Gender Mainstreaming

Indicators for the Implementation of UNSCR 1325 and Its Related Resolutions

Chantal de Jonge Oudraat, Sonja Stojanović-Gajić, Carolyn Washington, and Brooke Stedman

Introduction

As we observe the fifteenth anniversary of United Nations Security Council Resolution 1325 (UNSCR 1325) and reflect upon the progress made before and since its adoption, there is cause for both celebration and concern. We can celebrate because UNSCR 1325 represents a major milestone in the path toward lasting peace and better treatment of women around the world; it is the formalization and international recognition of the unique impacts of conflict on women and girls as well as the need for a greater inclusion of women and of gender perspectives in the peace process. It represents a step toward greater peace. However, we should also be concerned, because UNSCR 1325 only represents one step in this process. Codifying the concept of gender perspectives and the inclusion of women does not guarantee widespread acceptance, and the following articles, produced by the President and Senior Fellows of Women In International Security (WIIS), demonstrate that one step is really all we have taken. This is indeed cause for concern.

The following articles depict the status of UNSCR 1325 as it exists today. In "Gender Mainstreaming: Indicators for the Implementation of UNSCR 1325 and Its Related Resolutions," Chantal de Jonge Oudraat and Carolyn Washington explore the current commitment of NATO member states to UNSCR 1325. The results offer both cause for celebration and for concern. In "Women in Combat: Adaptation and Change in the U.S. Military," Ellen Haring analyzes the ongoing efforts to change the U.S. military and its organizational culture, demonstrating that while the Services have traveled a distance in the past century, there is still a long way to go to reach an acceptance of gender perspectives that coincides with that suggested by UNSCR 1325. And in "The Piece Missing from Peace," Jeannette Haynie examines why gaining the acceptance and buy-in of men worldwide to the values espoused by UNSCR 1325 is critical to the success of lasting peace and a greater vision of humanity.

These articles suggest that the struggle to enable peace and to promote cooperation and communication is far from over, and that to move the global community to the next level, we must do more than pay lip service to UNSCR 1325 and its underlying components.

Executive Summary

The 1325 Scorecard

At the 2014 Wales Summit Meeting, the Heads of State and Government of the North Atlantic Council (NAC) acknowledged that the integration of "gender perspectives into Alliance activities throughout NATO's three core tasks (i.e., Collective Defence, Crisis Management, and Cooperative Security) will contribute to a more modern, ready and responsive NATO."

The 1325 Scorecard is a tool to evaluate how well the principles of United Nations Security Council Resolution 1325 (UNSCR 1325) are implemented within the armed forces of NATO Allies. It also provides NATO and NATO member and partner states indications how to improve implementation. Finally, it helps to further standardization and interoperability amongst NATO Allies.

Ever since 2007, NATO and NATO member and partner states have committed to the implementation of UNSCR 1325. Much progress has been made with regard to the adoption of policy frameworks, including working mechanisms, particularly within NATO.

Unfortunately, at the national level the implementation of these policies has lagged. Our research shows that national implementation of UNSCR 1325 within the armed forces of NATO allies is generally ad-hoc and unsystematic. Many civilian and military personnel remain unfamiliar with the principles underlying UNSCR 1325 and its follow-on resolutions—most commonly referred to as the Women, Peace and Security (WPS) agenda, and unfamiliar as well with NATO Bi-Strategic Command Directive 40-1, Rev. 1 (Bi-SCD 40-1).

For many soldiers gender perspectives remain foreign concepts and gender analyses do not come naturally. The transformational potential of UNSCR 1325 and the true integration of gender perspectives in conflict analyses has still not become the norm in many NATO member and partner states.

We have four main recommendations for NATO member and partner states:

1. Appoint a Gender Advisor (GENAD) at the Commander level.

2. Make sure that gender training is part and parcel of basic training and not limited to pre-deployment training.

3. Institutionalize the incorporation of gender analyses and gender perspectives in all aspects of military operations. Gender perspectives should be integrated in all major national security strategies and policy directives, including military directives and guidance documents.

4. Toot your own horn—that is, publicize the efforts you are making to integrate the principles of UNSCR 1325 into your national security policies and institutions.

