



## **Guidance Note Integrating Gender in Military Exercises**

A compilation of experiences and examples  
27 February 2015

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This background note aims to gather some lessons observed of integrating gender in military exercises during 2014. It is not exhaustive, nor specific to any organisation or nation, but may serve as inspiration and a basis for further analysis in the development of this area of work.

### **1. Scenario**

It is essential for any exercise to have a scenario that contains the information needed for the training audience (TA) to carry out their roles and respond to injects in a realistic manner. Certain information may be intentionally left out from the scenario and made available by response cells (RC) after the TA have identified the need and requested the information. A very common challenge is that scenarios lack information about the role of men, women, girls and boys in society and how they are effected by and involved in conflict, which this guidance note will refer to as “gender-perspectives”. Without such information, the TA Gender Advisor will have little substance to base advise on and may rather be frustrated by the lack of response to requests for information and frustrate other TA by requesting information which is not available. The Exercise Control (EXCON) will also miss out of the opportunity to train the TA in how a gender-perspective can improve operational effect and, when relevant, fulfil mandate of the mission. If such information is intentionally left out of the scenario, it should be prepared well in advance of the start of the exercise as it takes time to develop, ensure consistency with the scenario and insert.

Some examples of relevant information may be:

#### **a. Sex-disaggregated data.**

Statistical data on maternal mortality, literacy and percentage of women in parliament are easy and useful starting points. Low literacy levels for women in comparison to men and an inject in which women have not received certain information could result in the TA Gender Advisor (GENAD) advising that information be disseminated by radio, images or other means. High numbers of women in parliament but no women on the key leader engagement plan (KLEP) should signal a need to update the KLEP. In any developing or post-conflict

country, such information should be collected by government<sup>1</sup> and are often readily available on UN websites<sup>2</sup>.

Gender analysis of PMESII It is crucial to include a gender perspective in any background analysis that forms part of the scenario, such as constructed reports of civil society or think-tanks.

When assessing which gender-related information should be available or prepared for the TA, it is important to consider the analysis method used. If, for example, using the PMESII model during the mission planning process, gender-related information on all analysis categories should be available and/or prepared. As results, potential caveats worked into the exercise highlighting the need for a gender perspective will become apparent when using the analysis model.

The situation of women is often addressed in terms of vulnerability, which is important but leaves out many other aspects relevant to a gender analysis. Gender-related challenges and opportunities may include female participation before, during and after conflict depending on the scenario. They may also include the participation and vulnerability of men and boys. It may be particularly interesting to include risks for example young men to forced recruitment to armed groups, criminal activity, slave labour etc and information on women combatants, in armed forces or rebel groups and positions of power.

#### b. Key Leader Engagement

To ensure the gender perspectives in exercises come alive, it is vital that the scenario and role-players include women as well as men. It is useful to ensure women are also included in positions of power, such as a police chief, parliamentarian, mayor. Women's organisations are important actors to gain information and support local protection strategies and therefore vital to the scenario. It might be interesting to include strong rights-based organisations which may be more vocal as well as organisations focusing on basic needs and welfare. Many women's organisations form as grassroots movement, other as women's wing of political parties or may be spearheaded by women who have access to power and education. To trigger a need to verify information, it might be useful to send contradictory information from civil society, international organisations and government on issues such as threats to women.

## 2. Manning list

NATO missions are required to have military gender advisors, gender field advisors and gender focal points.<sup>3</sup> UN Peacekeeping operations may have a gender unit or a senior gender advisor for multidimensional mission and there are also functions of military gender advisors.<sup>4</sup> Furthermore, there may be UN Women Protection Advisors and/or a Protection Unit.

The gender functions should have support in a mentor with particular skills in the area of work, including not only gender but staff procedures, operational planning etc. Close cooperation between gender mentor and gender focal point in gaming and role-players have

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<sup>1</sup> South Sudan <http://ssnbs.org/storage/SS%20HHS%202010%20Final%202010%20Report.pdf>

<sup>2</sup> See for example data on Liberia <http://data.un.org/CountryProfile.aspx?crName=liberia> or South Sudan <http://ssnbs.org/storage/SS%20HHS%202010%20Final%202010%20Report.pdf>

<sup>3</sup> See NATO Bi-SC Dir 40-1 (Rev 1)

<sup>4</sup> See DPKO/DFS Guidelines Integrating A Gender Perspective Into The Work Of The United Nations Military In Peacekeeping Operations (2010) and DPKO/DFS Guidelines on Protection of Civilians: Implementing Guidelines for Military Components of United Nations Peacekeeping Missions (Draft. Feb 2015)

shown particular results as the TAs response can be assessed and injects can be repeated, revised or rewarded. This is particularly important when gender does not form part of the exercise objectives and tracking progress may not be a focus of evaluation.

