

Gender

Makes Sense

A way to Improve your Mission



2013

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A Way to Improve Your Mission

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Second Edition

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This publication represents the views and opinions of the CCOE, as an independent organization and a subject matter expert in its domain. Drafts of this publication have been peer-reviewed by military and civilian experts from different organizations, governments and universities worldwide.

The author would like to thank the peer-group for their valuable contributions. A special thanks goes out to the Nordic Centre for Gender in Military Operations (NCGM) and Mr Allard-Jan ten Berge for their excellent work reviewing this publication.

Abstract

To provide CIMIC personnel with a useful tool on how to integrate a gender perspective into their work, the core of this publication consists of a 'gender analysis' framework. Also several practical examples are given on how to implement a gender perspective in a successful way. If pressed for time, turn directly to chapter 5 for more information. You can also find an easy to use version of the gender analysis framework in annex C of this publication.

The main objective of this publication is to provide an understanding of what gender and gender perspective is (**key question 1**), and to demonstrate why this is a key component in achieving sustained success of military operations (**key question 2**). Furthermore, the publication demonstrates the relationship between Civil-Military Cooperation (CIMIC) and a gender perspective in military operations (**key question 3**).

The first key question explains what gender and a gender perspective is. One of the aims of this publication therefore is to provide the different definitions related to gender in military operations. Although different civil and military organisations are using different definitions it is crucial to have a basic understanding of gender, especially for CIMIC personnel who often liaise with these different organisations. By definition, gender refers to the social attributes associated with being male and female, learned through socialisation. It is stressed that gender does not only focus on women in mission areas and it should not only be implemented or dealt with by female personnel. The publication therefore makes clear that having a gender perspective should be an integral part of military activities. This will support the military commander and the mission and provides a contribution to an enhanced situational awareness.

Secondly, this publication informs about the gender advisory functions embedded throughout different organisations to ensure gender mainstreaming in missions, activities, policies and programmes. As an answer to the second and third question the publication therefore focuses on the benefits for the military mission when integrating a gender perspective. A gender perspective should not be limited to the protection and participation of women. In conflicts, women, elderly people and children are often the ones that suffer severely and are often sidelined as victims, thereby identifying them as parties in need of support and not as a potential valuable contributor to the society. Furthermore the author stresses that the male side of the gender equation should not be forgotten. It is demonstrated that one of the large challenges we will face is to educate male leaders to understand the importance of gender and diversity in operations and in the role that gender can play towards reconciliation and transition.

The publication emphasizes that for CIMIC personnel including a gender perspective is a method to cover all aspects of CIMIC activities, both on tactical and operational levels, and leads to a much better performance of CIMIC tasks. Whatever the tasks are, there is no single formula on how to deal with them. As a result, it is demonstrated that the current CIMIC tasks in modern conflicts are diverse and complicated. The author concludes that the best advice to commanders is based on a good assessment, clear communication, dialogue and proper exchange of information and knowledge with the military as well as civilian counterparts, both men and women.

Preface

The support of societies in their movement from conflict to peace is a very demanding and complex challenge. As civil entities might have a head-start when compared to military entities, it is nevertheless absolutely necessary that military forces are able, willing and keen to participate. For instance, while responding to complex disasters, whether they stem from humanitarian, technological or natural causes, soldiers of the international armed forces are confronted with a large array of civilian actors. These include host national civil actors such as key leaders or local contractors and international civilian organizations such as UN agencies or NGOs.

The NATO accredited Civil-Military Cooperation Centre of Excellence (CCOE) is the acknowledged body for conceptual, doctrinal and educational expertise on the aforementioned civil-military interface. In short, Civil-Military Cooperation (CIMIC) is the military function through which a commander links to civil actors active in a theatre of operations. CIMIC is therefore both a function and a capability. As a result, there are soldiers in most Alliance Forces specifically trained and employed in CIMIC. At the same time, most soldiers on most operations conduct some CIMIC business in their day to day operations.

When deployed, military personnel are confronted with a wide array of factors influencing their mission. It is the aim of the CCOE to identify the main issues that are relevant and important to the soldier that has to deal with the civil-military interface on the strategic, operational and the tactical level, and which the military forces need to understand and imply in their planning to lend the support needed for the successful conduct of a military mission. The provision of relevant information about complex situations which cannot be solved by the military alone is one of CCOE's today's challenges. Therefore the CCOE is gathering and sharing knowledge about the impact of a broad range of issues the military is likely to encounter when working on CIMIC. Amongst other things the CCOE is looking at how culture influences the interaction between military and the wide variety of civil actors. The CCOE acknowledges that it is essential for a soldier dealing with civil-military interaction to be able to cope with culture.

Resulting from the aforementioned ambition to provide a solid basis for the development, delivery, and exchange of innovative advice and subject matter expertise on CIMIC for both civilian and military customers, it is part of the CCOE's program to publish tactical guidance series for the cross-cutting elements of civil-military interaction, if not covered in other publications or doctrines. This is done by publishing a 'CCOE Messenger', short research publications and most prominently a series of publications called 'Makes Sense'. The start has been made with a first edition of the 'Gender Makes Sense' publication, followed by an 'Ecosystems Assessment Makes Sense', 'Good Governance Makes Sense' and a 'Rule of Law Makes Sense' publication.

This specific publication will centre on the influence that a gender perspective has on a military mission. The tools and examples outlined in this booklet will support concerted action by the military, civil actors, and the host nation's society, focusing on the improvement of a gender perspective within any given mission area. This publication is therefore based on a comprehensive perspective on gender. In the end, the operational relevance of this booklet lies in the understanding that a gender perspective is crucial in order to improve the effectiveness of a military mission.

