

SEXUAL BEHAVIOUR IN THE DOD

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Adrian D. Van Breda

ISSUE

1. **Problem Statement.** The question that we had addressed is: "How does sexual behaviour in the DOD impede the movement of the SA DOD towards the goal of a minimum of 30% women's representivity?"

- a. The goal of 30% was articulated by the Minister of Defence, as a minimum. The national percentage of women is 52%, thus the DOD should, in fact, be working towards this larger representivity.
- b. The challenge is to remove obstacles that may impede our progress towards this goal.
- c. One of the obstacles is sexual behaviour.

2. **Issues Concerning Sexual Behaviour.** The issues that comprise this obstacle of sexual behaviour in the DOD include:

- a. **Inadequate Formulation of Workable Policy.** Some policies do not translate well into practice, limiting their utility at grassroots. Some policies are outdated, eg the Sexual Harassment Policy, referring to structures or processes that no longer exist.
- b. **Inadequate Monitoring and Enforcement of Policy.** The DOD is effective at drafting policy, but gives inadequate attention to the monitoring and enforcement of policy. As a result, policy is not well communicated to the ground and is not implemented. There are few consequences for noncompliance with policy, no incentives for compliance and few mechanisms to monitor compliance or noncompliance.
- c. **Gender Stereotyping.** There are many perceptions, among both men and women, regarding what women are or are not capable of. Some have a belief in the "natural preference tendency" – that women are inherently suited and inclined towards certain tasks or roles (especially support and caring). This restricts the possibility of women adopting flexible roles in the DOD.
- d. **Inadequately Formulated Military Culture.** We talk about 'military culture', but it is not adequately formulated and articulated, thus allowing each person to develop a personalised understanding of a corporate dynamic. Furthermore, there is a growing split between military culture (as popularly understood) and civilian South African culture, which is characterised by individualism, rejection of authority and human rights. Consequently, military culture is easily rejected as being excessively alien to common culture. This is particularly so among those employed on short contracts – there is insufficient investment in the DOD to adopt a culture that is alien to their own.

- e. **Sexual Harassment.** Young recruits are easily influenced by instructors and more senior members. This makes them vulnerable to sexual harassment. Instructors and senior members have a position of power and authority, which greatly restricts the freedom that young recruits have to regulate their sexual relations.
- f. **Inadequate Education and Forming of Young Soldiers.** Young soldiers join the DOD impressionable and only partly formed. The ETD that young soldiers receive is inadequate to form/shape them into the kind of people we want in the DOD. They are not adequately helped to develop a sense of self/identity, to determine their values, to learn skills to self-protection and boundary management, or to be confident as women in the DOD.
- g. **Insufficient and/or Inadequate Senior Women Role Models.** Younger women need senior women as role models and mentors. This is particularly crucial when they experience sexual harassment or other forms of discrimination and stereotyping. Frequently, there are no such senior women available, or when they are available, they are inadequate role models. There is thus a great need for development of women leaders.

3. **Importance of the Issue.** The issue of sexual behaviour, broadly defined to include sexuality, gender relations, harassment, sexism and stereotyping, is important because:

- a. It robs women of career opportunities – especially if they become HIV positive and/or if they become disillusioned by the abuse they suffer because they are women.
- b. It impairs the ability of women to actualise – becoming fully developed women, capable of rendering service of value to the DOD.
- c. The loss of women human resources, particularly as women advance through the ranks, results in a loss of the unique gifts, talents and styles that women bring to the organisation, which in turn results in a deterioration of the holistic approach of the DOD to its mission.
- d. Ultimately, although it may have little impact on recruitment, it may reduce the career advancement of women, thereby inhibiting the achievement of at least 30% representivity at more senior levels of the DOD.

CONTEXT

4. **Resolving Factors.** The following factors will facilitate the resolution of this issue:

- a. **Regular Amendments of Current Policies.** Policies must be updated and amended on a regular basis.
- b. **Execution Plan for Policies.** A practical executable implementation plan must be drawn up for all policies.
- c. **Champions of Execution of Policy.** An empowered champion must be appointed at each unit who will be responsible to monitor the execution of the implementation plan.
- d. **Women in Planning of Deployments.** Women must be appointed on the planning and decision-making levels in order that stereotyping can be cancelled in respect of deployments, etc.

