic, operational, and tactical

levels. The institutions do not conduct gender analysis and the needs of men and women, boys and girls are seldom considered when planning operations or activities. There is also a need to review and amend legislation and legal practice to ensure that it is gender-sensitive and does not include any discriminatory language and provisions. An example is legislation and legal practice regarding the prosecution of gender-based violence which is flawed, contradictory, and not aligned with international standards and practice. Some internal documents and regulations are also contradictory to principles on gender equality and need to be amended or canceled to advance gender equality in the institutions. While, gender components have been included in some training in the sector, it has not been systematic and there is a lack of a unified approach regarding

the interpretation of gender policies and definitions among educational institutions and training centers. There is also a weak link between topics covered and the day-to-day work of the institutions in the security and defense sector and the overall development and reform of these institutions.

A barrier to mainstreaming gender is the lack of a conceptual understanding of gender and gender issues among personnel in the Sector. While most of the interviewees were aware of international standards, NAP 1325, and their institutions' commitments on gender equality, they had not internalized it, meaning that there is not much awareness about why gender equality is important and why women are needed in the security and defense sector.

As a consequence, there is little or no recognition that there is any gender-based discrimination or that sexual harassment and sexual violence occurs. There is a limited understanding of what sexual harassment is and there are no specific mechanisms for reporting cases. Victim blaming is also a problem, as the idea that women are to blame for being sexually harassed seems to be widespread. An illustration of the failure to recognize the power dynamics between men and women and the structural inequality in the Sector is also the belief that men are as likely to be discriminated or sexually harassed as women. Due to the lack of recognition that discrimination and sexual harassment exist in the participating institutions, it has not been given much attention and there are no data on how prevalent discrimination and sexual harassment are. Although, it is not possible to establish the number of staff who are subjected to discrimination and sexual harassment each year, there is anecdotal evidence that it is widespread in the sector.

While, most respondents recognized that there are gender stereotypes in society pertaining to men's and women's roles, there is little awareness about how these stereotypes and traditional gender roles negatively impact women's participation and leadership in the security and defense sector. Women are seldom appointed to the highest leadership positions and are much less likely to be promoted than men. Women are disadvantaged by the fact that they take almost all the parental leave and take the primary responsibility for children, while men are able to completely focus on their careers. Although, women sometimes struggle to combine family life with their career due to large volumes of work and long working hours, this is also used as an excuse not to promote

women to leadership positions. The development of gender-sensitive policies on work/life balance and support to female personnel with families are crucial to improve the conditions for women.

Women are also still restricted from many combat positions by law and attitudes in the sector, leading to the placement of women in positions that are not regarded as heavy or hazardous. The reasoning for this is that women as mothers should be protected from danger, while it is men's responsibility to protect women and children. This reinforces patriarchal norms and cements traditional gender roles in the security and defense sector and society at large.

There are no gender-sensitive policies or procedures on recruitment and retention to address this and little or no support for women in terms of capacity building and mentoring programs to promote their leadership. Mol is establishing a network for women police officers and NATO has established a network for women leaders in the reform, but other than that there are no staff associations for women or other support mechanisms where women can share experiences and coping mechanisms. Another barrier to increasing the number of women employed in the sector is that the needs of female personnel are often not considered in terms of equipment, separate toilets and shower rooms, and sanitary products.

Although, women are much more likely to be discriminated against than men, men are also disadvantaged by the traditional gender roles in the Sector. Negative attitudes towards men who take parental leave are common and make it hard for them to stay at home with their children. Some discriminatory regulations against

men have also been introduced in the context of the ATO, restricting men from taking any parental leave until the conflict ends.

Through this assessment, it has become clear that the security and defense institutions do not have the adequate expertise and capacity to fully integrate gender in the reform process and live up to its commitments in NAP 1325 and institutional action plans on WPS. To address this and speed up the implementation, the introduction of a system of GENAD with expertise in gender issues and gender mainstreaming is necessary. While the idea to establish a system of public GENAD is a start and can provide important gender analysis and capacity building support, what is needed long-term is a system of GENAD with a background in the security and defense sector.

Despite the challenges and gaps that have been identified in this assessment, the current action plans and working groups serve as a foundation for the establishment of mechanisms to further advance the WPS agenda in the security and defense sector. With a Gender Equality Strategy (aligned with the SDB), strengthened mechanisms for coordination and reporting, the establishment of a system of gender advisors, and efforts to increase the political will and ownership, the implementation carries a lot of potential. The challenge moving forward will be to ensure that gender equality becomes more than a check in the box activity and that it is internalized by the personnel in the Sector. To achieve this there is a need to increase the awareness of why gender equality is important and why women are needed in the institutions and convince the highest leadership level that gender needs to be fully integrated in the reform process.