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Foreword



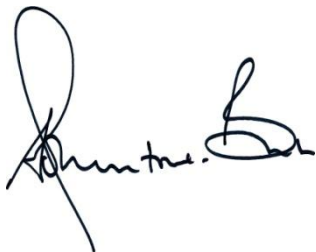
It is an enormous pleasure to introduce the NATO Civil-Military Co-operation Centre of Excellence's (CCOE) second edition of "*Gender makes Sense*"; a publication that will both support you in improving your mission and enhance NATO's gender awareness. Furthermore, "*Gender makes Sense*" emphasises the importance of integrating a gender perspective at all decision-making levels.

Over the past 10 years, deployed Civil-Military Co-operation (CIMIC) teams have become an indispensable part of operations. By interacting with all the parties involved, they have been able to make a particularly valuable assessment of the local political-military context, and thereby support the commander in achieving mission success more effectively. Additionally, the importance and value of integrating a gender perspective into operations has been a valuable Lesson Learned as highlighted by ISAF and KFOR commanders' testimonies.

The Supreme Allied Commander Transformation (SACT) has developed specific gender curricula for predeployed personnel, Gender Advisers, Gender Field Advisers and Gender Focal Points. However, as highlighted in "*Gender makes Sense*", gender is a cross-cutting theme and SACT recommends that a gender perspective is also introduced into the curricula of all NATO and National Education and Training Facilities, Centres of Excellence, and Partnership Education and Training Centres.

The NATO CCOE has been the first to understand the additional value of incorporating a gender perspective in crises response operations, which has been triggered by the intense collaboration of CIMIC teams and Gender Advisers in the field. What has become increasingly evident is that integrating a gender perspective is not just one more thing to do. Instead, it is a new way of doing the same things that increases effectiveness.

This second edition of *“Gender makes Sense”* clearly supports the ACT mission of leading NATO’s transformation. We welcome this CCOE publication and wholeheartedly support the efforts of CCOE to integrate a gender perspective into our daily work.

A handwritten signature in black ink, appearing to read 'Tony Johnstone-Burt'. The signature is fluid and cursive, with a large loop at the beginning and a distinct end stroke.

Vice Admiral Tony Johnstone-Burt CB OBE
Chief of Staff Headquarters, Supreme Allied Commander Transformation

March 2013

List of Abbreviations

ACO	Allied Command Operations
ACT	Allied Command Transformation
ADL	Advanced Distributed Learning
AOR	Area of Responsibility
AOO	Area of Operations
CCOE	Civil-Military Cooperation Centre of Excellence
CEDAW	Committee on the Elimination of Discrimination against Women
CIMIC	Civil-Military Cooperation
CMi	Civil-Military Interaction
COPD	Comprehensive Operations Planning Directive
CPOE	Comprehensive Preparation of the Operational Environment
CSW	Commission on the Status of Women
DDR	Disarmament, Demobilisation and Reintegration
EIGE	European Institute for Gender Equality
EU	European Union
FCA	Full CIMIC Analysis
FET	Female Engagement Team
FRAGO	Fragmentation Order
GENAD	Gender Advisor
GFA	Gender Field Advisor
GFP	Gender Focal Point
HTT	Human Terrain Team
IANWGE	Inter-Agency Network on Women and Gender Equality
IC	International Community
ICA	Initial CIMIC Analysis
IO	International Organisation
ISAF	International Security Assistance Force
JOA	Joint Operations Area
KFOR	Kosovo Force
MDG	Millennium Development Goal
MET	Mixed Engagement Team
MOE	Measure of Effectiveness
MOP	Measure of Performance
NATO	North Atlantic Treaty Organisation
NCFWC	NATO CIMIC Field Worker Course
NCGM	Nordic Centre for Gender in Military operations
NCSWC	NATO CIMIC Staff Worker Course
NGO	Non-Governmental Organisation
OPLAN	Operation Plan
PRT	Provincial Reconstruction Team
PSYOPS	Psychological Operations
ROE	Rules of Engagement
SEA	Sexual Exploitation and Abuse
SSR	Security Sector Reform
TCA	Theatre Civil Assessment

TTP	Tactics Techniques and Procedures
UN	United Nations
UNSC	United Nations Security Council
UNSCR	United Nations Security Council Resolution

1 Introduction

1.1 What is the importance of gender?

For people living in areas of crisis and conflict, the support provided by the International Community (IC) is often greatly needed. The IC – for example consisting of military forces, international organisations (IOs) and non-governmental organisations (NGOs) – can support the host nation to provide and maintain security during conflict and post-conflict and can create opportunities for people to build a future when the crisis subsides.

The presence of the IC affects power structures in the area, entailing that the design of the international support has an direct impact on the future of the affected community. The issues at stake include questions about who will receive the IC's resources, who is invited to take part in negotiations and thereby recognized as an important player, who will give and receive information and what security threats are identified and given priority?

Making international support in areas of crises and conflict more effective and contributing to long-term stability and peace requires that all of the different groups, people from different ages, sexes, social status and ethnicities, in the affected area are heard and respected. This applies to all stages of the operation: – pre-deployment, deployment and transition. “Experience shows that women are more likely to become marginalised and overlooked in peace-building and security issues”.¹ They often lack access to the formal decision-making processes, regardless of their social standing and, as a result the analysis of the security situation, the overview of local needs and the required measures could become unbalanced. If international actors are unaware of the social, unequal, dimensions on the ground, they are at risk of providing support, security and development, only to parts of the population furthering the discrimination of other groups (like women).

Textbox 1: Former UN Secretary General Kofi Annan:

“We can no longer afford to minimize or ignore the contributions of women and girls to all stages of conflict resolution, peacemaking, peace-building, peacekeeping and reconstruction processes. Sustainable peace will not be achieved without the full and equal participation of women and men.”

UN Report on Women, Peace and Security (2002).