For the full report and national scorecards, please visit the Women in International Security website at http://wiisglobal.org/programs/unscr-1325-nato/

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The 1325 Scorecard

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At the 2014 Wales Summit, the Heads of State and Government of the North Atlantic Council (NAC) acknowledged that the integration of "gender perspectives into Alliance activities throughout NATO's three core tasks (i.e., Collective Defence, Crisis Management, and Cooperative Security) will contribute to a more modern, ready and responsive NATO."

Since 2007, NATO and NATO member and partner countries have committed to the implementation of United Nations Security Council Resolution (UNSCR) 1325 in their political, civilian, and military structures as well as in their operations and missions.[1] Much progress has been made with regard to the adoption of policy frameworks, including working mechanisms, particularly within NATO. Unfortunately, at the national level the implementation of these policies has lagged.[2] Our research shows that at the national level, implementation of UNSCR 1325 within the armed forces of NATO Allies is generally ad-hoc and unsystematic. Most civilian and military personnel remain unfamiliar with the principles underlying UNSCR 1325 and its follow-on resolutions—most commonly referred to as the Women, Peace and Security (WPS)

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[1] Any reference to UNSCR 1325 in this text also includes all follow-on Resolutions.

[2] *See also* the independent review of Helene Lackenbauer and Richard Langlais, eds., *Review of the Practical Implications of UNSCR 1325 for the Conduct of NATO-led Operations and Missions*, Swedish Defense Research Agency (FOA), 2013, (hereafter *2013 Review*).

agenda.[3]

The 1325 Scorecard is a tool to evaluate how well the principles of UNSCR 1325 are implemented within the armed forces of NATO countries. It also provides NATO and NATO member and partner states recommendations on how to improve implementation.

UNSCR 1325: The New Women, Peace and Security Framework

Reflecting on his experiences in the late 1990s, General Rupert Smith, the UK Commander of the UN Protection Force in Bosnia and NATO's Deputy Supreme Allied Commander during the Kosovo war, noted that many of our conceptual frameworks on how to approach war and peace at both a strategic and tactical level are obsolete.[4] He argued that many of the wars occurring in the late 20th and early 21st century were "wars amongst the people," a "reality in which the people in the streets and houses and fields—all the people, anywhere—are the battlefield."[5] His point was that war in the 21st century is war amongst and between civilian populations, rather than between uniformed armies on a prescribed battlefield.

While Smith correctly underscored the need for the military to understand the political context in which they operate, he failed to recognize how "war amongst the people" also changes the relational dynamics between men and women at both individual and systemic levels. He also failed to acknowledge how these changing gender dynamics may impact military operations. Finally, he (along with many other security experts) never acknowledged how the changing nature of warfare and the "blurring of the lines between battlefield and community, victim and perpetrator, enemy and neighbor" has led to the "ubiquitous presence across the world" of women's peace activism.[6]

Adopted in October 2000, UNSCR 1325 was a victory for many women's groups that had mobilized in response to violent conflicts that erupted in the 1990s.[7] UNSCR 1325 recognized the changing face of war in the aftermath of the Cold War and the importance of considering evolving gender dynamics when dealing with international peace and security issues. It also underscored the importance of considering gender equality in all Security Council actions that dealt with the maintenance and restoration of peace. Recognizing that gender inequalities

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[3] This was also one of the conclusions of the *2013 Review*.

[4] *See* Rupert Smith, *The Utility of Force: The Art of War in the Modern World* (New York: Knopf, 2007).

[5] *Ibid.*

[6] See Sanam Anderlini, *Women Building Peace: What they Do, Why it Matters*, (Boulder/London: Lynne Rienner Publishers, 2007), p.5.

[7] United Nations Security Council Resolution 1325 (UNSCR 1325) also got strong support from UN delegations to the Security Council, notably Jamaica, Namibia and Bangladesh, and the UN development Fund for Women (UNIFEM).

impede the establishment of durable and sustainable peace, UNSCR 1325 recommends addressing these imbalances at all levels: political, operational, strategic, and tactical.

With this resolution the members of the UN Security Council acknowledged that women were grossly underrepresented in peace negotiations and recognized that the empowerment of women was critical to establishing sustainable peace. It called on member states to recognize gender imbalances and to ensure the full participation of women in peace and post-conflict reconstruction efforts. In addition, Council members recognized that violent conflict affects men and women differently and that men and women may have different protection needs. It stressed the importance of employing a gender perspective when planning, executing, or evaluating policies, programs, and military operations.