- e. **Policy on Military Culture.** A well-formulated policy must be promulgated stipulating exact military culture. This policy must be enforced.
 - f. **Communication and Enforcement of Policies.** Education at the lowest level (basic training) and enforcement by Ocs and WO's, as well as reinforced on all training levels.
 - g. **Living Quarters.** Separate sleeping quarters for different genders and strict enforcement of house rules by an appointed role model.
 - h. **Management of Sexual Harassment.** Educate members to be aware of inappropriate behaviour and empower members to report inappropriate behaviour by means of a workable reporting process, such as a helpline.
 - i. **Appointment of Senior Women in FSEs.** Each FSE must have a woman (locally elected) to champion the Gender Forums, who is trustworthy.
 - j. **Women Instructors.** Women must be better represented among instructors in training units.
 - k. **MCDC.** The MCDC must be revitalised.
5. **Inhibiting Factors.** The following factors will inhibit the resolution of this issue:
- a. **Focus of Responsibility.** Lack of a single point of responsibility.
 - b. **Roles & Responsibilities.** Roles and responsibilities, considering different disciplines is not defined.
 - c. **Conflicts of Interest.** Conflict of interest due to the requirement for sufficient support structures on the one hand and the need to downscale on the other.
 - d. **Military Culture.** Military culture is not clearly specified (after intensive research and negotiation) – this should include measures for enforcement.
 - e. **Lack of Commitment.** Lack of serious commitment results in an attitude of withdrawing and taking advantage of situations to the detriment of gender mainstreaming.
 - f. **Attitudes Towards Women in Defence.** The existing impressions of men and the public sector regarding women in defence influence the attitudes, commitment and confidence towards the plight of women in defence.
 - g. **Childhood Foundations.** Foundations set by schools and society is not compatible with the military environment, where soldiers' discipline/commitment is required, without question or freedom of choice.
 - h. **Modelling of Senior Members.** Lack of discipline (and value systems) among people with power and influence (eg respect, responsibility, basic moral standards, low standards, low morale).
 - i. **Fast Tracking of Women.** Lack of political will/commitment to fast track women.
 - j. **Openness of Musterings to Women.** SMS and commanding structures are reserved for specific musterings or military experience, rather than being based

on the management skills actually required. This results in a loss of upward mobility for women.

- k. **Career Management.** Access to information and transparent processes of career management.
- l. **Budgetary Constraints.** Budget is preferentially allocated to the sharp end, thus not available for programmes on gender. This further reduces the availability of dedicated personnel to work as gender representatives/advisors.

STAKEHOLDERS

6. **Impacted.** The following groups are impacted by this issue:

- a. Women in the general.
- b. MSDS – new recruits are an extremely vulnerable subgroup in the DOD.
- c. Senior members of the DOD, who use their rank to sexually harass others.
- d. A small percentage of men who experience gender-based violence/harassment.

7. **Sponsors.** The following groups have a stake in resolving this issue, for the following reasons:

a. **Internal**

- i. State President, as Commander in Chief.
- ii. The spouse of the State President, as a patron of CDEO.
- iii. Joint Committee on Defence and Portfolio Committee on Defence.
- iv. Minister of Defence, and his/her spouse as a patron of CDEO.
- v. Secretary of Defence.
- vi. PDSC.
- vii. All Command Structures.

b. **External**

- i. NGOs, eg SAWID, Network Against Violence towards Children.
- ii. Commission on Gender
- iii. WHO, UN, SADC and AU.
- iv. Department of Education.
- v. Public-Private Partnership.
- vi. Government Communication Information Service (GCIS).
- vii. SAPS, Metro, Correctional Services, NIA and SASS.

- viii. Accelerated Shared Growth Initiative.
- ix. Other countries' defence forces.

8. **Experts.** The following groups were identified as having expertise to assist in addressing these issues.