¹ Gender Force Sweden (2007), *Good and Bad examples* p.2

The United Nations Security Council (UNSC) specifically addressed this problem in 2000 by adopting Resolution 1325 on women, peace and security. It calls on Member States and all actors in a conflict to involve women in the entire process of re-establishing peace and stability, to protect women's rights and to take account of their specific needs in conflict and post-conflict situations.

Even though a lot of the legal and policy framework like Resolution 1325 is based on the participation and protection of women it is important not to forget the male side of the gender equation. Sometimes gender can be seen as 'a women's thing' or 'women helping women' but it is not. Having a gender perspective should focus on looking at a society with a better lens; actually looking deeper, below the surface.

For international military forces it is not only compulsory within different mandates to ensure the protection and participation of the entire population, it is also beneficial to their mission effectiveness. In order to achieve a comprehensive approach towards gender mainstreaming there is a real need for cooperation with the domestic institutions and organisations as well as between the different actors that operate in that arena. CIMIC can play an important role here, as it has as its core functions civil-military liaison, support to the force and support to civil actors and their environment.²

1.2 Methodology

The aim of this publication is:

- To create a common understanding of a gender perspective from an operational and tactical level point of view in order to be more successful in military operations (see annex A for the different levels of responsibility);
- To encourage the military stakeholders to become more knowledgeable on what it means to incorporate a gender perspective;
- To provide our civilian partners with awareness regarding the military approach towards gender perspective;
- To provide CIMIC personnel with a useful tool to improve their day-to-day work.

Our primary target audience are staff- and field workers operating within the field of civil-military dimensions on the operational and tactical level in different military operations, including UN, EU and NATO missions.

² NATO, *Allied Joint Publication 3.4.9; Allied Joint Doctrine for Civil-Military Cooperation*, Chapter 2 par. 0204

This publication will answer the following three questions:

- 1. What is gender and gender perspective?**
- 2. How can a gender perspective improve your mission?**
- 3. What is the relationship between CIMIC and gender?**

These questions will be answered in the following chapters. Chapter 2 looks into the definition of gender, different gender terms and gender advisory functions. Chapter 3 gives an insight into the legal framework relevant to gender, especially UN Security Council Resolution (UNSCR) 1325. Chapter 4 deals with the gender focused or gender related activities of three major international organisations: UN, NATO and EU. Chapter 5 explains the term comprehensive approach and the positive effects of integrating a gender perspective while executing CIMIC activities. Chapter 6 sets out to explain important aspects of including a gender perspective at the tactical and operational level. This publication will conclude with a summary, followed by a set of explicit recommendations.

2 What is gender?

2.1 Gender definitions

There are different definitions for the term gender within several civil and military organisations, like UN, NATO, EU, NGO's etc. It is crucial to have a basic understanding of some of the key definitions, especially for CIMIC personnel who often liaise with these different organisations.

The Nordic Centre for Gender in Military operations (NCGM) has concluded some of the definitions. These definitions are in line with the definitions described in NATO's BI-SC Directive 40-1, dated 8 August 2012, which are recommended to be used in all NATO military context. For this publication we have chosen the following definitions to be explained;

“Sex defines the biological differences between men and women. These characteristics are congenital and their differences are limited to physiological reproductive functions”.³

“Gender refers to the social attributes associated with being male and female learned through socialisation and determines a person's position and value in a given context. This means also the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialisation processes. Notably, gender does not equate to woman”.⁴

³ NCGM (2012) *Gender definitions concluded*

⁴ NATO (2012), *Bi-SC Directive 40-1-Revision1*, P5

Textbox 2: Gender roles change at work and home; research from the Families and Work Institute America, 2009

"Decades after women flooded into the workforce, new gender roles show up in the home as well as the office. Young men and women alike are challenging traditional gender roles and expecting to share in paid work as well as tending the household and children, according to the benchmark survey of 3,500 Americans".

"The most striking finding is that women under 29 years old are just as likely as men to want jobs with more responsibility, for the first time in the survey's history. About two-thirds of each group wants more responsibility. In 1992, the survey found 80 percent of men under 29 wanted jobs with more responsibility, versus 72 percent of young women. The desire for more responsibility decreased for both genders in the 1997 survey, (to 61 percent for men and 54 percent for women) and then went up in 2002 to 66 percent for men and 56 percent for women. When young women who didn't want more responsibility were asked why in 2008, 31 percent cited increased job pressure, 19 percent already have a high-level job and 15 percent expressed concern about having enough flexibility to manage work and home".

"The second trend researchers highlighted is that in the 2008 survey, young mothers wanted more job responsibility than their peers who had no children. Looking at women under 29 in 1992, 78 percent of childless women versus 60 percent of mothers wanted more responsibility. That flip-flopped in 2008, with only 66 percent of child-free woman and 69 percent of young mothers wanting higher-responsibility jobs. "In comparing 1992 with 2008, two emerging trends are striking: among Millennials (under 29 years old), women are just as likely as men to want jobs with greater responsibility," the report said. "Today, there is no difference between young women with and without children in their desire to move to jobs with more responsibility. Taken together, these two trends suggest that Millennial women are on a similar footing with their male colleagues when it comes to career ambitions and expectation," the report said".

"Also for the first time in the survey's history, in 2008 roughly the same percentage of men and women believed in traditional gender roles. About 42 percent of men and 39 percent of women agreed with the statement that it's better for everyone "if the man earns the money and the woman takes care of the home and children." That's down from 74 percent of men and 52 percent of women who supported traditional gender roles in 1977".

"You'll notice that more men than women have shifted their views on gender roles between 1977 and 2008. Men in dual-earning households changed their attitudes the most, with only 37 percent holding traditional views in 2008 versus 70 percent in 1977".