Finally, the UN Security Council urged member states to ensure that gender is mainstreamed in all peace and security policies and institutions. Before the adoption of UNSCR 1325, international actors largely ignored how violent conflict changes gender dynamics within societies. Security institutions, in particular, were largely gender-blind. Moving forward, member states were encouraged to adopt strategies that would reduce gender imbalances and promote gender equality.

In 2004 and 2005 the UN Security Council called on UN member states to implement UNSCR 1325 through the development of Regional and National Action Plans (RAPs/NAPs).[8] Follow-on UN Security Council resolutions, most notably UNSCR 1820, paid particular attention to the issue of sexual violence within conflict situations, including sexual violence committed by warring parties on other warring parties and civilians as well as sexual violence committed by UN and other international peacekeepers and intervention forces.[9]

NATO and National Implementation of UNSCR 1325

In 2007, NATO and the Euro-Atlantic Partnership Council (EAPC) adopted its first policy on the implementation of UNSCR 1325. NATO and the EAPC review this policy every two years. In 2010,

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[8] *See* Presidential Statements S/PRST/2004/40 and S/PRST/2005/52. Currently some 48 countries have adopted National Action Plans. Regional Action Plans have been adopted by NATO, the European Union, ECOWAS, and the Pacific Islands. The African Union does not have a formal Regional Action Plan, but in 2009, adopted a Gender Policy. In December 2004, the OSCE adopted an Action Plan for the Promotion of Gender Equality. In 2004, the International Conference on the Great Lakes region adopted the Dar-Es-Salaam Declaration on Peace, Security and Democracy and Development in the Great Lakes region that incorporates Women, Peace and Security issues in the Declaration.

[9] UNSCR 1820 (2008); 1888 (2009); 1889 (2009); 1960 (2010); 2106 (2013) and 2122 (2013). For more on the history of UNSCR 1325 *see* Anderlini, *Women Building Peace*; and Kathleen Kuehnast, Chantal de Jonge Oudraat and Helga Hernes, eds., *Women and War: Power and Protection in the 21st Century* (Washington, DC: USIP, 2011).

NATO and the EAPC adopted an Action Plan, which was revised in 2014.[10] Finally, in 2012, the NATO Secretary General appointed a Special Representative for Women, Peace, and Security.[11]

For its military institutions, NATO/Allied Command Operations developed practical guidelines for the implementation of UNSCR 1325 in military operations under Bi-Strategic Command Directive 40-1 (Bi-SCD 40-1), which was first published in 2009 and revised in 2012.[12] NATO also created Gender Advisor positions at Headquarters as well as in the field, most notably in Afghanistan and Kosovo.[13]

The principles of UNSCR 1325 and related resolutions, including the 2014 NATO Action Plan; and Bi-SCD 40-1 center on four main ideas:

1. *The integration of a gender perspective in all military operational activities*. Do operators collect information about the roles of men and women, boys and girls in a society; reflect on the implications of these different roles for the operation or activity; and integrate this knowledge into operational plans?

2. *The promotion of women in the military and gender equality in military forces and institutions*. Do military institutions strive for a better gender balance within their forces, across all ranks and sectors, and do they treat all personnel equally?

3. *Gender mainstreaming*. How are gender perspectives and gender balancing efforts institutionalized within core strategic documents and within the organization?

4. *Zero tolerance for sexual exploitation and abuse.* Have military institutions adopted a zero tolerance policy for sexual exploitation and abuse and taken special measures to prevent conflict related gender-based sexual violence?

Although NATO has called on its member states to integrate the principles of UNSCR 1325 into

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[10] The Action Plan was elaborated with partners in the Euro-Atlantic Partnership Council and Afghanistan, Australia, Japan, Jordan, New Zealand, and the United Arab Emirates. The first policy was adopted in 2007 and has since been revised every two years. In 2010, the NAC adopted its first action plan. This document was revised and replaced with an overarching action plan in 2014.

[11] The first Special Representative for WPS was Mari Skåre. Ambassador Marriët Schuurman took over the position in 2014.