- a. Women are the best experts on the issue – both women in the DOD and women outside the DOD.
- b. The Centre for Military Studies (CMIS) has and continues to conduct research into gender issues in the DOD.
- c. The Military Psychological Institute has behavioural researchers who are tracking trends in sexual behaviour in the DOD.
- d. The Ethiopian Defence Force has a system for regulating the movements of young recruits that appears to have reduced the spread of HIV and STIs.
- e. The Canadian Defence Force has a two-step dispute resolution procedure that has proven effective in handling cases of sexual harassment.
- f. Telkom and Eskom and workplace-based life skills programmes.

DESIRED RESULTS

9. By the end of any action plans, we hope to see the following:
- a. The elimination of sexual harassment in the DOD.
 - b. The elimination of HIV and STIs from the DOD.
 - c. The retention and advancement of woman members.
 - d. The availability of senior women mentors for every woman member of the DOD.
 - e. The full actualisation of the capacity of all woman members of the DOD.
 - f. A military culture that respects and celebrates the place of women in the DOD.
 - g. Policies are translated into the "people's language" and communicated to the lowest levels.
 - h. A responsive system for monitoring compliance with policies affecting women in the DOD.
 - i. Women are represented and present in all decision-making forums, committees and structures of the DOD.

ACTION PLANS

10. Based on the issues as defined and analysed, the following seven action plans were formulated:

- a. **Elimination of Fraternisation and Sexual Harassment.** The policy on sexual harassment needs to be revised, to bring it into alignment with the

current staffing of the DOD – for instance, the disappearance of the EO Practitioner posts.

- b. Furthermore, a more responsive and manageable system of reporting sexual harassment should be explored. One option is the Canadian two-step approach, in which a representative at unit level provides immediate advice and guidance to a victim of harassment. This is then referred to a centralised group of experts who provide a comprehensive service to address the charge of harassment. This has staffing and structural implications for the DOD.
- c. All members need regular training on the sexual harassment policy – both in terms of not perpetrating harassment and in terms of handling an experience of harassment. Young soldiers in particular need to understand that respect for seniors is conditional on the legality of the instructions of seniors – not all orders have to be obeyed.
- d. The establishment of an anonymous helpline should be explored.
- e. The creation of gender or EO/AA posts at level four should be explored to provide specialist staff where they are required – taking CDEO down to the people. The old EO Practitioner posts, which appear to have fallen away, should be reconsidered.
- f. **Life Skills Training to Young Soldiers.** Provision of life-skills training early in their careers, to facilitate the transition into the military culture, will help to curb the explosion of sexual risk behaviour. This training should help them develop self-esteem, to understand the change in social role they are undergoing, HIV awareness and prevention, etc. This should take place by the multidisciplinary team during the first week in the training units.
- g. **Regulation of Freedom of Young Soldiers.** The freedom and movement of soldiers during training needs to be regulated. This could entail setting curfews, having single-sex barracks, regulating access to women's barracks by men, etc. This needs to be balanced against the right to freedom that they expect.
- h. Ethiopia has a system of 'peer-chaperoning' in which groups of soldiers will go out for an evening, having appointed one of their own group as a chaperone for the evening. That person is responsible to monitor the behaviour of the whole group and ensure that they return to base before a certain time.
- i. **Development of Senior Woman Role Models.** The availability of women available to serve as senior role models should be urgently addressed, through mechanisms such as fast tracking, mentoring and leadership development.
- j. Each woman employee should be attached to a specified senior woman role model. Clear communication between these women and their mentor should be required and monitored.
- k. A comprehensive programme should be formulated to identify and groom senior women as role models and 'parent' figures. This requires a policy for identification/recruitment, training, mentoring and monitoring of such women. This could lead towards a culture of mentoring among women in the DOD.
- l. **Development of Military Culture.** Military culture needs to be revisited on a regular basis – it must be alive and responsive to changes in society. Military culture must address the question of women, gender and sexuality.

