

Trends in the Militaries of Western Advanced Countries (Part 3)

Gender Mainstreaming in NATO as a Case Study

International Exchange and Libraries **IWATA Eiko**

Introduction

The third installment in the series of articles on gender mainstreaming in the military discusses gender mainstreaming by the militaries of Western democracies.

For information on militaries' impetus to take on gender mainstreaming, please see NIDS Commentary No. 270. In short, gender mainstreaming in the military is the concept of including a gender perspective based on United Nations Security Council Resolution 1325 (UNSCR 1325) in all military activities and applying gender analyses even to operational planning.

The following examines how militaries of Western democracies have incorporated UNSCR 1325, taking the example of not a country but the North Atlantic Treaty Organization (NATO), a regional and international organization.¹

The events and background leading up to NATO's implementation of UNSCR

1325

While not a country, NATO formulated the "NATO/EAPC Action Plan for the Implementation of the NATO/EAPC Policy on Women, Peace and Security" (NATO/EAPC Action Plan), which is comparable to a national action plan for the implementation of UNSCR 1325, and implements the resolution.

NATO began engaging with UNSCR 1325 in response to the difficulty of deploying Gender Advisors (GENADs) who are military personnel to United Nations Peacekeeping Operations (UN PKOs). The need for the deployment of military personnel GENADs in UN PKOs was first raised in the Report of the Secretary-General submitted to the United Nations Security Council in 2002 (S/2002/1154).² However, the appointment of such GENADs did not materialize immediately. The turning point came when the Swedish

Armed Forces sent the first European Security and Defense Policy (ESDP)³ GENAD to the European Union force operating in the Democratic Republic of the Congo since 2006 (EUFOR RD Congo). Although the first GENAD was a civilian woman with a military background, she was stationed at the EUFOR operational headquarters and reported directly to the commander, unlike GENADs assigned to non-military components of UN PKOs. In addition, for NATO's International Security Assistance Force (ISAF) in Afghanistan, Sweden began adopting tactical-level GENADs in the regions it was responsible for in 2008.⁴ The first GENAD was a female military personnel. At the time, Sweden was a NATO partner country but still played a pioneering role in NATO's GENAD initiative.

In other words, NATO's engagement with UNSCR 1325 began because the interests of NATO, which has a group of military experts as a military alliance in place of the EU, aligned with the interests of Sweden, which had a neutralist policy at the time and incorporated feminism into its foreign policy.

NATO policy for the implementation of UNSCR 1325

The NATO organizational chart on the next page shows the bodies responsible for the implementation of UNSCR 1325. The yellow ellipse area enclosed by a dashed line is the Headquarters, Supreme Allied Commander Transformation (HQ SACT). Located in the continental United States, HQ SACT conducts NATO's education and training on UNSCR 1325, jointly with the Nordic Centre for Gender in Military Operations (NCGM) under the Swedish Armed Forces International Centre (SWEDINT).⁵ Instead of SWEDINT, which was initially entrusted with the training of military personnel GENADs, NATO designated NCGM as its agency for gender-related matters as well as education and training. Situated on the same premises as SWEDINT, NCGM staff are assigned from the four Nordic countries, and its operations are overseen by the Swedish Armed Forces.