[12] Bi-SCD 40-1 Rev.1 superseded Bi-SCD 40-1 of 2009. The Bi-SCD "aims to ensure implementation of United Nations Security Council Resolution (UNSCR) 1325, related resolutions and integration of gender perspective in military organizations and forces in the NATO Command Structure (NCS) and NATO Force Structure (NFS) of the Alliance and within NATO-led operations."

[13] *See also 2013 Review.*

their national defense and security policies and activities, the national level implementation of military forces is not consistent across states.[14]

In 2015, 17 out of 28 NATO member states and 14 out of 41 NATO partner states had developed National Action Plans (NAPs) implementing the principles of UNSCR 1325. The NAPs vary greatly in terms of structure, goals, areas of focus, and monitoring and evaluation mechanisms.[15] Indeed, NATO members have identified different priorities and types of monitoring and evaluation mechanisms. In most NATO member states the Ministry of Foreign Affairs is the lead implementing agency for the NAP.[16] That said, the Ministries of Defense and other military institutions also have important implementation responsibilities for the WPS agenda. But the extent to which their responsibilities are spelled out within the NAPs varies greatly. These disparities make it difficult to evaluate how NATO member states are doing and to compare and contrast efforts of allies.

As national militaries prepare to support NATO goals and missions, UNSCR 1325 and its related resolutions must be fully integrated and mainstreamed into national security and military strategies, policies, and plans. A shared gender perspective among NATO member and partner states will ensure greater interoperability in meeting NATO's core security tasks, which will ultimately contribute to greater operational effectiveness.

The 1325 Scorecard (The Scorecard)

The 1325 Scorecard provides a methodology for assessing how well NATO Allies and partners are integrating the principles of UNSCR 1325 into military operations. The Scorecard is unique in that it focuses on the integration of the principles of UNSCR 1325 into military institutions and operations, while existing evaluation tools focus on the overall implementation of UNSCR 1325 rather than military operations.

The Scorecard has three main objectives.

First, the Scorecard is intended as an assessment and evaluation tool. The Scorecard encompasses a simple set of indicators that evaluate how well NATO member states (and partners) are implementing the principles of UNSCR 1325 in military structures and operations. The indicators are not intended to be comprehensive. Rather, they seek to identify a limited set

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[14] The annual meetings of the NATO Committee on Gender Perspectives have also underscored the inconsistent implementation of UNSCR 1325 by member states. See also Jesus Ignacio Gil Ruiz, Women, NATO and the European Union, *Cuadernos de Estrategia*, No. 157, 2012, pgs. 94, 97-98. (available in English and Spanish through Dialnet Universidad de la Rioja.)

[15] Of the 17 NATO member states that have adopted NAPs, 10 have identified indicators which measure progress. Of the 10 NATO Partner countries with NAPs, six have identified indicators.

[16] In the United States the White House National Security Council is the lead agency.

of critical benchmarks that provide a picture of a country's progress toward meeting the objectives of UNSCR 1325 and Bi-SCD 40-1.[17] More specifically, the Scorecard measures how well the principles of UNSCR 1325 are integrated into national security policies and operations, and whether there are dedicated accountability mechanisms. At the political level, the Scorecard examines whether there is political will to implement the principles of UNSCR 1325. For example, has a NAP been adopted and are specific resources set aside for implementation?

At the institutional policy and practice level, the Scorecard measures whether gender is institutionalized and mainstreamed, and whether gender perspectives are integrated in all phases of military operations (i.e. planning, execution, and evaluations). In addition, the Scorecard identifies indicators that demonstrate whether all barriers to the active and meaningful participation of women in all aspects of military activities and operations have been eliminated. It also measures how the military deals with gender-based and sexual violence within their institutions and in their area of operations. Finally, the Scorecard examines whether monitoring and accountability mechanisms are in place and to what extent sex-disaggregated data is collected and lessons learned captured.

The second objective of the Scorecard is to function as an educational tool that allows NATO member and partner countries to learn from the experiences of other nations. Numerous studies show that there is still little awareness and understanding of UNSCR 1325 and the WPS framework. There is much discussion about gender mainstreaming, but many people continue to equate gender with women and gender mainstreaming with increasing the number of women in organizations. Similarly, while there is an increasing awareness within military establishments that conflict affects men and women differently, military establishments have a hard time figuring out what this reality means for them in terms of operations and how to convey this to military personnel. By collecting and examining best practices, the 1325 Scorecard becomes a powerful educational tool and helps develop a greater understanding of gender mainstreaming within military structures.