### **3. Events/Incidents/injects**

It is preferable that gender is explicitly mentioned as a part of training objectives to ensure incidents developed have a gender perspective but regardless, gender perspectives can be included in most scenarios. In terms of creating events/incidents/injects with a clear gender perspective, different methods have been observed. One method is to create a free-standing "gender-incident", for example a visit by the Executive Director of UN WOMEN or the SRSG on Sexual Violence in Conflict, the Government calling for a gender-working group or a specific situation relating to women. It is common to see one incident of sexual violence and/or trafficking in persons affecting women and that this is considered the "gender-incident" as most other incidents are assumed to relate to male actors. While such incidents are relevant, relying only on one incident relating to women risk oversimplifying and be unrealistic. It may be equally relevant to consider incidents where women show political agency such as violent protest, detention of women human rights defenders or dealing with women combatants in enemy troops. It is also interesting to use non-traditional incidents as eye-openers, exposing gender stereotypes, such as terrorist attacks carried out by women or sexual violence against men. It is important to remember that gender-perspectives include both men and women and seeing how operations affect them differently.

Another method is to incorporate gender perspectives in a number of mainstream events. This requires a bit more work from the subject matter expert in supporting other units and in following up on the results, but have the benefit of mainstreaming gender and showing its relevance in different areas. For example, gender perspectives could be included in mine action incidents created by logisticians whereby mine awareness have been conducted by informing men but suddenly women report injuries after coming across mines where there is no reported mine field. An inject on children associated with armed conflict could include both boys and girls as combatants arming an illegal checkpoint and the patrol unit which needs to contain the treat and detain the children only have male members. This would both bring concerns of protection of children as well as special considerations for females in detention. A medical incident may include a need for emergency medical care provided for survivors of sexual violence. Injects requiring liaison with civilian women at risk could highlight the need for female soldiers in the patrol unit etc.

As the exercise comes to life, the mainstreamed approach results in the gender SME having to coordinate well with other SMEs and ensure the colleagues in gaming are well supported to know what results to expect and adapt gaming. It is also good to plan for how the TA may respond and prepare alternatives for next step. If the TA does not pick up on the lack of engagement with women, for example, perhaps the next incident should aggravate the situation. A system of rewards may also be useful, for example positive media reports after correct action has been taken to apprehend child soldiers with special consideration of protection for the girl. If the TA recognises the need to revise mine awareness campaign to address women, they might be rewarded with access to relevant information, such as the location of a previously unknown mine-field.

### **4. Evaluation**

Military exercises normally undergo strict evaluation to ensure exercise- and training objectives<sup>5</sup> have been met. It is therefore relevant to consider inclusion of gender as a training objective or sub-training objective. If gender is not a formal training objective, SMEs can still keep track of progress and results through informal assessment, see for example in Annex 2.

**Annex I – Examples of gender injects**

**Annex II – Example of assessment**

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<sup>5</sup> For NATO definitions of exercise- and training objectives, see BI-SC DIR 75-3, ANNEX V

## **Annex I – Examples of gender injects**

From scenario post-conflict country with re-escalation of violence, with UN peacekeeping mission, NATO mission and EU Battle Group with mandate to ensure safety and security and protect civilians.