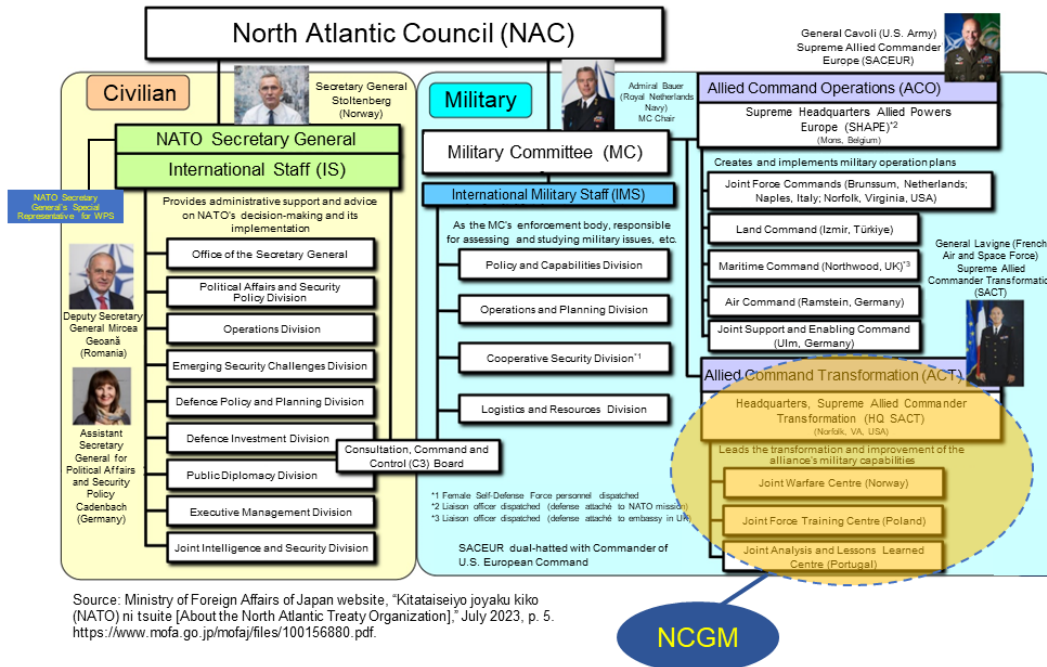
NATO organizational chart: Bodies responsible for the implementation of UNSCR 1325

[North Atlantic Council]

- Discusses all aspects of the alliance
- NATO's decision-making body comprised of representatives from 30 member countries (Chair: NATO Secretary General)
- Holds meetings at the level of heads of state, foreign ministers, defense ministers, and permanent representatives, depending on the level of the deliberations

[Military Committee]

- Supports the NAC on military aspects
- Holds meetings at the level of chiefs of defense and permanent military representatives, depending on the level of the deliberations



Source: Ministry of Foreign Affairs of Japan website, "Kitataiseiyu joyaku kiko (NATO) ni tsuite [About the North Atlantic Treaty Organization]," July 2023, p. 5. <https://www.mofa.go.jp/mofaj/files/100156880.pdf>.

NCGM

Responsibility for NATO's policy for the implementation of UNSCR 1325 is divided as shown in the following diagram (compiled by the author).

NATO bodies responsible for the implementation of UNSCR 1325

North Atlantic Council, Euro-Atlantic Partnership Council

- NATO's strategic policy on WPS (NATO/EAPC Women, Peace and Security Policy 2007, 2011, 2014); strategic guidance on gender (Bi-SC Directive 40-1 2009, 2012, 2017)
- NATO's action plan for UNSCR 1325 (NATO/EAPC Action Plan 2010, 2014, 2016, 2018)

Secretary General's Special Representative for WPS: ISO/IMO (Office of the Gender Advisor)

- Disseminates information and advises on UNSCR 1325 and related resolutions to NATO member and partner nations

HQ SACT

- Education and training based on NATO's action plan for UNSCR 1325, etc.

Source: https://www.nato.int/cps/en/natohq/topics_101372.htm;
<https://natolibguides.info/women/documents>;
<https://www.act.nato.int/gender-advisor#:~:text=HQ%20SACT%20Office%20of%20the%20Gender%20Advisor%20Following,Security%20Council%20%28UNSCR%29%20international%20peace%20and%20security%20agenda.>

Among the NATO bodies responsible for UNSCR 1325, the North Atlantic Council (NAC)⁶ and the Euro-Atlantic Partnership Council (EAPC)⁷ handle the political level, while the Secretary General's Special Representative for Women, Peace, and Security (WPS) handles both political and military levels and the HQ SACT the military level.

The NAC and EAPC first discussed and adopted NATO's strategic policy and guidance for the implementation of UNSCR 1325.⁸ The former represented a declaration by NATO, comprising both military and civilian sectors, to integrate gender perspectives and gender balance and make it a NATO policy to mainstream gender at both the military and political levels. The policy was revised in 2011 and 2014 and is still in effect.⁹

In 2010, the NAC and EAPC then adopted the "NATO/EAPC Action Plan for the Implementation of the NATO/EAPC Policy on Women, Peace and Security."¹⁰ This is a NATO version of the 1325 National Action Plan. The 2010 NATO/EAPC Action Plan aimed to incorporate gender perspectives into the education and training curriculum at all levels and, by doing so, deepen military personnel's understanding of the risks of conflict-related sexual and gender-based violence (CR-SGBV). It stated that education and training curriculums should be developed to include modules on the methods and approaches for understanding CR-SGBV risks, as well as modules related to measures for meeting civilian protection needs (especially the needs of women and girls).¹¹