Lastly, the Scorecard facilitates standardization across NATO member and partner states in training, implementation, and monitoring and evaluation of UNSCR 1325 and WPS in the context of NATO-led missions and operations.

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[17] The North Atlantic Council first adopted Bi-SCD 40-1 in 2009. The Directive was updated in 2012. Bi-SCD 40-1 aims to ensure the implementation of UNSCR 1325 (and related resolutions) in its Command and Force Structures, as well as in all NATO operations. More specifically it requires that all operations have integrated a gender perspective.

Preliminary Findings & Best Practices:

Integrating UNSCR 1325 within Military Institutions

Political Will

The integration of the principles of UNSCR 1325 into national security policies and military operations require political will and commitment. In principle, all NATO member and partner nations have endorsed NATO's Action Plan and Bi-SCD 40-1. That said, only 17 out of 28 NATO member states and 14 out of 41 partners have adopted 1325 NAPs. Additionally, in many cases the Department or Ministries of Defense (D/MoD) do not have their own action and implementation plans with accompanying benchmarks and goals that would facilitate measuring progress. Finally, very few states have allocated dedicated resources to the implementation of their NAPs.

States with the best overall score for the implementation of UNSCR 1325 all had NAPs that mentioned the D/MoD as a principal actor, outlined clear lines of responsibility through an action plan specific to the D/MoD, and allocated resources for implementation.

Institutional Policy and Practice

Integrating the principles of UNSCR 1325 and the WPS agenda into military institutions and operations means: (1) knowing how to integrate a gender perspective when planning, executing, or evaluating military activities; (2) being cognizant of gender imbalances within military organizations; and (3) the development of strategies to promote gender balancing and integrate gender perspectives in all operations (that is, gender mainstreaming). In addition, follow on resolutions to UNSCR 1325 have paid particular attention to the prevention of sexual violence and abuse in conflict situations. Sexual violence and abuse by international peacekeepers and within military institutions has been of particular concern, both internationally and nationally.

Gender Perspectives

> *"…..a gender perspective is much more than female members in the team. It
> is about having and using knowledge about the gender roles and situations
> of both men and women in all activities of the mission."*

BG Claesson, Commanding Officer, Multi-national Force, ISAF, 2012-13[18]

The successful implementation of UNSCR 1325 requires the integration of a gender perspective into military exercises, operations, and other military activities. The integration of a gender perspective is defined in NATO's Bi-SCD 40-1 as "a way of assessing gender-based differences of women and men reflected in their social roles and interactions, in the distribution of power and access to resources."[19] It is a learned process that is not innate to men or women. To demonstrate this point, it has been shown that it is possible to apply a gender perspective within male-dominated organizations. For example, when the US Army Special Forces Command, a male-dominated organization, concluded that successful completion of its mission in Afghanistan was hindered because they could not engage with half of the population (local women) due to restrictive cultural norms, the Command was in fact applying a gender perspective. In this case, the solution to the problem was the recruitment of female soldiers to serve on Cultural Support Teams (CST) that were deployed with Special Forces.[20] According to 1Lt Krista Searle, "[The military] found this niche where they see female soldiers have an impact in establishing relationships with the (Afghan) female population, being able to build trust, talk to them, and get kind of an inside look at what's going on in the civilian population."[21]

Indeed, a gender perspective does not require adding more women to the equation. For example, the Swedish Provincial Reconstruction Team (PRT) in Afghanistan was planning for a large operation involving heavy vehicles. The Gender Advisor (GENAD), CDR Urban Raedestad, who was consulted on the plan, foresaw that the heavy vehicles combined with the rain and snow would damage the roads. This would have different gender consequences. By applying a gender analysis he was able to recognize that men usually worked outside of their village and would not be affected, but the children and women who used the roads to travel to school and handle chores would encounter important disruptions of their daily activities. Therefore, he advised the commander to seek different transportation options. This gender analysis also allowed the Commander to narrow the area of operations. [22]

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[18] *Ibid*.

[19] NATO Bi-SC 40-1 REV 1, Integrating UNSCR 1325 and Gender Perspective into the NATO Command Structure, p. 3. (2012).