### **1.1. Inject - ENG woman casualty + new information GENDER**

**Time:** 2014-09-13 09:00 CEST **Type:** General

**Inject state:** Injected

**Injection time:** 2014-09-13 12:03 CEST **Injected by:**

**Files**

**Instruction**

Report

To FHQ'

From Core Bn

Send by: Mail/Phone

D+38, 13.00

On D+38, at 8.00, one civilian woman was killed by a mine close to KLOCKRIKE. No previous information of possible mines in the area. After the death, the sisters of the deceased approached patrolling soldiers and said they have seen some strange looking objects around Klockrike that might be mines. KLE in the area has focused on village elders and armed forces, no women. Request instructions. END

(EXCON would like FHQ to do a gender analysis and revise KLEP)

### **1. Incident - 37S\_Child soldiers**

**Start time:** 2014-09-12 11:00 CEST **End time:** 2014-09-14 11:00 CEST

**Exercise:** IS 14

**Event:** Current

**Status:** Running

**To be observed:** Yes

**Connection to simulator:** No

**Validation candidate:** No

**Units**

EU (F) HQ

#### **Objectives**

09 To apply relevant international, regional and local conventions, laws, declarations, resolutions, agreements and guidelines., 10 To practice civil-military coordination activities with respect to humanitarian law and principles.

#### **Locations**

Mjölby

#### **Exercise control**

**Files**

**Objective/Aim**

Establish correct procedures between various components on how to deal with children associated with armed groups, in line with human rights and humanitarian law. To recognize gender perspectives in vulnerabilities of young boys to forced recruitment.

### **Description**

EUBG subordinate unit reports to FHQ that they found ten children (armed) manning a checkpoint at Vaderstad, west of Mjölby. The children are under the age of 15, the youngest 8 years. 9 boys and 1 girl. They were detained and have informed EUBG subordinate unit that they were kidnapped by MS and forced to join the group. They can't go home as they are part of MS snakes now. Some of their mothers were raped as they were abducted and the children don't want to go home as they identify as MS now. Subordinate unit request assistance.

### **Analysis Objective**

The response from FHQ should consider protection measures for children such as:

- children should be detained only as a last resort and handed over as soon as possible
- special protection in detention, separation from adults and special protection by female officer of girl.
- children should be handed over to appropriate actor, preferably NGO or social welfare. advise should be sought from ICRC and/or UN. Handover should be coordinated with local law enforcement but children should not be handed over to police without checking with UN/ICRC about appropriateness. UN RC will inform about appropriate NGO linked into the DDR process.
- information about forced recruitment of children (boys) should inform further action and be passed on to UN, Humanitarian actors, Local and UN police.

### **1.2. Inject - Core Bn\_Child soldiers at checkpoint**

**Time:** 2014-09-13 10:00 CEST **Type:** General

**Inject state:** Injected

**Injection time:** 2014-09-13 10:05 CEST **Injected by:**

**Files**

### **Instruction**

TO: FHQ

FROM Core Bn

At 10:00 hrs Core Bn patrol detained five surrendering children, armed w. 3 AK47, seems like 15-8 years. One girl. Armed, manning illegal checkpoint IVO Ödeshög (see ISTAR INTREP002). Child soldiers want to surrender 33VVE80955560

At XX.30 hrs, medics talked to children. Info that they were taken by force by Midan Snakes from their homes. Seems systematic and info on wide scale kidnappings, mostly of boys around 12-15 years, but also some girls. Boys are scared of returning home and told mothers have been raped by MS. No suitable detention facilities for children available. No female staff in patrol. Request directives how to proceed.

### **1. Incident - 36S\_Tensions in IDP Camp MJÖLBY**

**Start time:** 2014-09-11 08:00 CEST **End time:** 2014-09-17 17:00 CEST

**Exercise:** IS 14

**Event:** Current

**Status:** Running

**To be observed:** No

**Connection to simulator:** No

**Validation candidate:** No

**Units**

EU (F) HQ

**Objectives**

04..05 (EU BG) Capable of providing effective and efficient information management, enabling decisionmaking by the sharing of information within and between EU, the Nations and their respective Communities

of Interest., 07..06 (EU BG) Capable of achieving the level of situational awareness necessary to command and control joint operations, continually monitoring the RLP, RAP and environmental pictures, and of fusing these to create and disseminate the COP., 10..04(EU

BG) Practice civil-military coordination activities with respect to humanitarian law and principles.

**Exercise control**

CIV DIM, CORE BN, MEDIA, MISC(CIMIC/MP/CBRN/QRF), PMESII

**Files**

**Objective/Aim**

To exercise the FHQ in the coordination and organisation of a joint approach to problems related to large IDP camps and to consider local ownership.