## 6. TABLE OF RECOMMENDATIONS

### Recommendations for the Security and Defense Sector and the Cabinet of Ministers

# 1.

#### GENDER EQUALITY STRATEGY

1.1 Develop a Gender Equality Strategy and request that all institutions in the security and defense sector align their action plans on women, peace, and security with the Strategy. Align the Gender Equality Strategy with the SDB, NAP 1325, and NATO-Ukraine Partnership Goals.

1.2 Establish a mechanism for annual reporting on the Gender Equality Strategy (and the institutional action plans on women, peace, and security) and submit reports to the Vice Prime Minister's Office on EU and Euro-Atlantic Integration, who will then compile a joint report to the Verkhovna Rada and the rest of the Cabinet of Ministers.

1.3 Evaluate the impact of the Gender Equality Strategy as part of the evaluation of the SDB and integrate its provisions in the work of the sub-committees and working groups of the Reforms Committee.

1.4 Ensure that the Gender Equality Strategy takes precedence over contradictory policies and documents.

# 2.

#### COORDINATION

2.1 Establish internal coordination mechanisms, to support the working groups on women, peace, and security, and clarify what departments are responsible for implementation of the action plans on women, peace, and security.

2.2 Advocate for the establishment of an inter-agency coordination mechanism for the implementation of NAP 1325 (e.g. steering committee or working group).

2.3 Strengthen the effectiveness of the working groups on women, peace, and security by ensuring that they meet monthly or bi-monthly.

# 3.

#### LAWS, POLICIES, AND PLANNING

3.1 Assess to what degree national/institutional policies, regulations, and standard operating procedures are gender-sensitive and amend those that are contradictory to principles of gender equality.

3.2 Develop instructions for how gender should be mainstreamed at the strategic, operational, and tactical levels of the institutions (including gender analysis).

3.3 Advocate for the complete removal of restrictions for women's service (e.g. in article 43 of the Constitution), ensuring that they can serve in all positions in the security and defense sector, including all combat positions (in line with the NATO Partnership Goal on the removal of legal barriers that prevent equal opportunities).<sup>95</sup>

3.4 Advocate for the amendment of legislation and practice regarding the prosecution of gender-based violence to ensure that it is aligned with international standards and practice.

## 4.

### ACCOUNTABILITY AND OVERSIGHT

4.1 Establish a specific mechanism for complaints against security and defense sector personnel by civilians regarding gender-based violence (including conflict-related sexual violence) and other human rights violations.

4.2 Collect and analyze sex-disaggregated data on complaints against security and defense sector personnel and publish statistics on the number of cases of gender-based violence perpetrated by personnel annually.

## 5.

### INSTITUTIONAL CULTURE

5.1 Establish specific complaints mechanisms for reporting discrimination, sexual harassment, and sexual violence in all institutions in the security and defense sector.

5.2 Conduct anonymous surveys with personnel in the security and defense sector to better understand the prevalence of sexual harassment and gender-based violence against personnel in the sector.

5.3 Inform all personnel about what constitutes discrimination and sexual harassment and how to file a complaint.

5.4 Review codes of conduct and safeguard that they include language on zero tolerance for discrimination, sexual harassment, gender-based violence, and the responsibility to report any cases to relevant internal mechanisms or the police.

<sup>95</sup> NATO - Ukraine Partnership Goal on Gender Perspectives.

## 6.

## CAPACITY AND TRAINING

6.1 Ensure that the principle of gender equality is systematically integrated in all service trainings and trainings by educational institutions and training centres. Increase the collaboration between educational institutions and training centres and develop a unified approach to definitions and interpretation of gender policies. Safeguard that trainings go beyond specific topics, to also cover gender mainstreaming more broadly and the development and reform of the security and defense system itself. Strengthen the linkages between topics covered and institutional structures, procedures, and the day-to-day work of the institutions.

6.2 Include questions related to UNSCR 1325 and gender equality in the evaluation of trainings and compile data on whether the understanding of these issues has increased as a result of the training.

6.3 Establish a system of gender advisors in the security and defense sector (at the strategical, operational and tactical levels) in close collaboration with the relevant institutions. Recruit gender advisors who have experience from the Sector, are familiar with the structures, and that are respected among their peers. Make sure that they have the mandate and support to carry out their tasks successfully.

6.4 Introduce a system of gender focal points in the MoD and General Staff, safeguarding that each department/unit has a gender focal point who can inform and support the work of gender advisors.

6.5 Conduct trainings for gender advisors and gender focal points to provide them with tools and increase their capacity to carry out their tasks. Encourage gender advisors to participate in international trainings (e.g. the Nordic Centre for Gender in Military Operations (NCGM) GENAD course).