[20] Nathan Goodall, "Female soldiers set sights on special operations" at www.army.mil, April 2013, *available at* http://www.army.mil/article/100063/; Ellen Haring, Megan MacKenzie, and Chantal de Jonge Oudraat, "Women In Combat: Learning from Cultural Support Teams," *WIIS Policy Brief*, August 2015.

[21] *Ibid.*

[22] Nordic Centre for Gender in Military Operations, *Whose Security? Practical Examples of Gender Perspectives in Military Operations*, (Stockholm: Nordic Center for Gender in Military Operations, 2015) p.16.

The integration of a gender perspective involves a systematic process of assessing gender-based differences of women and men reflected in their social roles and interactions, particularly in the distribution of power and the access to resources. In providing a safe and secure environment in conflict areas, military personnel must develop a gender perspective in order to accurately analyze the environment in which they operate.

Applying a gender analysis and integrating a gender perspective in conflict situations and daily operations must start long before military forces deploy. Integrating a gender perspective in pre-deployment routine work is important so that by the time troops deploy, a gender perspective has become innate to an institution. The differing security needs of the men, women, boys, and girls who soldiers might encounter during the course of a mission must be addressed. Similarly, the impact that social power imbalances have on the successful completion of the mission must be analyzed beforehand.

Unfortunately, most conflict analyses and military institutions do not adequately take into consideration the role of gender in conflict and post-conflict situations. The military, in particular, has generally been gender ignorant. Too often gender perspectives are equated with simply increasing the numbers of women within the military. However, gender does not mean *women*, and a gender perspective is not limited to the presence of women within the armed forces.

Gender Balancing

Gender balancing refers to the inclusion of both men and women as participants in the armed forces and supports the WPS agenda's pillar of participation. Military operations are deemed to be more effective when militaries simultaneously utilize the experiences and skills of both men and women. Women in NATO-led forces can serve as a force multiplier, especially when engaging with cultures where highly restricted gender roles limit male soldier interaction with the local female population. For example, US Female Engagement Teams (FETs) and Cultural Support Teams (CSTs) in Afghanistan allowed NATO forces to interact with the population as a whole. The presence of female soldiers allowed military units to engage men, women, and children in ways that were different from their male counterparts and in many instances led to better overall assessments and intelligence collection. In some instances the presence of female soldiers reduced tensions during military operations.[23] In Iraq, during the 2003 Operation Antica Babilonia, female soldiers played a key role in ensuring that local women received humanitarian assistance. Before the arrival of forty female soldiers, local women were unable to access aid because male soldiers were not allowed to search them at checkpoints leading to the distribution areas.[24]

Although UNSCR 1325 outlines women's participation in security institutions as an important pillar of its agenda, women remain grossly underrepresented in military institutions, including in international peace operations.[25] In 2013, women represented only 10.5% of NATO forces, with the highest representation in the militaries of Hungary (20.3%), the United States, (18%) and Latvia (16.5%).[26] Women also continue to face several barriers and challenges in serving, such as sexual harassment and restricted career opportunities, especially in key leadership positions.[27]

According to a recent study about women in the armed forces of Allied countries entitled *UNCSR 1325 Reload*, several new human resources strategies have proven useful in providing an

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[23] *See* for example, Ellen Haring, Megan MacKenzie, and Chantal de Jonge Oudraat, "Women In Combat: Learning from Cultural Support Teams," *WIIS Policy Brief*, August 2015.

[24] Nordic Centre for Gender in Military Operations, *Whose Security? Practical Examples of Gender Perspectives in Military Operations*, p. 47 (Stockholm: Nordic Center for Gender in Military Operations, 2015).

[25] An analysis of National Reports to the NATO Committee on Gender Perspectives shows that although women's participation in armed forces has steadily increased over the last several decades, they are still largely underrepresented. *See also* Cristina Figueroa et.al., *UNSCR 1325 Reload: An Analysis of Annual National Reports to the NATO Committee on Gender Perspectives from 1999-2013: Policies, Recruitment, Retention & Operations*. (Madrid: Australian Human Rights Commission and Universidad Rey Juan Carlos, 2015). This study was carried out with the support of the NATO Science for Peace and Security (SPS) Programme.

[26] *Ibid*.