<http://workingmoms.about.com/od/workingmomsresearch/a/GenderRoles.htm>

“Gender mainstreaming is defined as a strategy to achieve gender equality by assessing the implications for women and men of any planned action, including legislation, policies and programmes in all areas and at all levels, in order to assure that the concerns and experiences of women and men are taken into account in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres. This will lead to that women and men benefit equally and inequality is not perpetuated. Gender mainstreaming in this context represents the process to recognise and incorporate the role gender plays in relation to various operational missions. Gender mainstreaming does not focus solely on women, but the benefits of mainstreaming practices recognise their disadvantaged position in various communities”.⁵

Textbox 3: Gender differences in perceptions of safety, experiences in Afghanistan

Gender roles put men and women at risk for different types of violence. For Afghan men ‘safety’ usually means ‘no more fighting’; for Afghan women it often means more Freedom of Movement (FoM), no harassment, no rape and more personal protection. In addition to this ‘safety’ for women, often left with responsibilities for homemaking and childcare, means better access to water resources, to the fields, to the market place and to health clinics but also the opportunity for their children to go to school.

“Gender analysis is defined as the systematic gathering and examination of information on gender differences and social relations in order to identify and understand inequities based on gender. It could also be understood as “methods used to understand the relationship between men and women in the context of the society”. An example would be when during military planning activities the different security concerns of women and men in the area of operation are assessed or power relations in the community are taken into account to ensure women and men have equal access to assistance where the military is engaged in supporting humanitarian assistance. Other examples would include understanding how customary conflict-resolution mechanisms affect women and men differently and how their social status may change as a result of war”.⁶

“Integration of a gender perspective is a way of assessing gender-based differences of women and men reflected in their social roles and interactions, in the distribution of power and the access to resources. The aim of this is to take into consideration the particular situation and needs for men and women, as well as how different activities have different

⁵ NATO (2012), Bi-SC Directive 40-1-Revision1, P5

⁶ Ibid

effects on them. More fundamentally, implementing a gender perspective is done by adapting action following a gender analysis".⁷
Ergo- it is a perspective, not an issue.

Textbox 4: Building a water well

In many countries there is a lack of clean potable water. To improve basic living conditions a water well can be built. It is important to include a gender perspective when building a water well, especially when it comes to location, beneficiaries, owners and sustainability of the well.

Often women are responsible for collecting the water and the trip to the water well can be used as a social event. In many countries this is one of the few moments women can go outside their house and meet each other without male supervision. Therefore they prefer to cross a certain distance to a well or have the well located in a certain area where men don't socialise.

"Gender equality refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same, but rather that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female".⁸

Textbox 5: Practical example of equality

If you order boots for your troops, and all the boots are size 45, they will fit some but not others. You are treating all the troops the same, but it is not equal treatment. Just because it's the same for everyone (boots size 45) doesn't mean it's the same for everyone in terms of benefits and effect.

"Sexual violence is when the perpetrator commits an act of a sexual nature against one or more persons or cause such person or persons to engage in an act of sexual nature by force, or by threat of force or coercion, such as that caused by fear of violence, duress, detention, psychological oppression or abuse of power, against such person or persons or another person, or by taking advantage of a coercive environment or such person's or persons' incapacity to give genuine consent".⁹

⁷ NATO (2012), Bi-SC Directive 40-1-Revision1, P5

⁸ Ibid

⁹ Ibid

Textbox 6: Documentary on rape in the Democratic Republic of Congo; *Weapon of War*

"The 2009 documentary 'Weapon of War' takes a harrowing journey to the heart of the rape crisis in the Democratic Republic of the Congo. The horror of this situation is compounded by a prevailing culture of impunity. These brutal atrocities destruct women, physically and psychologically, and have destructive implications for the entire society".

"Nowhere in the world reached sexual violence such a high scale and level of brutality as in Congo. During the decades of conflict possibly hundreds of thousands of women and girls were systematically raped".

"In *Weapon of War* military perpetrators unveil what lies behind this brutal behavior and the strategies of rape as a war crime. The film tells the story of a soldier and a former rebel that are both looking at rape in different ways".

"The ex-rebel explains how he forced women to have sex with him. The war had changed him into a wild animal. In an attempt to reconcile with his past, he decides to meet one of his victims. But faced with poverty, depression and trauma, starting a normal life again proves a difficult struggle - like it is for thousands of others that participated in Congo's bloody wars".

"The soldier is Captain Basima. He works as a priest in Congo's army. He has made it his mission to confront perpetrators of rape with the consequences of their crimes. Despite the resistance he meets from fellow-soldiers and militia, he is determined to change their behavior. Just like he did himself".

<http://www.weaponofwar.nl>

2.2 The male side of gender perspective

A gender perspective should not be limited to the protection and participation of women only. It is important not to forget the male side of the gender equation. Even in cases where so-called women's issues cannot be resolved without the proactive participation of men (e.g. domestic violence and reproductive health issues), analyses of how to effectively obtain the engagement of men are often lacking.

Textbox 7: Shaving beards

In 2005 the Iraqi government, together with the Coalition Forces, continued their recruiting program for the Iraqi Police Service. Before entering basic police training, Coalition soldiers, who assisted in the selection procedure, forced the recruits to shave off their beards and crop their hair. This western shaving tradition for law-enforcement agents was not well received, to say the least, and some young men even refused to do so.

The military failed to comprehend the implications of the loss of the beard for Iraqi male individuals. Many Muslims are very proud of their beard and consider it as a sign of their religion. Besides, clean shaven faces could very well be considered as 'working for the Americans'. As a consequence, the men would be regarded by many as traitors and generally the willingness to join the police service decreased.

The impact of war and fighting on men is a largely unaddressed gender issue. During times of conflict, men are rarely given the choice to be non-combatants or to flee a war zone. They are pushed by social expectations to "join up". Violence against men in times of war can be extreme and takes the form of not only physical but psychological violence as well. Men and boys are often forcibly conscripted and endure hardships and deprivation during the conflict. They face the prospect of death on both sides, from the enemy they are fighting and from their captors.