Furthermore, in 2009, the NAC released the "Bi-SC Directive 40-1" on gender, which described the appointment of GENADs for conflict management, such as PKOs and stabilization operations.¹² In 2012, it issued a revised version. It included guidance, for example, on the deployment of GENADs at the strategic and operational levels and Gender Field Advisors (GFAs) at the operational and tactical levels. It also provided guidance on assigning Gender Focal Points (GFPs) to various departments to collect information and perform liaison functions, and thereby, create a network.¹³ That is, the 2012 Bi-SC Directive 40-1 detailed the roles and responsibilities of GFAs and GFPs.¹⁴

The 2012 Bi-SC Directive 40-1 was revised in 2017. To incorporate UNSCR 1325 into all levels of the NATO military structure, the directive presented guidance on effective and continued implementation and institutionalization of a gender perspective in all activities within the Strategic Commands (all commands within NATO Allied Command Europe).¹⁵ To elevate operational effectiveness and situational awareness, the 2017 Bi-SC Directive 40-1 emphasized the operational effectiveness of integrating a gender perspective as an operational tool into all levels and stages of operation analysis, planning, execution, and assessment. Additionally, the directive discussed the usefulness of integrating a gender perspective into the development of gender-related early warning indicators for identifying and preventing new conflicts and security threats. The directive aimed to use CR-SGBV risks as indicators for estimating conflict probability in advance.

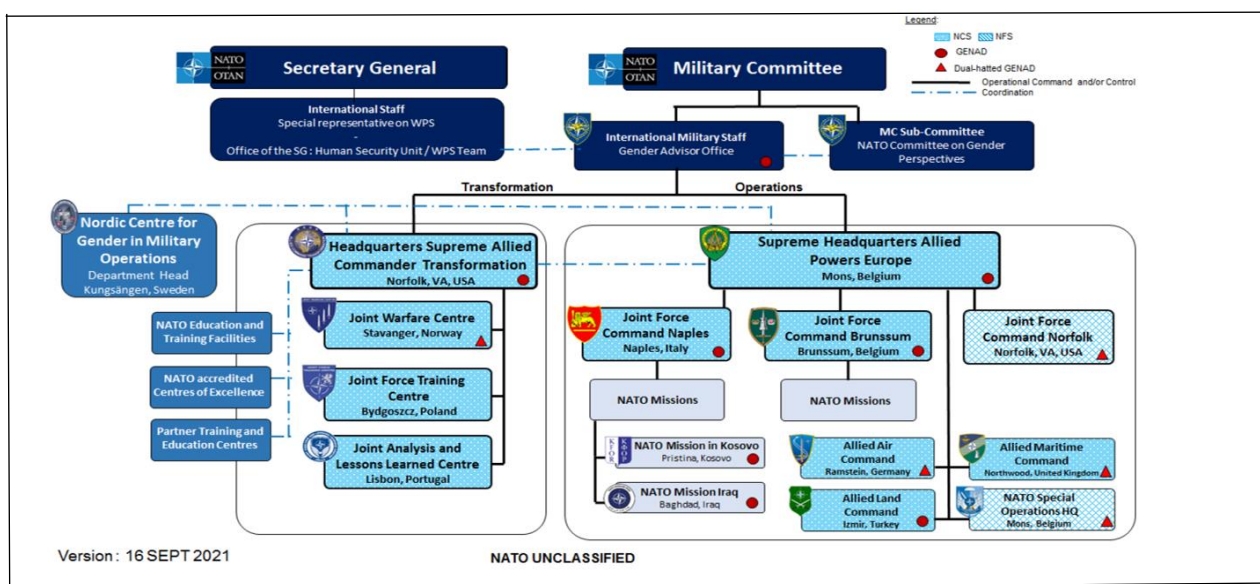
What is important is that the 2017 revision of the Bi-SC Directive 40-1 (strategic guidance) proposed practical solutions by adhering to MCM-0009-2015 "Military Guidelines on the Prevention of, and Response to, Conflict-related Sexual and Gender-based Violence."¹⁶

While the 2017 Bi-SC Directive 40-1 presented NATO-wide draft standards and norms of behavior as reference for commanders,¹⁷ these standards and norms themselves were not enforceable. Therefore, military personnel were bound by the rules of the respective troop contributing countries, and the disciplinary authority rested with their countries. Still, commanders had the freedom to impose severer regulations than those explained in the strategic guidance (Bi-SC Directive 40-1 Rev.2).

