

Trends in the Militaries of Western Advanced Countries (Part 2)

—Gender Mainstreaming in the Australian Defence Force as a case study

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Introduction

In Part 2 of Trends in the Militaries of Western Advanced Countries, we will look at how the militaries of Western developed countries are promoting gender mainstreaming.

The military's involvement in the gender mainstreaming movement can be traced to the adoption of UN Security Council Resolution 1325 (UN SCR 1325, hereinafter "Resolution 1325") at the United Nations Security Council in 2000. Put simply, gender mainstreaming in the military is about making a gender perspective a function of all activities in the military and applying gender analysis to the operational planning process.

This paper introduces gender mainstreaming in the military using the Australian Defence Force (ADF) as a case study. The ADF is one of the most active implementers of Resolution 1325 among the militaries of Western democracies.¹

Background to the implementation of Resolution 1325

The ADF's active implementation of Resolution 1325 came in the wake of several scandals in 2011, including sexual misconduct on board the naval supply ship HMAS Success and the sexual harassment of female cadets at the Australian Defence Force Academy (ADFA), which were leaked to the media by the respective victims.

Prior to 2011, the ADF had faced problems in maintaining and securing manpower. These problems stemmed from difficulties in recruitment due to the recession-proof economy caused by Australia's strong resources boom, difficulties in recruiting young people who were reluctant to be deployed overseas, and occupational shifts from the ADF to the private sector due to the strong resources boom. To cope with this manpower shortage, the ADF had begun actively recruiting and utilizing female military personnel.² One of these measures was the announcement by then Minister for Defence Stephen Francis Smith in April

2011 that all positions in the military would be open to women.³

At the same time, changes were occurring in national defense policy.⁴ These changes took place against the backdrop of the following two points.⁵ The first was an international situation that could not be resolved simply by building up Australia's military capabilities through a policy of strategic hedging amidst shifts in power, which was the goal of the 2009 Defence White Paper. The second was the arrival of several opportunities to enhance Australia's international defense engagements.

Measures related to the implementation of Resolution 1325

In order to overcome the manpower shortage and facilitate changes in national defense policy, the ADF took three measures simultaneously.

The first measure involved the introduction of a gender equality perspective, with the intent of eradicating unacceptable behaviors in the ADF. Specifically, it involved the incorporation of a gender equality perspective into the ADF's formal education and training, including new member training, entry-level officer training, command and staff training, and high-level officer training. It was particularly important that the command and staff training and high-level officer training were conducted through simulations on the protection of women in conflict zones and as mandatory leadership education for commanders to make the military a respected institution. Resolution 1325 was utilized as a tool in this measure.

The second was a diversity management measure that aimed not only to reform the military as a whole but also to improve its capabilities by leveraging the abilities of its diverse resources, including women. This measure has resulted in the percentage of female military personnel constantly exceeding 20 percent, and at the same time, has led to the full-scale training of female military personnel in combat roles. In comparison, the percentage of female military personnel is generally around 11.3 to 12 percent among NATO member countries,⁶ while the percentage of women in Japan's Self-Defense Forces (SDF) is about 8.3 percent.⁷ Although the ADF at this time does not authorize female military personnel to engage in ground close combat, which falls under the category of conventional warfare, the ADF is actively utilizing female military personnel in crisis response.

The third was a measure promoted in the context of Australia's international defense engagement policy: a shift from quantity to quality, in line with the 2013 Defence White Paper's "International Defence Engagement" policy, which emphasizes peacetime efforts to reduce the risk of conflict.⁸ It was around this time that Resolution 1325 was applied to UN peacekeeping operations (PKO) as well as to crisis response more broadly. The ADF's engagement policy became utilizing female military personnel in UN PKO and in cooperation with NATO. In concrete terms, the ADF appointed a woman to serve as Force Commander of UN PKO and deployed a female military personnel as Gender Advisors (GENAD) in stabilization operations in Afghanistan, representing Australia as a NATO partner country. To implement this international defense