Expected Endstate: That FHQ draw the conclusion that the situation in MJÖLBY IDP Camp is escalating and that their contingency plans considers this and is coordinated with civilian stakeholders.

**Description**

Tensions are increasing since more displaced families are settling down close to the IDP camp in MJÖLBY in the hope of receiving food and shelter. Reports reaches FHQ.

Continuous reports from NGOs and media coverage gives the information that the IDPs are mostly women, among them pregnant and breastfeeding women. There is increasing frustration in the camp over limited food, water and medical supplies. Local women's organizations report that IDP women have been attacked by local resident men while leaving the camp to gather firewood.

(Mech Bn reports attacks with stones and sticks outside the camp are continuing.

Situation could force the FHQ to use units IVO MJÖLBY IDP Camp during strike at SPÅNG.)

**Analysis Objective**

To be observed:

- How the deterioration of the security situation in the camp affects men and women differently and how

FHQ responds to provide relevant protection measures.

**Miscellaneous**

Responsible RC: CIMIC/MISC

**1.1. Inject - RC MEDIA\_IDP\_coverage\_report 1**

**Time:** 2014-09-11 08:30 CEST **Type:** General

**Inject state:** Injected

**Injection time:** 2014-09-11 09:41 CEST **Injected by:**

**Files**

**Instruction**

Till vem:FHQ

Från vem:MEDIA

Sänt med: Article

There is increasing frustration in the camp over limited amount of food, water and medical supplies. Death rate, both mother and child, at childbirth is alarming high. Women are gathering at local squares demanding more help from the UN.

**1.3. Inject - RC CIMIC\_tension\_report\_1**

**Time:** 2014-09-11 12:00 CEST **Type:** General

**Inject state:** Injected

**Injection time:** 2014-09-11 13:21 CEST **Injected by:**

**Files**

**Instruction**

From CIMIC Unit

To:FHQ

Sent via: Mail as LIREP ca 12.00

Increasingly large gathering of women at local squares, in IDP Camp, demanding more help from the UN.

Women who claims to speak for the gatherings have appeared at Camp DRC office demanding more help claiming there is shortage in food, clean water and medical supplies.

**1.4. Inject - RC CIMIC\_tensions\_report\_2**

**Time:** 2014-09-11 16:00 CEST **Type:** General

**Inject state:** Injected

**Injection time:** 2014-09-12 08:25 CEST **Injected by:**

**Files**

**Instruction**

Från vem: CIMIC unit

Till vem: FHQ

Sänt med: Mail som LIREP ca 16.00

DRC office in IDP Camp has been set on fire by large mob. People are demanding more help from UN. 2 National NGO workers were injured. The large mob, mostly women, were armed with sticks and stones.

**1.7. Inject - RC Media\_IDP\_coverage\_report\_3**

**Time:** 2014-09-12 10:00 CEST **Type:** General

**Inject state:** Injected

**Injection time:** 2014-09-12 12:13 CEST **Injected by:** Ben.Påhlsson03

**Files**

**Instruction**

Från vem: Media

Till vem: FHQ

Sänt med: Mail

8 women killed in clashes with local police at IDP Camp. Local police shot at mob attacking a DRC supply convoy transporting medical supplies. 2 drivers where killed by the large mob during the assault. Women leader claims that they have to steal medical supplies to survive.