The 2017 Bi-SC Directive 40-1 also set forth the tasks and roles of GENADs and GFPs.¹⁸ GENADs would be deployed at the strategic and operational levels (tasked with advising commanders) and at the operational and tactical levels (tasked with patrols, base security, etc.), and GFPs who have information collection and liaison functions would be deployed to various departments to build up a network. The directive provided concrete guidance on their roles and responsibilities,¹⁹ and required that personnel assigned to these two advisor positions be full-time professionals who have been sufficiently educated and trained and have experience.²⁰

As of writing (September 10, 2023), NATO is implementing the new Bi-SC Directive 40-1 formulated in 2021.²¹ Compared to the 2017 version, the 2021 directive seeks to further integrate UNSCR 1325 into military operations.²²

Of note, the new 2021 directive contains an elaborate organizational chart to systematically incorporate GENADs into NATO's military structure.²³ The chart below is taken from the 2021 directive.



NATO aims to mainstream gender by implementing UNSCR 1325 through the deployment of GENADs and GFPs at all levels.²⁴ Furthermore, the WPS Team under NATO Secretary General's Special Representative for WPS for the implementation of UNSCR 1325 (Special Representative for WPS)²⁵ is also known as the Human Security Unit.²⁶ It manifests the concept that UNSCR 1325's gender mainstreaming goal is human security, or ensuring the safety of vulnerable populations, including women and girls, and comprehensive security that involves the participation of armed forces as power organizations. At the same time, this signifies that, with military operations increasingly extending into areas where people live, vulnerable populations, including women and girls, are most impacted in civilian society and ensuring their safety has

become an urgent issue.

As discussed above, NATO implements UNSCR 1325 through the three Cs of NATO policy: collective defense; crisis management; and cooperative security. In crisis management, a gender perspective is integrated for the reason that an increase in SGBV acts as a barometer for assessing the state of crisis in that region. Conversely, in cooperative security, the adoption of a gender perspective is part of the capacity building support provided to neighboring countries, and UNSCR 1325 is implemented by extension. Furthermore, the activities of the U.S., U.K., and Australian militaries have begun to extend into civilian society, and human security is increasingly recognized in parallel with collective security. As such, incorporating a gender perspective into all military activities has become a shared understanding within NATO, and the implementation of UNSCR 1325 serves as a tool for advancing NATO policy.

NATO Secretary General's Special Representative for Women, Peace and Security

NATO, which encompasses both political and military levels, has designated the following entities for the implementation of UNSCR 1325: the Special Representative for WPS;²⁷ the WPS Team; the Office of the Gender Advisor that reports directly to the Director General of the International Military Staff (IMS) of the NATO Military Committee (IMS GENAD); and the NATO Committee on Gender Perspectives (NCGP), a subcommittee of the NATO Military Committee.²⁸

IMS GENAD and NCGP discuss UNSCR 1325 and related resolutions with the Special Representative for WPS, communicate the outcomes of these discussions to NATO member and partner countries, and coordinate with international organizations and institutions engaged in the incorporation of UNSCR 1325 perspectives into military activities, such as the UN, EU, OSCE, and AU.²⁹ Since November 2021, Ms. Irene Fellin, an Italian diplomat, is serving as the fourth Special Representative for WPS.³⁰

NCGP traces its origin to the first international conference held in 1961 by female military personnel from NATO member countries, and is working to elevate the status of female personnel.³¹ NCGP has evolved into a standing subcommittee of the Military Committee, engaging in not only the advancement of women in the military but also promoting and enhancing gender equality within NATO member countries.³²

Incorporation of UNSCR 1325 in NATO education and training

NCGM and HQ SACT conduct education and training that incorporates the gender perspective based on UNSCR 1325. The following is a summary.³³

NCGM, along with HQ SACT in the United States, educates and trains military personnel from NATO member countries for NATO's implementation of UNSCR 1325.³⁴ The "Gender Education and Training