engagement policy, an organization was formed under the direct control of the ADF Chief of Defence Force (CDF) to centrally manage the implementation of Resolution 1325 in the Army, Navy, and Air Force. Navy Captain Jennifer Wittwer, the first GENAD in the ADF to be deployed to Afghanistan, was assigned to head this unit. Meanwhile, in view of the peacebuilding role of NATO's mission in Afghanistan, training on the protection of women in conflict zones was conducted through simulations at the Australian Command and Staff College, part of the Australian Defence College⁹ under the Joint Capabilities Group (JCG), and the PKO Center.

Incorporation of Resolution 1325 into military doctrine

The ADF has completed its first National Action Plan (NAP) on Resolution 1325 (2012–2018) and is currently implementing its second NAP on Resolution 1325 (2021–2031).

Since the completion of the first NAP, the ADF has developed guidelines for the use of female engagement teams and military GENADs, and for the protection of civilians, including women and girls, which had been incorporated into the NAP. It has also developed a Defence Implementation Plan (DIP) to ensure that the implementation of these specific actions of the NAP and its alignment with the ADF's military doctrine would not reduce the operational effectiveness of the military. The results were published in November 2018 in a report titled *Defence Implementation of Women, Peace and Security 2012–2018: Local Action, Global Impact* (DIP 2012–2018).¹⁰

Besides creating a DIP, the ADF also revised the Australian Defence Doctrine Publication (ADDP) 3.11; ADDP 3.20 "Civil Military Cooperation" (to increase awareness of a gender perspective); ADDP 3.8 "The Military Contribution to Humanitarian Operations" (to deepen understanding of religion, culture, and gender in regions to which units already serving overseas are deployed); ADDP 5.0 "Peace Operations"; and the Australian Defence Force Publication (ADFP) 5.0.1 "Joint Military Appreciation Process" (the broad framework for military planning).¹¹ Importantly, the ADF is undertaking an even wider doctrinal assessment than that set out in the Progress Report, and coupled with the comprehensive inclusion of gender considerations in the Joint Doctrine Development Guide, this should lay the groundwork for institutional change in embedding UNSCR 1325-related concepts.¹²

In 2018, the ADF also published the Joint Doctrine Note 2-18 "Gender in Military Operations" (JDN 2-18)¹³ and the Air Force Doctrine Note 1-18 "Gender in Air Operations" (AFDN 1-18)¹⁴ as operational activity doctrines that incorporated a gender perspective. JDN 2-18 provided guidelines that specifically addressed the integration of gender into planning and operations in joint and multinational missions, in line with both UNSC Resolution 1325 and the policies of Australian domestic authorities.¹⁵ These guidelines were said to enable ADF military personnel to understand the gender perspective they should consider when acting as GENADs.

On the other hand, AFDN 1-18 noted the importance of applying a gender perspective and gender

considerations in the operational planning process, especially in the targeting process.¹⁶ For instance, ADFN 1-18 explained that, as a specific example, the destruction by airstrikes of routes that women use to obtain food and water can threaten their security when they must find alternative paths through unknown terrain.¹⁷ AFDN1-18 proposed analyzing “sex-disaggregated data” to identify second and third order effects on local communities that result from targeting certain areas, in order to avoid such scenarios.¹⁸ This analysis of “sex-disaggregated data” is what is referred to as gender analysis.

Education and training on Resolution 1325

To implement the first NAP on Resolution 1325, the ADF established its own GENAD training course to train GENADs.¹⁹ Meanwhile, the ADF Peace Operations Training Centre organized a week-long gender seminar for civilians and military personnel.²⁰