[27] *Ibid*.

environment conducive to increasing the participation of women.[28] These include efforts to increase recruitment and retention that are supported by policies to improve work-life balance. Similarly, policies such as liberal maternity leave are effective for increasing the number of women in the military. Legislation is also important and removing laws and policies that restrict women to certain occupations, like the rescission of the US 1994 Direct Ground Combat Rule, has helped change perspectives and increase women's participation in the military.[29]

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[28] *Ibid*.

[29] US Department of Defense Release No: 037-13, Defense Department Rescinds Direct Combat Exclusion Rule; Services to Expand Integration of Women into Previously Restricted Occupations and Units (2013), *accessed on* August 12, 2015 *available at* http://www.defense.gov/releases/.

Gender mainstreaming

NATO has defined gender mainstreaming as "a strategy to achieve gender equality by assessing the implications for women and men of any planned action, including legislation, policies and program in all areas and at all levels."[30] While gender balancing and the integration of gender perspectives are key elements of the implementation of the WPS agenda, gender mainstreaming is the strategy by which organizations implement these concepts. Our Scorecard research has revealed that there are several key instruments that help organizations mainstream gender, including: the appointment of a gender advisor at the Commander level; training; and institutionalization.

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[30] Bi-SC 40-1 REV 1, August 8, 2012, Key Definitions, p.5

The Importance and Role of the Gender Advisor (GENAD)

The GENAD is the Commanders' best resource in the implementation of gender perspectives into the planning, execution, and evaluation of military operations. Although integrating a gender perspective is the responsibility of the Commander, the GENAD is a major player in the implementation process, since he/she provides advice on all gender-related issues. The GENAD can assist in performing a gender analysis and can conduct operational assessments. The GENAD also plays a major role in establishing liaisons with external actors in the area of operation. These might include local NGOs, local security forces, and members of the civilian population.

In 2010, the NATO Kosovo Force (KFOR) created the position of GENAD at the KFOR HQ level.[31] To assist the GENAD, Liaison Monitoring Teams (LMT) were created which included gender focal points (GFPs). The LMTs were located directly under the chief of staff, increasing the potential to improve gender mainstreaming in KFOR operations.

The findings of the '1325 Scorecard' research indicate that the appointment of a GENAD at the Commander level is a key indicator of a state's and military's commitment to the implementation of UNSCR 1325. To date, very few NATO members have appointed GENADs pursuant to the guidelines of Bi-SCD 40-1.

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[31] *2013 Review*, p.55.

Training

Successful implementation of a gender perspective requires systematic training conducted at all levels, from the lowest ranking soldier to senior military leaders. Military personnel must be trained on the integration of a gender perspective at the strategic, operational, and tactical levels.

Strategic level. Strategic leaders and staff need the knowledge and tools to integrate a gender perspective into their daily work and the military's preparation for deployment. Senior leaders and staff need to understand the significance of a gender perspective by first understanding the international framework which includes UNSCR 1325, and other related resolutions of the WPS agenda. Strategic leaders should also have an understanding of how gender perspectives support operations in order to provide the proper guidance to staff. Staff then must know how to integrate a gender perspective into their particular areas to support a variety of missions.

Operational level. Leaders and staff must understand how to integrate a gender perspective into the planning, execution, and evaluation of military operations. Planning for operations includes planning and conducting pre-deployment training and education for troops, units, and officers. Effective and efficient training is required for all elements of the staff, including: J1-Human resources; J2- Intelligence; J3-Operations; J4-Logistics; J5-Plans; J7-Training; J8-Budget; and J9-Civil-Military Co-operation (CIMIC).

Tactical level. At the tactical level, it is important for units to understand how to integrate gender perspectives into their daily work and future peace operations to better support human rights and the overall security situation. Tools for integrating a gender perspective in military operations and through a comprehensive gender approach consider the entire population in the area of operations. On a daily basis, military personnel should be trained to look for gender issues that impact their work. They can also benefit from scenario-driven training that emphasizes issues soldiers might encounter on the ground during deployments, as well as possible solutions for handling them. For example, troops should be trained on how to look for and address Sexual Gender Based Violence (SGBV) in the area of operation.

In addition to scenario-based trainings, a practical way of implementing a gender perspective is through the use of specific checklists, which allow institutions to ensure that a gender perspective is systematically included in all operations, exercises, and other activities. Due to the range of crisis response operations and missions that NATO may be called upon to conduct, cross-cutting checklists may be adopted to particular missions. For a sample checklist see **Box A**.

