

Trends in the Militaries of Western Advanced Countries (Part 6)

—The Implications of WPS Implementation for Militaries

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Introduction

Gender mainstreaming is a concept in which women become self-empowered and active actors on their own, and refers to the empowerment of women in all fields and at all levels. At the same time, gender mainstreaming can also be described as a norm that has been developed based on “respect for human rights,” as set forth in the Charter of the United Nations, which emerged from movements to gain women’s rights and improve the status of women led by the UN Economic and Social Council (ECOSOC). This kind of gender mainstreaming began to take shape with the adoption of UN Security Council Resolution 1325 (Women, Peace and Security (WPS)) by the UN Security Council on October 31, 2000.

Meanwhile, gender mainstreaming in the military can be simply described as applying the gender perspective, gender analysis, or gender lens to all activities and operations by the military whether in peacetime, wartime, or contingency operations. Military activities and operations include everything from how military personnel behave in peacetime to the operations planning process in wartime, along with crisis response or Military Operations Other Than War (MOOTW)¹, which are known as the “gray-zone.” Applying the gender perspective, gender analysis, or gender lens to shifts in operational environments, such as the encroachment in recent years of areas for military activities into regions where people live and civil society, increasingly ensures the safety of women, girls, infants, and the elderly, who are the most vulnerable groups during conflicts.

Among organizations and individuals, slight differences exist in the notation and details of the gender perspective, gender analysis, and gender lens. These differences are connected with who is conducting the analysis, and for what purpose. However, the gender perspective, gender analysis, and gender lens all concur in that they acknowledge that men and women are impacted in different ways. They are analytical methods used in various spheres, such as politics, the police and military, and industry.

By summarizing the discussions on gender mainstreaming in the military from NIDS Commentary Nos. 270, 272, 273, 276, and 278, this article will explore WPS implementation in militaries and the significance of its

promotion².

Overview of WPS Implementation by the Australian Defence Force, United States Armed Forces (USF), UK Armed Forces, and NATO

WPS in the Australian Defence Force (ADF), the United States Armed Forces (USF), the UK Armed Forces (UKAF), and the North Atlantic Treaty Organization (NATO), a regional and international organization formed of multiple nations and states, is outlined on the following pages based on NIDS Commentary Nos. 270, 272, 273, 276, and 278.

	Guiding law	Performance plan	Doctrines	Lessons learned by own military	Capacity building	GENAD/GFP job positions	Linking with DM
ADF	×	✓	✓	✓	✓	×	partial
USF	✓	✓	✓	✓	✓	×	✓
BAF	×	✓	✓	✓	✓	×	✓
NATO	×	✓	✓	✓	✓	×	✓

(Created by author)

The United States is the only one of the four to have enacted a guiding law (WPS Act) for WPS implementation. However, while not listed in the table, all apart from NATO are responsible for regularly reporting on the progress of WPS implementation to their respective legislatures.

The ADF, USF, UKAF, and NATO all share a commitment toward plans, military doctrines, education and training for their own military personnel, and external capacity building support in the form of capacity building for applying the gender perspective, gender analysis, or gender lens through WPS implementation.

On one hand, gender advisors (GENADs), whose role is to provide appropriate guidance and advice for military training and field operations, and gender focal points (GFPs), whose role is to gather information and serve as a point of consultation, have not been established as job positions by any of the organizations. However, all four share the recognition that the deployment of GENADs and GFPs will lead to the application of the gender perspective, gender analysis, or gender lens within the military through WPS. In the armed forces of NATO member states, GFPs are deployed not only in PKO and peacebuilding, but in all divisions, including in militaries during peacetime. This is done to create a network of GFPs.

On the other hand, the USF and UKAF have clearly mentioned the introduction of diversity management (DM) that encompasses equal opportunities to diversity to implement human resource management that

links WPS with personnel management measures for employing more diverse personnel, including women, in the military as a way of enhancing organizational strength. With respect to the ADF, while no mention of using DM to implement a diversity-inclusive human resource management approach in conjunction with WPS could be found in the published materials, the materials do show that WPS is becoming codified in all military activities. The context behind making use of DM to diversify human resources, including bringing in women, is that militaries are falling behind in the struggle to attract younger members of the workforce, whose numbers are decreasing due to declining birth rates. At the same time, women are also being deployed in more diverse military missions in response to diversifying strategic environments using WPS as a tool. NATO has been actively making use of female military personnel in this way. Meanwhile, the ADF, USF, and UKAF are also working on measures to deploy female military personnel in more diverse missions in response to diversifying strategic environments.

It should be noted that the ADF, USF, UKAF, and NATO all share the recognition that while WPS implementation does not make their armed forces stronger, its performance has a certain significance in respect of military activities.