The second NAP on Resolution 1325 (2021–2031) introduced the fact that all ADF military personnel were now trained and educated from a gender perspective, and that there were nearly 200 military personnel, both male and female, serving as GENADs who could be deployed in security operations, humanitarian assistance operations, relief operations, and reconstruction assistance operations.²¹ This was the result of the ADF’s commitment to incorporating a gender perspective into military operations and activities following the development of the first NAP on Resolution 1325 (2012–2018). Following the second NAP on Resolution 1325, the ADF issued the Defence Gender, Peace and Security Mandate in September 2021. The mandate²² listed the following as goals of implementation efforts: Updating existing doctrine, policies, and the like; further enhancing GENAD and Gender Focal Point (GFP) education and training for personnel deployed in security operations, PKO, peacebuilding operations, and civilian protection; ensuring gender perspectives are embedded within the ADF; eliminating sexual and gender-based violence among ADF personnel in international engagements through education and training that integrates a gender perspective; providing education and training that integrates a gender perspective to foreign militaries to contribute to international cooperation; and ensuring that the ADF has the means to monitor and evaluate the implementation of specific tasks under the NAP on Resolution 1325.²³

The second NAP on Resolution 1325 has made it possible for military personnel with a gender perspective to provide education and training integrating a gender perspective to foreign militaries, including those in Southeast Asian countries.

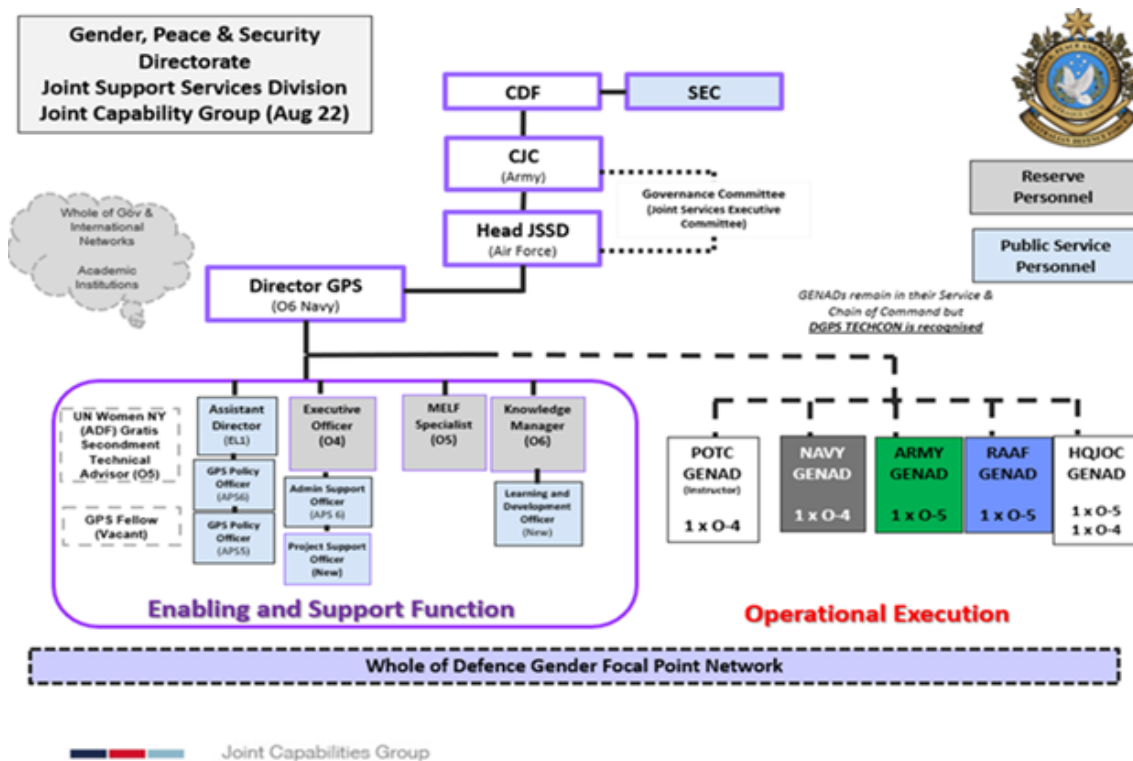
Towards further implementation of Resolution 1325

In July 2020, the ADF created a new organization within the Joint Support Services Division (JSSD), which falls under the JCG, to further instill the implementation of Resolution 1325 in each service branch.²⁴ Prior to this, the organization directly under the CDF had been charged with centrally implementing and instilling

Resolution 1325, but this new organization aimed to further instill Resolution 1325 into the ADF.