Package for Nations” used in military and GENAD education is jointly developed by NCGM and NATO’s HQ SACT.³⁵

NCGM offers five education courses and seminars on gender. Two of these aim to incorporate a gender perspective into military operations and familiarize leaders of different ranks with the gender perspective. One is a two-day course for senior leaders, such as flag officers and ambassadors, which is designed to familiarize them with a strategic-level gender perspective. The other is a three-day course to familiarize commanding officers at the operational and tactical levels (commanding officers and civilians in equivalent roles) with a gender perspective. Both courses introduce participants to the use of gender-disaggregated data analysis (gender analysis) for planning and executing military activities.

The other three courses consist of the gender trainers training course, the training course for military GENADs from NATO member countries, and the training course for military GFPs from NATO member countries.

Conclusion

The implementation of UNSCR 1325 by the military should be a component of any military doctrine, which NATO is sensitive to and addressing with care. The gender mainstreaming trend in the military is irreversible, and in this regard, the resolution is serving as a tool to strategically integrate female personnel into the military.

¹ This article is based on Iwata Eiko, “Josei gunjin no senryakuteki katsuyo: kokuren anpori ketsugi dai 1325 go no hatashita yakuwari [Strategic Integration of Female Personnel: The Role Played by United Nations Security Council Resolution 1325],” *Senryaku Kenkyu* [Journal of Strategic Studies], No. 32, March 2023, with new information added and edits made for *NIDS Commentary*.

² Report of the Secretary-General on Women, Peace and Security (S/2002/1154), October 16, 2002, https://documents-dds-ny.un.org/doc/UNDOC/GEN/N02/634/68/PDF/N02634_68.pdf?OpenElement. Accessed August 21, 2023.

³ The ESDP is the EU’s framework for security and was renamed the Common Security and Defence Policy (CSDP) pursuant to the Treaty of Lisbon that entered into force in 2009. The EU’s peacekeeping and humanitarian assistance activities in conflict areas and other places have been carried out under ESDP and are referred to as ESDP missions.

⁴ Olsson, Louise and Johan, Tejpar eds., 2009, *Operational Effectiveness and UN Resolution 1325-Practices and Lessons from Afghanistan*, Swedish Defense Research Agency, p. 106.

https://www.peacewomen.org/sites/default/files/1325_PracticeLessonsAfghanistan_SDRA_May2009_0.pdf. Accessed August 21, 2023.

⁵ NATO, HQ SACT Office of the Gender Advisor. <https://www.act.nato.int/about/gender-advisor/>; NATO, Supreme Allied Commander Transformation (SACT). https://www.nato.int/cps/en/natohq/topics_50114.htm. Accessed August 21, 2023.

⁶ The NAC is NATO’s decision-making body within NATO that discusses issues concerning all aspects of the alliance and consists of representatives of 30 member countries (the chair is the NATO Secretary General). Meetings are held at the level of heads of state, foreign ministers, defense ministers, and permanent representatives, depending on the level of the deliberations. European Policy Division, European Affairs Bureau, Ministry of Foreign Affairs of Japan, “NATO gaiyo [NATO Overview],” July 2023. <https://www.mofa.go.jp/mofaj/files/100156880.pdf>. Accessed August 21, 2023.

⁷ The EAPC is a multilateral forum between NATO member countries and other countries, including non-NATO member countries in Europe, Russia, Sweden, and Serbia. Ibid.