The Implications of WPS Implementation for the ADF, USF, UKAF, and NATO

1. From the idea of a tolerance limit to the concept of improved operational effectiveness and DM

The entire UN, including the Security Council and the Secretary General, requires militaries for WPS implementation. In response, NATO, while not initially taking a proactive stance, has worked closely with the Swedish Armed Forces' Swedish Armed Forces International Centre (SWEDINT) to make strategic use of female military personnel in MOOTW using WPS as a tool, thereby attaching significance to the idea that making use of female military personnel improves operational effectiveness. The role of WPS as a tool has been reconfigured to focus on the human rights (gaining women's rights and improving the status of women) of women and girls vulnerable in MOOTW, which not only encompass multidimensional PKO, including patrolling, stability operations, conflict prevention, and peacebuilding, but also humanitarian assistance and disaster relief operations (HA/DR), as well as civil defense. Appearing in reports by SWEDINT from around 2009, the concept of improved operational effectiveness posits that incorporating and expanding the application of the gender perspective contributes to military activities³. This has brought about a shift in direction in respect of making use of female military personnel in MOOTW: from the idea of a tolerance limit in which some disadvantages arising from the participation of female military personnel are inevitable, to the concept of improved operational effectiveness, which argues that female military personnel are vital to MOOTW missions, and this has become a theoretical pillar in the active use of female military personnel specifically in MOOTW using WPS as a tool.

In other words, Resolution 1325 was only implemented in militaries due to necessity and utility in

operations, whether military or otherwise; that is, such implementation would be effective in operations in which the military would participate.

On the other hand, the concept of improved operational effectiveness is tied to DM-based human resource management, such as the UKAF and USF recruiting and encouraging the participation of recruits that excel in testing, regardless of gender. These developments are firmly connected with “diversity” in the UKAF in particular, and have been adopted as a core code not only in the Army, but across the entire UK armed forces. Moreover, between 2015 and 2018, policies including abolishing measures that exclude female military personnel from close combat on land and opening up all job categories to female military personnel were put in place by the USF, UKAF, and ADF.

2. Going beyond the concept of improved operational effectiveness

Based on the concept of improved operational effectiveness, an idea has been developed positing that WPS cannot be achieved without cooperation with civilian nongovernmental organizations (NGOs), including working together with NGOs in taking various measures to manage increasingly complex conflicts. In respect of such cooperation with civilian NGOs, the ADF, USF, UKAF, and NATO began to incorporate into military doctrine the acknowledgment that as present-day conflicts are extending into the areas where people live, there is a need for militaries to support activities that protect the security of individuals in vulnerable situations, on top of providing conventional collective security. This started in around 2019.

In particular, the UKAF announced *Human security in military operations (Joint Service Publication (JSP) 1325)* in January 2019⁴, followed by a newly revised edition of JSP 1325 published in December 2021 as *Human security in Defence (JSP 985)*, etc.⁵, which indicates the recognition that human security has become a significant matter alongside conventional collective security.

Meanwhile, after it was noted by the USF in respect of WPS implementation that human security does not complement traditional national security, but rather, that the two run side by side, the United States Army’s Peacekeeping and Stability Operations Institute (PKSOI) began to consider applying the gender perspective, gender analysis, or gender lens and leveraging this in intelligence gathering and analysis as a way of addressing risks to U.S. military personnel working in areas of operations⁶.

On the other hand, while incorporation of the gender perspective has not been explicitly mentioned, the *Memorandum on Improving Civilian Harm Mitigation and Response* was released⁷ on January 27, 2022, signed by the Secretary of Defense, which clearly laid out the directive to senior officials in the Department of Defense and high-ranking military officers, including the Deputy Secretary of Defense, the Under Secretary of Defense, the Assistant Secretary of Defense, the Assistant to the Secretary of Defense, the Joint Chiefs of Staff, the Chief of Staff of the U.S. Army, the Chief of Naval Operations, and the Chief of Staff of the U.S. Air Force, giving them 90 days to work on reducing civilian harm by implementing methods and the like for analyzing the degree of risk of civilian harm from military activities and attacks. This was aimed at ensuring the implementation of several military doctrines related to the protection of civilians harmed in conflict⁸, and its methodology was similar to the “data on gender discrimination” analysis introduced by

the ADF and the Nordic Centre for Gender in Military Operations (NCGM). The “data on gender discrimination” analysis introduced by the ADF and NCGM aims to identify the secondary and tertiary effects on communities in a specific area as a result of setting targeted attacks (targeting) on that area, and through this, protect the women and girls most vulnerable to such attacks. While the United States Department of Defense uses the more general term “civilian” over “combatant,” this memorandum indicates that the protection of vulnerable women and girls in conflict zones will be further enhanced in the same way as the “data on gender discrimination” analysis introduced by the ADF and NCGM.