The particular norms of male society will, as with women, dictate how their gender is used against them in times of conflict and how their perception of security and insecurity are shaped. The traditional male role in many societies is dominated by four social functions; money, leadership, security, and procreation. Conflict and an economic collapse threaten all of these traditional functions; unemployment and economic hardship mean a man can no longer provide security for his family. Therefore unemployment and other hardships are associated with being not a good man and can lead to low self-esteem and a destructive behavior.

Understanding these roles can offer insights into the men's motivations and produce strategies to bring about a more stable peace. Offering opportunities to restore their roles at home can bring about stabilization to their lives and the lives of their families and societies. It is important to note that men may be reluctant to seek out what little help is offered to them. They may choose to bury their psychological wounds in stoicism and substance abuse. This may make offers of assistance seem unwanted or unneeded. It is important to consider this and ensure that assistance is offered in a culturally sensitive manner often with the utmost confidentiality.

When it comes to men's reintegration, it is important to be aware of the male side of the gender equation and how gender dimensions of violence and militarised masculinities may pose an obstacle.

Textbox 8: Part of the Guardian article; The Rape of Men, 2011

"Sexual violence is one of the most horrific weapons of war, an instrument of terror used against women. Yet huge numbers of men are also victims. In this harrowing article the stories of traumatized survivors reveal how male rape is endemic in many of the world's conflicts".

"The Story of Jean Paul:

Jean Paul was at university in Congo, studying electronic engineering, when his father – a wealthy businessman – was accused by the army of aiding the enemy and shot dead. Jean Paul fled in January 2009, only to be abducted by rebels. Along with six other men and six women he was marched to a forest in the Virunga National Park".

"Later that day, the rebels and their prisoners met up with their cohorts who were camped out in the woods. When the women were sent off to prepare food and coffee, 12 armed fighters surrounded the men. From his place on the ground, Jean Paul looked up to see the commander leaning over them. In his 50s, he was bald, fat and in military uniform. He wore a red bandana around his neck and had strings of leaves tied around his elbows".

"You are all spies," the commander said. "I will show you how we punish spies." He pointed to Jean Paul. "Remove your clothes and take a position like a Muslim man." Jean Paul thought he was joking. He shook his head and said: "I cannot do these things."

"The commander called a rebel over. Jean Paul could see that he was only about nine years old. He was told, "Beat this man and remove his clothes." The boy attacked him with his gun butt. Eventually, Jean Paul begged: "Okay, okay. I will take off my clothes." Once naked, two rebels held him in a kneeling position with his head pushed towards the earth".

"At this point, Jean Paul breaks off. The shaking in his lip more pronounced than ever, he lowers his head a little further and says: "I am sorry for the things I am going to say now." The commander put his left hand on the back of his skull and used his right to beat him on the backside "like a horse". Singing a witch doctor song, and with everybody watching, the commander then began. The moment he started, Jean Paul vomited".

"Eleven rebels waited in a queue and raped Jean Paul in turn. When he was too exhausted to hold himself up, the next attacker would wrap his arm under Jean Paul's hips and lift him by the stomach. He bled freely: "Many, many, many bleeding," he says, "I could feel it like water." Each of the male prisoners was raped 11 times that night and every night that followed".

"Today, despite his hospital treatment, Jean Paul still bleeds when he walks. Like many victims, the wounds are such that he's supposed to restrict his diet to soft foods such as bananas, which are expensive, and Jean Paul can only afford maize and millet. His brother keeps asking what's wrong with him. "I don't want to tell him," says Jean Paul. "I fear he will say: 'Now, my brother is not a man.'"

<http://www.guardian.co.uk/society/2011/jul/17/the-rape-of-men>

2.3 Internal and external gender perspectives

Beside a male and female focus, a gender perspective in operations should include an internal as well as an external focus. Externally, having a gender perspective improves the way we look at a society and therefore it enlarges our 'situational awareness'. This creates a better understanding of culture, local customs and values. It can improve access to and communication with the local population, local government and the IC. A proper gender analysis can be a force-multiplier and improve mission effectiveness. If conducted in the right way it should also include an internal focus, looking at our own internal procedures, policies, training means and assets.

Examples of this internal focus can be:

- Standards of Behaviour¹⁰;
 - Display high level of integrity, dignity and respect
 - Be aware of local laws, customs, culture and traditions
 - Adhere to Rules of Engagement (ROE)
 - Not abuse alcohol, use or traffic drugs
 - Not condone or participate in activities which support human trafficking, including prostitution
 - Be respectful of the local population

¹⁰ NATO (2012), Bi-SC Directive 40-1-Revision1, Annex B NATO's Standards of Behaviour

- Force composition;
 - Gender balance within the forces
 - Female engagement capacity¹¹
 - Number of female personnel on higher levels and command positions
- Gender perspective included in training, analysis, planning, reporting and evaluation (see chapter 6)

Textbox 9: Counterinsurgency and gender

“Engage the women, beware the children. Most insurgent fighters are men. But in traditional societies, women are hugely influential in forming the social networks that insurgents use for support. Co-opting neutral or friendly women, through targeted social and economic programs, builds networks of enlightened self-interest that eventually undermine the insurgents”.

“You need your own female counterinsurgents, including interagency people, to do this effectively. Win the women, and you own the family unit. Own the family, and you take a big step forward in mobilizing the population”.

Article 19 of: Twenty-eight articles; fundamentals of company-level counterinsurgency, by David Kilcullen

2.4 Gender advisory functions

Given that commanders and their staffs are not yet trained and skilled in planning and execution of operations with an integrated gender perspective, Gender Advisors (GENADs) and Gender Field Advisors (GFAs) are needed to ensure that gender is an integrated part of planning operations. GENAD and GFA positions are full-time positions that require adequate training, education and experience. The GENAD serves in a peacetime HQ and at strategic/operational levels, whereas the GFA is deployed at operational/tactical level.¹²

NATO strives to have trained and skilled GENADs and GFAs deployed to all NATO-led operations, as well as full- and part-time positions throughout the NATO Command Structure. Throughout the UN, EU and other organisations several gender advisory functions are embedded to also ensure gender mainstreaming within missions, activities, policies and programmes.