Finally, while training benefits the individual, once the individual departs the unit, the training that he or she receives travels with him/her. To ensure that a gender perspective has an

enduring impact within the organization, training must continue until it is fully institutionalized. Only then will a more systematic implementation of the principles of UNSCR 1325 be achieved.

BOX A: SAMPLE CHECKLIST

1. How does the security situation affect women, men, girls and boys?
2. How do the different movement patterns of men, women, boys and girls serve as indicators of the current security situation?
3. What risks, similar and or different do men, women, boys and girls face?
4. What are the differences in vulnerabilities between these groups (women, men, boys and girls)?
5. Are women's and men's security issues known, and are their concerns being met? Security issues for different women should also be taken into consideration.
6. What role do women play in the military, armed groups, police or any other security institutions such as intelligence services, border policy, customs, immigration or other law enforcement services (Percent of forces/groups, by grade or category).
7. What role do women play in the different parts of and social groups in the society?
8. Does the selection and interaction between local power holders and the operation affect women's ability to participate in society-such as legal, political or economic spheres?
9. Is there gender disaggregated data on for example political participation, education, refugees, prisoners, health related issues, refugees, SGBV, etc.

    Source: Supreme Allied Command, Europe (2012) NATO Bi-Strategic Command Directive (BI-SCD) 40-1, "*Integrating UNSCR 1325 and Gender Perspective into the NATO Command Structure*" Annex D1.

Gender-Based Sexual Violence

The UN Security Council, the North Atlantic Council, and many regional organizations and national governments have recognized the pernicious and devastating effects of conflict-related sexual and gender-based sexual violence. They have also been attentive to sexual assault and abuse within their militaries and have recognized that gender-based sexual violence is often ignored and under-estimated. The male-dominated nature of military institutions often means that very traditional ideals of masculinity are glorified and a hypermasculine culture nurtures ideas of intolerance and discrimination, in which abuse may become normalized.

A recent study supported by NATO's Science for Peace and Security (SPS) Programme on gender complaints procedures within the armed forces of Allied countries also found that reports of complaints about sexual harassment and discrimination are often dismissed as trivial or unfounded.[32] There is no standard definition of what constitutes sexual assault and abuse, nor is there a standard procedure by which NATO member states deal with sexual harassment and assault issues. The United States, for example, keeps complaints within the military command structure. However, other NATO member or partner nations such as Sweden, will refer complaints of sexual assault and abuse to civilian institutions. Similarly, the way states report on incidences of sexual assault and abuse is very uneven. This impedes the search of solutions to the problem and does not allow authorities to tackle the underlying causes of misconduct and in some cases, criminal behavior.

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[32] DCAF, *Gender and Complaints in Armed Forces: A Handbook for Prevention, Response and Monitoring* (Geneva: DCAF, April 2015), p.14.

Monitoring, Reporting, and Evaluation

Monitoring and evaluation are critical to ensuring that the principles of UNSCR 1325 are integrated into policies. Reporting mechanisms and the content of the reporting varies greatly among NATO member and partner countries. In general, the simple collection of sex-disaggregated data is insufficient. Similarly, the lack of clearly established ways to capture best practices and lessons learned impedes progress amongst military institutions. Accurate and transparent monitoring, reporting, and evaluation is key to establishing benchmarks, strengthening the bases to manage results, identifying gaps, framing strategic planning, and to supporting accountability measures.

Concluding Remarks

The integration of the principles of UNSCR 1325 into military operations is in its nascent stage and there are challenges associated with its full realization. For many soldiers, gender perspectives remain foreign concepts and gender analyses do not come naturally, hence the importance of the appointment of a GENAD at the Commander level. The transformational potential of UNSCR 1325 and the true integration of gender perspectives in conflict analyses is still not the norm in many NATO member and partner countries.

Without implementation at the national level the integration of gender perspectives in NATO-led operations will fall short. Therefore, it is imperative to have all NATO members and partners on board and have a common understanding about what is required. The implementation of the principles of UNSCR 1325 is not only the correct approach from a strategic standpoint, with a view to operational effectiveness, but it is also the right approach from a normative perspective.