The incorporation of gender analysis is being leveraged as a tool both for aiding U.S. military personnel in avoiding danger in areas of operations, as well as providing situational awareness in those areas. The importance of the gender perspective and gender analysis in intelligence gathering is being newly emphasized, in particular with the GFP of US AFRICOM recommending to NATO that J2 (intelligence) should apply the gender perspective and gender analysis in recognizing and analyzing situations⁹.

The USF and UKAF acknowledge the need to seriously consider cases where the military is directly involved in asymmetric warfare, civil-military cooperation, effective uses of civilian power, and other situations where attention should be given to the gender perspective, and an attitude of focusing on the environments where militaries operate, such as the encroachment of military activities onto the societies in which people live, will surely lead to the future establishment of military doctrines in which human security is incorporated.

Conclusion

To conclude, the author will reiterate the implications of WPS implementation for militaries and the significance of its promotion. WPS in the ADF, USF, UKAF, and NATO involves applying the gender perspective, gender analysis, or gender lens to all activities in any situation, whether in peacetime, wartime, or the gray-zone.

On one hand, the ideas on which WPS implementation is based, which have evolved from the idea of a tolerance limit to the concept of improved operational effectiveness, as well as DM, are now going even further, with emphasis beginning to be placed on using WPS as a tool to aid military personnel in avoiding risk in areas of operations.

On the other hand, a concept of human security that complements and runs side by side with national security is also beginning to develop due to WPS implementation. This also shows potential as a new security concept that will function with WPS at its core.

To summarize, WPS implementation is now an irreversible trend, and its performance and promotion will open up new horizons for the militaries of Western democracies.

¹ The latest NATO Joint Doctrine defines Military Operations Other Than War (MOOTW) as a “crisis response” (NATO Standard Office, 1.66 Crisis response, *NATO Standard AJP-3 Allied Joint Doctrine For the Conduct of Operations Edition C Version 1*, February 2019, pp. 1-27; NATO Standard Office, 2.40 Security, *NATO Standard AJP-01 Allied Doctrine*, 20200728, pp.2-19). On the other hand, since the term “MOOTW” is currently still in use, this article also uses “MOOTW.”

² This article was written based on the discussions on “gender mainstreaming in the military” from NIDS Commentary Nos. 270, 272, 273, 276, and 278. Please be aware that repeated content will not be indicated individually in the footnotes.

³ Louise Olsson and Tejpar Johan, eds., *Operational Effectiveness and UN Resolution 1325-Practices and Lessons from Afghanistan*, Swedish Defense Research Agency, 2009.

https://www.peacewomen.org/sites/default/files/1325_PracticeLessonsAfghanistan_SDR_A_May2009_0.pdf. Accessed on October 4 2023.

⁴ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/770919/JSP_1325_Part_1_2019_O.PDF. Accessed January 7, 2022.; https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/770922/JSP1325_Part2.pdf. Accessed January 7, 2022.

⁵ <https://www.gov.uk/government/publications/human-security-in-military-operations-jsp-1325> Accessed January 24, 2022.;

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1040257/20211209_JSP_985_Vol_1.pdf. Accessed August 31, 2023.

⁶ <https://pksoi.armywarcollege.edu/index.php/human-security-in-u-s-military-operations-a-primer-for-dod/>. Accessed January 21, 2022.

⁷ Secretary of Defense, *Memorandum for Secretary of the Military Departments, Chairman of the Joint Chiefs of Staff, Under Secretaries of Defense, Commanders of the Combatant Commands, General Counsel of the Department of Defense, Director of Cost Assessment and Program Evaluation, Assistant to the Secretary of Defense for Public Affairs, Deputy Under Secretary of Defense for policy: Improving Civilian Harm Mitigation and Response*.

<https://media.defense.gov/2022/Jan/27/2002928875/-1/-1/1/DEPARTMENT%20OF%20DEFENSE%20RELEASES%20MEMORANDUM%20ON%20IMPROVING%20CIVILIAN%20HARM%20MITIGATION%20AND%20RESPONSE.PDF> Accessed January 31, 2022.; US DoD, *Immediate Release Department of Defense Releases Memorandum on Improving Civilian Harm Mitigation and Response*.

<https://www.defense.gov/News/Releases/Release/Article/2914764/department-of-defense-releases-memorandum-on-improving-civilian-harm-mitigation/> Accessed January 31, 2022.

⁸ *Ibid.*

⁹ The GFP of U.S. Africa Command recommended to NATO that J2 apply the gender perspective and gender analysis in recognizing and analyzing situations. https://www.nato.int/nato_static_fl2014/assets/pdf/2023/7/pdf/2307170-ims-Intelligence.pdf Accessed September 7, 2023.

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