¹¹ Female engagement capacity; female members of Female Engagement Teams (FETs), Mixed Engagement Teams (METs), CIMIC teams, PSYOPS teams, Human Terrain Teams (HTTs) etc.

¹² NATO (2012), Bi-SC Directive 40-1-Revision1, Annex A; Gender Advisor and Gender Field Advisor Roles and Responsibilities

In descending order the following gender advisory functions can be found:

Gender Advisor (GENAD) operates on strategic and operational level and is a resource to the Commander. The GENAD is responsible for the overall implementation of a gender perspective into the planning, execution and evaluation processes of military operations. The GENAD monitors, coordinates and supports the deployed GFAs.¹³

Gender Field Advisor (GFA) operates on operational and tactical level to support the Commander's responsibility for the implementation of a gender perspective into operations. A GFA is tasked to conduct an introductory analysis of specific gender perspectives on identified target audiences, girls and boys as well as women and men, in the AOO.

The inclusion of both women's and men's perspectives will improve situational awareness which will increase own force protection and enhance the operational effectiveness. The Commander's intent with regard to the duties of the GFA and the execution of the military operation will be conducted in adherence with UNSC Resolutions and other relevant commitments and align with the operation's aim and objectives. Liaison with relevant UN and civilian actors, including the civil administrations, civilian local key actors and authorities should be established in order to promote trustworthy and sustainable relations with the entire composition of the local population.¹⁴

The GFA also designs, implements and executes gender training for the own forces.

¹³ SWEDINT Gender & Operational Effect. The Gender Advisor tasks in the Swedish Armed Forces

¹⁴ Ibid

Textbox 10: Local women's perspectives strengthen situational awareness of Swedish Provincial Reconstruction Team (PRT) in Mazar-e-Sharif, Afghanistan

"In 2009, an all-male rifle patrol within the Swedish PRT approached the PRT's GFA to learn why the patrol never saw Afghan women in public. The PRT commander was very interested in engaging 'the other half of the population' and an extensive system of GFPs in each military unit had increased awareness of gender issues across the PRT".

"Upon reviewing a map of their typical routes, the GFA identified that the soldiers were only travelling on large streets frequented by men. She suggested that they venture into smaller, less busy streets to find more women. The rifle patrol implemented the advice and complemented its patrol of major thoroughfares with strips into smaller streets and alleys. The patrol was pleased when it began to encounter local women. They were surprised when women approached their all male team, including a male interpreter, and wanted to speak".

"In one instance, several women approached the patrol and, after a brief conversation, invited them to meet their male family members at home. At the women's homes, the soldiers were introduced to the male family members. A conversation ensued over tea and the topic of 'what they each were looking forward to' came up. The women explained that they were looking forward to a large wedding that was going to take place in the town in two days. Several hundred relatives were going to descend on the town for the celebration. None of the men had shared this information".

"What difference did it make to incorporate a gender perspective?"

The women provided insights about this forthcoming event that was critical to enhancing the soldiers' situational awareness. When hundreds of people descended on the town 48 hours later, the PRT was expecting them. Additionally, the fact that male soldiers and interpreters could engage directly with local women helped not only to extend the range of possible engagements in their specific Area of Operations (AOO), but proved the fluidity of cultural norms around dialogue with women".

"What impact did the intervention have on operational security and effectiveness?"

The information from the women about a forthcoming major event in the town allowed the PRT time to create a plan for monitoring the flow of people and helped redirect mission assets and personnel. The details about the wedding also prevented a potential escalation of tensions when the international military presence was met with an unexpected wave of movement into the town. Without a benign explanation, personnel could interpret the movement as an insurgent tactic and violence could ensue which could lead to immediate security risks as well as longer term risks to the force from a resentful community".

NATO (2011); How can gender make a difference to security in operations - indicators

Gender Focal Point (GFP) imbedded in the different units on tactical level and within staff branches on every level, this is a well tried method to integrate a gender perspective into different branches and units. GFP's are appointed by their superiors and allocate approximately 5 – 10% of their working time to the task of implementing gender perspectives within their expertise.

Examples of GFP's tasks:

- Assist his/her unit in implementing procedures dealing with gender perspectives
- Collect lessons observed, identified and learned with regard to gender perspectives related to the operational work
- Stay in regular contact with the GFA/GENAD and report gender specific observations ¹⁵

All military personnel should include a gender perspective in their tasks and responsibilities. As gender is a cross-cutting theme, it affects all lines of operations. For CIMIC personnel implementing a gender perspective to their day-to-day work is vital for implementing any mandate. GENADs and GFAs should be consulted for advice on how to do this in the best possible way. Another tool to ensure a gender perspective in CIMIC activities is to have a GFP within the CIMIC staff and units.

¹⁵ SWEDINT Gender & Operational Effect. The Gender Advisor tasks in the Swedish Armed Forces

3 Gender framework

3.1 General

The documents and activities of IO's (in particular, the United Nations) have been crucial in the development of gender mainstreaming as a common strategy to combat inequality between women and men worldwide. There is a wide variety of internationally agreed legal instruments and strategies that explicitly address the importance of promoting the human rights of women and gender equality. It is important to be aware of some of these documents because they set the legal and policy framework for gender activities. Because of this wide variety we have chosen to highlight the most relevant documents.