**GENDER PERSPECTIVES IN INJECTS  
TEMPLATE FOR TRACKING AND ASSESSMENT**

Incident	Summary of injects and tasks to be performed	To be observed (standard)	Execution
Strike Spång	FHQ to do targeting. In planning for event FHQ should conduct a gender analysis to assess how strike affects men and women. Relevant information on men, women, girls, boys, should be inputted.	That GENAD advise and a gender analysis is done	<ul style="list-style-type: none"> <li>None. Injects was modified to facilitate gaming, no civilians in scenario.</li> </ul>
Mine action, unexploded devices	Multiple injects where mainly women and children are killed by mines. In D+38. Woman killed by landmine in an area where no mines were thought to be and her sisters told EUBG that they have more information. Need for information from women and mine awareness considering access to women. Media also played in two news stories where women complained they had not been consulted.	That unit think about why information has not come from women and how to design campaigns for women.	<ul style="list-style-type: none"> <li>GENAD met UN and asked about information from women and men re mines outside IDP camp. UN Humanitarians stated they would do awareness. Note, confusion on location, inject actually stated Klockrike, not Mjölby, but media reported Mjölby.</li> <li>Would have hoped for more strategic planning on gathering information from women and men and updating KLE matrix/plan.</li> </ul>
Mining area/HR violations	INTSUM provide info on slave labour, where young men are forced. Young men are also forced into child soldiers. Sexual violence against women.	Reporting on men/boys is also a gender perspective!	<ul style="list-style-type: none"> <li>Gender info from ISTAR INTSUM was excellent and seems well noted in FHQ.</li> <li>It seems the information activated FHQ to consider vulnerabilities, human rights was also a key priority for EUBG.</li> <li>Would have been good to see more strategic thinking about protection of civilians in mining area but limited capacity may have been a challenge.</li> </ul>
IDP camp	Women are protesting against lack of health services, food etc. Attacks against women collecting firewood. Activist women's organization gives a different, more critical, view from UN reports. Women IDPs are reported shot by local police. This inject also provided learning opportunity on the boundaries to humanitarian action.	FHQ report increasing tension and needs of women to health, protection of women against sexual violence. No action should be taken by military in IDP camp, but assistance around.	<ul style="list-style-type: none"> <li>As part of enhancing national police capacity and professionalism, FHQ fund riot gear and allocate funds for riot gear and training for the female police offices.</li> <li>GENAD met several times with UN humanitarians to gather more information.</li> </ul>
Child soldiers	Inject D+40 where ISTAR report that there are illegal	That the children are held	<ul style="list-style-type: none"> <li>FHQ reacted perfectly in calling UN and</li> </ul>

	checkpoints with child soldiers. Later Core Battalion drive into checkpoint where child soldiers surrender, four boys one girl. Core Batt request instructions. Patrol does not have female soldiers. Media injects the day after giving credit to good response.	minimum time, CIMIC/UN is contacted for advise on action, children handed over to NGO/appropriate actor. A discussion is held about the lack of female soldiers.	<p>handing over children (boys and girl) to NGO. There were problems in communication between FHQ and CoreBt on transporting the children.</p> <ul style="list-style-type: none"> <li>• However, there was no sign of a reflection on the need to increase numbers of women in patrols.</li> </ul>
Bridges			<ul style="list-style-type: none"> <li>• When building new bridge, FHQ include walk-way to facilitate women walking to market.</li> </ul>
Liaison			<ul style="list-style-type: none"> <li>• GENAD held meeting w UN re gender on D39. This was coordinated with J9.</li> </ul>
Media			<ul style="list-style-type: none"> <li>• GENAD interviewed in daily paper on D+40. Well spoken, probably some misreporting, highlighting participation of women.</li> </ul>
Trafficking in persons	This was played in through multiple channels, mainly police and intel. Women transported with boat that smuggled drugs,.		<ul style="list-style-type: none"> <li>• GENAD raised the issue with UN sector office, where UNODC provided guidance documents. It seemed to be an overall concern at FHQ, which is good.</li> </ul>
POLAD	Request for meeting with POLAD from EU SR and Brussels to discuss new funding programme for strengthening women in peace building and reconstruction and political high attention to sexual violence in conflict.		<ul style="list-style-type: none"> <li>• POLAD had limited information but showed gender awareness.</li> </ul>
Overall staff work			<ul style="list-style-type: none"> <li>• GENAD reportedly raised a concern of lack of female interpreters.</li> </ul>

## Assessment

- Overall awareness of gender in military operations still seems low, in particular in translating the principles into operational action. Upcoming training on gender in military operations will be crucial.
- GENAD became more active in supporting units in their work and also reached out to UN to gather information. GENAD should continue to dialogue and support branch heads to enable operational effectiveness.

- Some positive initiatives were noted which showed a gender-perspective being applied, in particular adding a walkway to the bridge to facilitate women walking to the market and funding riot gear to fit female police.
- More strategic work could have been expected, including revising KLE matrix/plan, engaging with women leaders, and ensuring mixed engagement teams or more women in patrols.
- Good responsiveness in EXCON to integrating gender perspectives in injects.

Please note this assessment is based on observations by EXCOM and not on observations of the actual staff work in the FHQ, so some issues might have been missed.