The new organization created within the JSSD was called the Gender, Peace & Security Directorate (GPSD), and it was composed of civilian and active and reserve ADF military personnel from the Department of Defence.²⁵ The GPSD aims to further instill a gender perspective based on gender analysis in all aspects of the ADF, during both peacetime and wartime, and has been tasked with ensuring that military operations, which are becoming increasingly complex, can successfully reflect the gender perspectives incorporated into ADF policies and military doctrine.²⁶

Captain Jennifer Macklin (O-6 in the Navy) was assigned to serve as the first director of the GPSD. The GPSD was organized by the Head of JSSD (Air Force), under the Chief of Joint Capability Group (Army), as shown on the next page. The positioning of the GPSD Director under the Head of JSSD (Air Force), who reports to the Chief of Joint Capability Group (Army), who in turn reports to the CDF alongside the Secretary of Defence, indicates that the GPSD will be given a more structured role as compared to the previous organization's supportive position under the direct control of the CDF, and that further implementation of Resolution 1325 can be expected.



Source: Material from a study session hosted by the Defence Attaché to Japan, Australian Embassy Tokyo (October 17, 2022)

Conclusion

The ADF has been actively integrating Resolution 1325 into military doctrine to ensure that it is firmly embedded, and has been conducting education and training that incorporates a gender perspective and gender analysis. Its aim was to make a gender perspective a function of all ADF activities and to apply gender analysis to the operational planning process. Thus, the movement toward gender mainstreaming in the military is an irreversible trend. Gender mainstreaming in the ADF goes beyond being a tool for the strategic utilization of female military personnel and functions as one of the value norms of the militaries of Western democracies.

¹ This paper was written for the NIDS Commentary after new information was added based on “Strategic Use of Female Soldiers: From the Viewpoint of the Roles Played by the Implementation of UNSCR 1325” in *The Journal of Strategic Studies*, No. 32, 2023, published by the Senryaku Kenkyu Gakkai (Japan Society of Strategic Studies), March 2023.

² Centre for Defence and Strategic Studies, Australian Defence College, “New values, old basics: How leadership shapes support for inclusion”, pp. 5–7, September 2014. <https://www.defence.gov.au/research-innovation/research-publications/new-values-old-basics-how-leadership-shapes-support-inclusion>.

³ Australian Government Department of Defence, “Removal of Gender Restrictions on Australian Defence Force Combat Role Employment Categories: Implementation Plan”, p. 6. <https://copiesdirect.nla.gov.au/items/import>.

⁴ The following published materials were consulted: National Institute for Defense Studies, ed., *East Asian Strategic Review 2013*, Chapter 2, “Australia’s Security Policy: Enhancing Engagements in the Asia-Pacific Region”; National Institute for Defense Studies, ed., *East Asian Strategic Review 2019*, Chapter 1, “Australia, India and the Indo-Pacific Concept”; Australian Government Department of Defence, *Defence White Paper 2009*. https://www.defence.gov.au/sites/default/files/2021-8/defence_white_paper_2009.pdf; Australian Government Department of Defence, *Defence White Paper 2013*. https://www.defence.gov.au/sites/default/files/2021-08/WP_2013_web.pdf.

⁵ Australian Government Department of Defence, *Defence White Paper 2013*, pp. 3–4. https://www.defence.gov.au/sites/default/files/2021-08/WP_2013_web.pdf.

⁶ NATO NCGP, “Summary of the National Reports of NATO Member and Partner Nations to the NATO Committee on Gender Perspectives Full Report”, 2019, p. 19. https://www.nato.int/nato_static_fl2014/assets/pdf/2021/9/pdf/NCGP_Full_Report_2019.pdf.