3.2 A short historic overview; 1948 to mid-1990s

The Universal Declaration of Human Rights, adopted by the UN in 1948, affirms the rights of all people regardless of sex: "All human beings are born free and equal in dignity and rights. They are endowed with reason and conscience and should act towards one another in a spirit of brotherhood. Everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status".¹⁶

When the UN was created, a women's commission was set up in order to identify, investigate, and develop international standards to combat discrimination against women. In 1952, the General Assembly adopted the Convention on the Political Rights of Women, which in the 1950s and 1960s was followed by a series of conventions that specifically considered the rights of women. In 1979, the **Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)** was adopted.

In 1975, the First UN World Conference on Women was held in Mexico. One outcome of the conference was the establishment of the UN Development Fund for Women as well as the UN International Research and Training Institute for the Advancement of Women, with the purpose of promoting women's participation. At the Fourth Conference on Women in Beijing in 1995, a declaration and an action plan, known as the **Beijing Declaration and Platform for Action**, for gender equality at the national, regional, and international level were adopted. The action plan called for a dual approach in order to live up to the declaration's commitments: on the one hand, through special efforts to eliminate gender discrimination and, on the other, by identifying gender mainstreaming as a common strategy to promote gender equality.

¹⁶ UN (1948), The Universal Declaration of Human Rights, Article 1 and 2

3.3 Millennium Development Goals

At the Millennium Summit in September 2000 the largest gathering of world leaders in history adopted the UN Millennium Declaration, committing their nations to a new global partnership to reduce extreme poverty with a deadline of 2015 that have become known as the Millennium Development Goals (MDGs). The MDGs are eight international development goals that all United Nations member states and several IO's have agreed upon. The goals are:

1. Eradicating extreme poverty and hunger
2. Achieving universal primary education
3. Promoting gender equality and empowering women
4. Reducing child mortality rates
5. Improving maternal health
6. Combating HIV/AIDS, malaria, and other diseases
7. Ensuring environmental sustainability
8. Developing a global partnership for development

Each of the goals has specific stated targets and dates for achieving these targets. The target formulated for the third goal is; *to eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels of education not later than 2015.*

Currently, gender gaps in access to education have narrowed, but disparities remain high in university-level education and in some developing regions. Girls' enrolment ratios in primary and secondary schools have significantly increased in recent years. Nevertheless, the 2005 target was missed and major challenges remain, with large inequality gaps in primary education in Oceania, sub-Saharan Africa and Western Asia. Completion rates also tend to be lower among women than men. Poverty is the main cause of unequal access to education, particularly for girls of secondary-school age. Women and girls in many parts of the world are forced to spend many hours fetching water, and girls often do not attend school because of a lack of decent sanitation facilities. Also, if they get pregnant, many are not allowed to continue school.¹⁷

3.4 United Nations Security Council Resolutions

One of the most significant agreements on gender is the UNSCR 1325 on women, peace and security, unanimously adopted on 31 October 2000. This resolution was the result of years of women's organisations advocacy. It addresses the disproportionate impact armed conflict has on women and girls, as well as recognises the under-valued and under-utilised contributions women make to conflict prevention, peacekeeping, conflict resolution, peace-building and post-conflict reconstruction. The resolution stresses the importance of women's equal and full participation as active agents of peace and security.

¹⁷ http://www.un.org/millenniumgoals/pdf/MDG_FS_3_EN.pdf

The key-points of UNSCR 1325 are protection, prevention, participation and gender mainstreaming.

The Council's decision to take up women, peace and security as a separate thematic topic flowed out of the Council's broader thematic agenda. In the twelve months prior to resolution 1325, the Council had adopted its first resolutions on protection of civilians and children in armed conflict. This thematic examination was taking place after a bloody decade of peacekeeping failures, such as in Somalia, Rwanda and the former Yugoslavia. As part of the examination of the broader atrocities committed, it became clear that, in Rwanda and Bosnia in particular, significant attacks had occurred specifically targeting women, including reports of systematic sexual violence.

At the time, there was doubt by some members of the Council about embracing these issues. The eventual adoption of resolution 1325 can be attributed to several factors. In particular the efforts, determination and personal conviction of several individuals serving on the Council at the time: the permanent representatives of Bangladesh, Namibia, Canada, Jamaica and Mali; as well as the influence of women's NGOs carrying forward the Beijing Platform for Action; all working within an environment of assessment of the UN's overall approach to peace operations.

¹⁸ Statement from international rescue committee: <http://www.rescue.org/refugees>

While UNSCR 1325 is recognized as a historic and unprecedented document, it does not exist in a vacuum; many other resolutions, treaties, conventions, statements and reports are an integral part of the women, peace and security policy framework. Also several resolutions have been adopted to stress the harmful and widespread impact of armed conflict on children and the long-term consequences it has for durable peace, security and development.

Relevant resolutions that have been adopted concerning gender perspectives are;

- UNSCR 1820, adopted in June 2008, complements UNSCR 1325 by focusing on the prevention and response to sexual violence in situations of armed and post conflict.
- UNSCR 1888, adopted in September 2009, reinforces UNSCR 1820, notably through the appointment of a UN Special Representative to advocate the ending of sexual violence in armed conflict.
- UNSCR 1889, adopted in October 2009, builds upon UNSCR 1325 by improving the monitoring and reporting component and highlighting the importance of resource allocation.
- UNSCR 1960, adopted in December 2010, calls for parties to armed conflict to make specific time-bound commitments to combat sexual violence.

3.5 National Action Plans

Implementing the women, peace and security agenda is the responsibility of national governments. Civil society holds governments accountable by monitoring this implementation. Together, governments and civil society can develop National Action Plans (NAPs). Denmark was the first country that adopted their NAP in June 2005.

It must be noted that NAPs are not the only way to develop policy on women, peace and security. Some countries may choose to mainstream women, peace and security issues into other policy frameworks. Beside NAPs regional policy framework and action plans exist, like the NATO action plan. More information about this can be found in chapter 4.