- ⁸ NATO, HQ SACT Office of the Gender Advisor. <https://www.act.nato.int/about/gender-advisor/>. Accessed August 21, 2023.
- ⁹ Ibid.
- ¹⁰ Ibid.
- ¹¹ Ibid.
- ¹² Bi-SC Directive 40-1, September 24, 2009. https://www.nato.int/nato_static/assets/pdf/pdf_2009_09/20090924_Bi-SC_DIRECTIVE_40-1.pdf. Accessed August 21, 2023.
- ¹³ Bi-SC Directive 40-1, 1-2. Background, 2012, p. 4. https://www.nato.int/issues/women_nato/2012/20120808_NU_Bi-SCD_40-11.pdf. Accessed August 21, 2023.
- ¹⁴ Ibid.
- ¹⁵ Bi-SC Directive 40-1, 2017. https://www.nato.int/issues/women_nato/2017/bi-scd_40-1_2rev.pdf. Accessed August 21, 2023.
- ¹⁶ MCM-0009-2015 Military Guidelines on the Prevention of, and Response to, Conflict-related Sexual and Gender-based Violence, Background. https://www.nato.int/issues/women_nato/2015/MCM-0009-2015_ENG_PDP.pdf. Accessed August 21, 2023.
- ¹⁷ Bi-SC Directive 40-1, 5-5. Standards of Behaviour, 2017, p. 21. https://www.nato.int/issues/women_nato/2017/bi-scd_40-1_2rev.pdf. Accessed August 21, 2023.
- ¹⁸ Bi-SC Directive 40-1, Chapter 2 – Gender Advisory Structure, pp. 8-9. https://www.nato.int/issues/women_nato/2017/bi-scd_40-1_2rev.pdf. Accessed August 21, 2023; Bi-SC Directive 40-1, Gender Advisor and Gender Focal Point Functions and Training, pp. B1-B3. https://www.nato.int/issues/women_nato/2017/bi-scd_40-1_2rev.pdf. Accessed August 21, 2023.
- ¹⁹ Ibid.
- ²⁰ Ibid.
- ²¹ Bi-SC Directive 40-1, 2021. <https://www.natolibguides.info/women/documents#s-lg-box-14980582>. Accessed August 21, 2023.
- ²² Ibid.
- ²³ Ibid., p. 9.
- ²⁴ Ibid.
- ²⁵ After the Special Representative for WPS position was established in 2012 for the implementation of UNSCR 1325, Ms. Mari Skåre from Norway served in this role from 2012 to 2014, Ambassador Mariët Schuurman from the Netherlands from 2014 to 2017, and Ms. Clare Hutchinson from the United Kingdom from 2018 to the end of October 2021.
- ²⁶ Bi-SC Directive 40-1, 2021, p. 9. <https://www.natolibguides.info/women/documents#s-lg-box-14980582>. Accessed August 21, 2023.
- ²⁷ Ibid.
- ²⁸ Figure 1: NATO Gender COI and Advisory Structure, Bi-SC Directive 40-1, p. 9. https://www.act.nato.int/application/files/3916/3842/6627/Bi-SCD_040-001.pdf. Accessed August 21, 2023; Bi-SC Directive 40-1, Chapter 2 – Gender Advisory Structure, pp. 8-10. https://www.act.nato.int/application/files/3916/3842/6627/Bi-SCD_040-001.pdf; NATO, HQ SACT Office of the Gender Advisor. <https://www.act.nato.int/gender-advisor>. Accessed August 21, 2023.
- ²⁹ Ibid.
- ³⁰ NATO, "NATO Secretary General's new Special Representative for Women, Peace and Security appointed," November 11, 2021. https://www.nato.int/cps/en/natohq/news_188472.htm?selectedLocale=en. Accessed January 13, 2023.
- ³¹ Figure 1: NATO Gender COI and Advisory Structure, Bi-SC Directive 40-1, p. 9. https://www.act.nato.int/application/files/3916/3842/6627/Bi-SCD_040-001.pdf. Accessed August 21, 2023; Bi-SC Directive 40-1, Chapter 2 – Gender Advisory Structure, pp. 8-10. https://www.act.nato.int/application/files/3916/3842/6627/Bi-SCD_040-001.pdf; NATO, HQ SACT Office of the Gender Advisor. <https://www.act.nato.int/about/gender-advisor/>. Accessed August 21, 2023.
- ³² Ibid.
- ³³ Regarding NCGM's and HQ SACT's education and training that incorporates gender perspectives, the following three sources were referenced. NATO, HQ SACT Office of the Gender Advisor, Gender Education & Training Package for Nations. <https://www.act.nato.int/gender-advisor>. Accessed January 13, 2023; Jody M Prescott, Moving from Gender Analysis to Risk Analysis of Failing to Consider Gender, *The RUSI Journal* 2020, pp. 1-17; Jody M Prescott, Gender Blindness in US Doctrine, *Parameters Winter*, Vol. 50, No. 4, 2020, pp. 21-32. <https://press.armywarcollege.edu/parameters/vol50/iss4/4>. Accessed August 21, 2023.
- ³⁴ Ibid.
- ³⁵ Ibid.

PROFILE

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