6.6 Conduct annual trainings for the member of the working groups on women, peace, and security on gender equality, masculinities, current and emerging issues, and policy developments. Organize study visits to NATO member or partner nations to learn from their experiences of implementing the women, peace, and security agenda.

6.7 Ensure that all commanders and heads of departments/units have received training on gender equality and encourage key military leaders to participate in international trainings on gender equality (e.g. the Nordic Centre for Gender in Military Operation's annual Key Leader Seminar on Gender).

6.8 Develop training programs for staff working in departments of human resources on how to avoid biases and gender discrimination in recruitment and promotion processes.

# 7.

## PERSONNEL

7.1 Develop gender-sensitive retention policies, with specific support for women in the institutions in the security and defense sector, including provisions to allow staff to balance their work with family and caring responsibilities.

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7.2 Introduce gender-sensitive procedures for recruitment and promotion and train staff in the departments for human resources on how to avoid biases and discrimination and promote women's participation in the institutions.

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7.3 Conduct anonymous exit surveys with staff leaving the service and analyse and compile sex-disaggregated data on staff turnover.

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7.4 Remove discriminatory regulations that hinder men from taking parental leave in the context of the Anti-Terrorist Operation and actively support men who go on parental leave to avoid negative attitudes and comments by colleagues.

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7.5 Establish specific mentorship/training programs for women to enhance their capacity to take on leadership positions.

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7.6 Introduce staff associations/networks for women in the institutions in the Sector, where women can share experiences and support each other.

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7.7 Include gender equality in the list of responsibilities in job descriptions for all commanders and heads of departments.

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7.8 Assess to what degree women have been able to move into official combat positions as a result of the recent changes to legislation and ensure that women are informed about the opportunities to enter official combat positions.

# 8.

## COMMUNITY RELATIONS

8.1 Conduct public perception surveys, including specific questions on discrimination, sexual harassment, and gender-based violence and analyze and compile sex disaggregated data on public perception.

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8.2 Establish mechanisms for systematic consultation with communities and civil society, particularly with women and women's organizations.

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8.3 Increase the number of women's organizations in civil society advisory councils.

## APPENDIX: DATA COLLECTION GAPS

### Suggestions for Data Collection and Statistics

# 1.

#### COMPLAINTS AGAINST SECURITY SECTOR PERSONNEL

- Collect and analyze sex-disaggregated data on the prevalence/number of complaints against security and defense sector personnel by civilians regarding gender-based violence, including sexual harassment, sexual violence and exploitation, sex trafficking, and domestic violence.
- Collect and analyze sex-disaggregated data on the prevalence/number of complaints against security and defense sector personnel by personnel regarding sexual harassment and gender-based violence.
- Collect and analyze sex-disaggregated data on the prevalence/number of complaints against security and defense sector personnel by personnel regarding gender-based discrimination.

# 2.

#### INSTITUTIONAL CULTURE

- Conduct anonymous surveys with personnel in the security and defense sector to better understand gender stereotypes/roles, to what degree personnel have a conceptual understanding of gender and gender issues, and attitudes towards women and women's leadership in the Sector.
- Conduct anonymous surveys with personnel in the security and defense sector to better understand the prevalence of sexual harassment and gender-based violence against personnel in the Sector.

# 3.

#### GENDER-RELATED CRIME

- Collect and analyze sex disaggregated data on gender-related crime, including sex trafficking, domestic violence, and sexual harassment and violence.
- Collect and analyze sex disaggregated data on the number/percentage of cases of gender-related crime that is reported, investigated, prosecuted, and penalized annually.

# 4.

## TRAINING

- Collect and analyze sex-disaggregated data on the number/percentage of personnel who have received training on UNSCR 1325 and gender equality. Specify the type of training, the rank/level of personnel trained, and the hours/days dedicated to UNSCR 1325/gender.

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- Include questions related to UNSCR 1325 and gender equality in the evaluation of trainings and compile data on whether the understanding of these issues have increased as a result of the training.

# 5.

## PERSONNEL

- Collect and analyze sex-disaggregated data on the number/percentage of applicants who are recruited.

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- Collect and analyze sex-disaggregated data on the promotion of staff.

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- Conduct anonymous exit surveys with staff leaving the service and analyze and compile sex-disaggregated data on staff turnover.

# 6.

## PUBLIC PERCEPTIONS

- Collect and analyze sex-disaggregated data on public perception of the institutions in the security and defense sector, including of services that are primarily utilized by women. Include specific questions on discrimination, sexual harassment, and gender-based violence in public perception surveys.







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