⁷ Ministry of Defense website: initiatives of the Ministry of Defense, statistical data on female personnel in the Ministry of Defense, and changes in female SDF personnel. <https://www.mod.go.jp/j/profile/worklife/keikaku/tokei.html>.

⁸ Australian Government Department of Defence, *Defence White Paper 2013*, pp. 55–69. https://www.defence.gov.au/sites/default/files/2021-08/WP_2013_web.pdf.

⁹ In the ADF, officer education (command and staff training and high-level officer training) for each service branch is now centrally managed by the Australian Defence College.

¹⁰ https://defence.gov.au/JCG/JSSD/Gender_Peace_Security/docs/Implementation_WPS_Report.pdf. Accessed on December 4, 2021.

¹¹ Jody M. Prescott, Eiko Iwata, & Becca H. Pincus, “Gender, Law and Policy: Japan’s National Action Plan on Women, Peace and Security”, *Asian-Pacific Law & Policy Journal*, Vol.17, Issue 1, September 1, 2015, William S. Richardson School of Law, University of Hawaii at Manoa, pp. 26–28. https://blog.hawaii.edu/aplpj/files/2016/04/APLPJ_Prescott-Iwata-Pincus-FINAL.pdf.

¹² *Ibid.*, p. 27.

¹³ Vice Chief of the Defence Force, “Gender in Military Operations”, Joint Doctrine Note 2-18, Canberra, Australia, 2018; J. Prescott, “Gender Blindness in US Doctrine”, *Parameters Winter 2020*, Vol. 50, No. 4, November 20, 2020, pp. 27–30.

¹⁴ Director, General Strategy and Policy, Air Force, “Gender in Air Operations”, Air Force Doctrine Note 1-18, Canberra, Australia, 2018; J. Prescott, “Gender Blindness in US Doctrine”, *Parameters Winter 2020*, Vol. 50, No. 4, November 20, 2020, pp. 27–30.

¹⁵ Vice Chief of the Defence Force, “Gender in Military Operations”, JDN 2-18, Canberra, Australia, 2018; J. Prescott, “Gender Blindness in US Doctrine”, *Parameters Winter 2020*, Vol. 50, No. 4, November 20, 2020, pp. 27–30.

¹⁶ Director, General Strategy and Policy, Air Force, “Gender in Air Operations”, Air Force Doctrine Note 1-18, Canberra, Australia, 2018; J. Prescott, “Gender Blindness in US Doctrine”, *Parameters Winter 2020*, Vol. 50, No. 4, November 20, 2020, pp. 27–30.

¹⁷ Ibid.

¹⁸ Ibid.

¹⁹ Ibid., p. 27.

²⁰ Ibid.

²¹ Australian National Action Plan on Women, Peace and Security 2021–2031. <https://www.dfat.gov.au/sites/default/files/australias-national-action-plan-on-women-peace-and-security-2021-2031.pdf>.

²² Australian Defence Force, Joint Support Service Division, Joint Capabilities Group, “Defence Gender, Peace and Security Mandate”, September 2021. https://defence.gov.au/JCG/JSSD/Gender_Peace_Security/docs/Defence-Gender-Peace-Security-Mandate-Sep-2021-updated.pdf. Accessed on December 4, 2021.

²³ Ibid.

²⁴ Presentation by Capt. Jennifer Macklin, first director of the Gender, Peace & Security Directorate, at a study session hosted by the ADF Defense Attaché at the Australian Embassy in Tokyo on October 17, 2022, in the presence of ADF Air Chief Marshal Chapman, and presentation materials; ADF, “Defence Gender, Peace and Security Mandate ‘from rhetoric to reality’”, October 2010. https://wpscoalition.org/wp-content/uploads/2021/10/Australian_Defence_Force-Defence_Gender_Peace_and_Security_Mandate.pdf.

²⁵ Ibid.

²⁶ Ibid.

PROFILE

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