- m. Military culture must be translated from broad value statements into practical lifestyle implications – this translation could be done by military members themselves, to allow for the adoption of military culture.
- n. Military culture must be sensitive to the culture of the world outside of the military, to ensure that it is not so alien that it is rejected by military members.
- o. Military culture can centre in part on the uniform we wear – it is an outward symbol of who we are as soldiers. Thus our behaviour is an expression of being soldiers, and reflects not only on ourselves but the entire organisation.
- p. **Monitoring of Policy.** Systems need to be developed to ensure the implementation and enforcement of military policies that related to sexual behaviour, such as the MCDC policy, the sexual harassment policy, the DODI on HIV, etc. This firstly requires a routine monitoring system, to detect trends in the organisation. Then it requires mechanisms for responding to units or members who infringe the policy requirements. In this way, greater compliance with gender-based policies will be advanced.
- q. **Gender Sensitisation.** Programmes should be designed and implemented to raise awareness of gender stereotyping. An owner would need to be identified and resourced to implement such programmes. The programme should address gender stereotypes and relations. It should help men understand how they subordinate women. It should help women understand how they use sexuality to gain advantage. It should work towards establishing relationships of mutual respect between all members of the DOD.

MEASURES

- 11. The desired results will be monitored in the following ways:
 - a. The elimination of sexual harassment in the DOD.
 - i. Annual anonymous behavioural surveys to determine rates of sexual harassment.
 - ii. Established and appropriately staffed structures to manage sexual harassment, within six months.
 - iii. Satisfaction of personnel who follow sexual harassment grievance procedures.
 - b. The elimination of HIV and STIs from the DOD.
 - i. Seroprevalence surveys to monitor HIV trends, on a three-yearly basis.
 - ii. Interim measures of HIV and STI rates through annual behavioural surveys, such as the HIV KAP Study.
 - iii. Annual attitudinal surveys on stigma and discrimination in the DOD.
 - c. The retention and advancement of woman members.
 - i. Annual surveys to monitor the intentions of women to remain in service and satisfaction with career opportunities.

- ii. Quarterly compliance reporting from Services and Divisions on compliance with gender mainstreaming targets.
- d. The availability of senior women mentors for every woman member of the DOD.
 - i. Database to monitor the linking of all women with a senior role models.
- e. The full actualisation of the capacity of all woman members of the DOD.
 - i. Annual survey to measure the self-perception of actualisation.
- f. A military culture that respects and celebrates the place of women in the DOD.
 - i. Two-yearly qualitative survey to determine to extent to which gender issues have been assimilated into military culture.
 - ii. Extension of SAEM to incorporate gender issues.
 - iii. Balanced Score Card.
- g. Policies are translated into the “people’s language” and communicated to the lowest levels.
 - i. Annual survey to determine communication and understanding of policies.
 - ii. Visibility of campaigns.
 - iii. Audit on the translation of all policies into implementation plans at level four.
- h. A responsive system for monitoring compliance with policies affecting women in the DOD.
 - i. Bi-annual external process monitoring audit on compliance procedures.
- i. Women are represented and present in all decision making forums, committees and structures of the DOD.
 - i. Quarterly feedback to the Office on the Status of Women.

COMMISSION MEMBERS

12. The following were members of the commission on sexual behaviour in the DOD:
- a. Brig Gen N.K. Moodley
 - b. Col I. Delport
 - c. Col L. Xabanisa
 - d. Lt Col A.D. Van Breda (Facilitator)
 - e. Lt Col P.N. More
 - f. Lt Col V.T. Yalo

- g. Lt Col J. Coetzee
- h. Maj K.N. Jina
- i. Maj B.G. Skweyiya
- j. Maj R. Prinsloo
- k. Maj N.B. Motapane
- l. Maj P. Mjikeliso
- m. Capt M.M. Gobodo
- n. Capt T.M. Duma
- o. Lt W.A. Louw
- p. WO1 I.E. Du Preez
- q. WO2 P.W. Mapipa
- r. S/Sgt R. Nel
- s. Cpl A. Moodley
- t. Sea L.D. Twala
- u. Gnr N.D. Tshosane
- v. Prof L.P.T. Heinecken
- w. Ms M.M. Jebette
- x. Mrs S.L. Jeftha
- y. Mrs N. Cosyn
- z. Ms H.J. Catillaz



(LT COL A.D. VAN BREDA)

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