It is important to understand which regulations and policies apply in the mission theatre. If military forces are present to support a country in its stabilisation and reconstruction activities, it is there to support the local government. Gender mainstreaming efforts should therefore be implemented by the host nation. Military forces should be aware and abide to national legislation and should support the development and reform of existing legislation and policy.¹⁹

¹⁹ All existing National Action Plans can be found here: <http://www.peacewomen.org/pages/about-1325/national-action-plans-naps>

Textbox 11: The National Action Plan for the Women of Afghanistan (NAPWA) 2008 - 2018

Commitment: The NAPWA is a 10-year plan of action by the Government of Afghanistan to implement its commitments to women constituents.

These commitments are provided under the Afghan Constitution (1. *Any kind of discrimination and privilege between the citizens of Afghanistan are prohibited*, 2. *The citizens of Afghanistan - whether man or woman – have equal rights and duties before the law*) as well as international treaties such as CEDAW (this is legally binding and has been ratified by almost all countries in the world, including Afghanistan. By signing this convention, a country can never use culture or religion as justification for discriminating against women as this contravenes the convention).

Implementation: The purpose of the NAPWA is to ensure continuity and consistency in government efforts to protect women's citizenship rights in Afghan society through equality and empowerment. Its vision is to build a peaceful and progressive Afghanistan where women and men both enjoy security, equal rights and opportunities in all aspects of life.

Strategy: The NAPWA focuses on six sectors that are critical in accelerating the improvement of women's status in the country, namely:

- Security
- Legal Protection and Human Rights
- Leadership and Political Participation
- Economy, Work and Poverty
- Health
- Education

The NAPWA includes a comprehensive analysis of the current situation of women in the above sectors. A 10-year goal is laid out, based on the analysis, and policies and actions are identified that must be implemented in order to address women's difficulties.

These steps take into consideration the government's commitments under the Afghanistan Millennium Development Goals, the Afghanistan Compact and the Afghanistan National Development Strategy (ANDS)."

http://www.unifem.org/afghanistan/media/pubs/08/NAPWA_EN.php

4 Gender and UN, NATO and EU

This chapter provides information on Gender Mainstreaming activities within three different organisations: UN, NATO and EU. This publication focuses on these three because of their relevance and possible cooperative links to the military world.

4.1 UN and gender

The UN Charter was the first global treaty which called for equality between women and men. This commitment marked the beginning of a historic change in political discourse. Issues once thought of as strictly private and domestic matters steeped in custom and tradition have come to be openly debated at the global level in the quest for the full enjoyment by women of their human rights. Over the years, the UN has helped create a historic legacy of internationally agreed strategies, standards, programmes and goals to advance the status of women worldwide. For example, the United Nations Decade for Women, from 1976 to 1985, served to promote and legitimize the international women's movement. It became widely accepted that women's equality and rights, far from being isolated issues, were fundamental to the well-being of everyone. Another significant UN initiative is the organization of four global women's conferences that have strengthened the international women's movement: Mexico City (1975), Copenhagen (1980), Nairobi (1985) and Beijing (1995).²⁰

While the UN system as a whole is concerned with the advancement of women, the primary responsibility for defending women's rights rests with:

- The Commission on the Status of Women (CSW): created in 1946 as a subsidiary body of the UN Economic and Social Council, the commission first met in 1947. It is the principal global policy-making body dedicated exclusively to gender equality and advancement of women. Every year, representatives of Member States gather at UN headquarters in New York to evaluate progress on gender equality, identify challenges, set global standards and formulate concrete policies to promote gender equality and women's empowerment worldwide.
- The Committee on the Elimination of Discrimination against Women (CEDAW): convened for the first time in 1982, CEDAW is the treaty monitoring body for the Convention on the Elimination of All Forms of Discrimination against Women. It examines compliance with the convention's provisions by states parties (currently 156). The committee is composed of 23 independent experts.

²⁰ <http://www.un.org/ecosocdev/geninfo/women/gender.htm>

- The Inter-Agency Network on Women and Gender Equality (IANWGE): established in 2001, is a network of UN offices, specialized agencies, funds and programs. All UN member entities are represented in the network. The network monitors and oversees the mainstreaming of a gender perspective in the programmatic, normative and operational work of the UN system. UNWOMEN chairs this network and serves as a secretariat.

- UN WOMEN: the United Nations Entity for Gender Equality and the Empowerment of Women, created in July 2010 by the United Nations General Assembly. The creation of UN Women came about as part of the UN reform agenda, bringing together resources and mandates for greater impact. It merges and builds on the important work of four previously distinct parts of the UN system, which focused exclusively on gender equality and women's empowerment:

- Division for the Advancement of Women (DAW)
- International Research and Training Institute for the Advancement of Women (INSTRAW)
- Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI)
- United Nations Development Fund for Women (UNIFEM)

The main roles of UN WOMEN are to support inter-governmental bodies in their formulation of policies and global standards, to help member states to implement these standards and to hold the UN system accountable for its own commitments on gender equality.²¹

- The Inter-Agency Standing Committee (IASC) Sub Working Group (SWG) on gender in humanitarian action: converted out of the IASC Gender Task Force in 2006 to support the strategy for integration of gender as a crosscutting issue into the Cluster Approach and into other elements of the humanitarian reform. The SWG meets every six to eight weeks to discuss its work that is structured around an annual work plan.²²

One of the projects conducted by the SWG is the Gender Standby Capacity (GenCap) project. This seeks to build capacity of humanitarian actors at country level to mainstream gender equality programming, including prevention and response to gender-based violence, in all sectors of humanitarian response. GenCap's goal is to ensure that humanitarian action takes into consideration the different needs and capabilities of women, girls, boys and men equally. GenCap consists of a pool of 26 UN gender advisors to be deployed on short notice as a resource to support UN humanitarian workers in the initial stages of sudden onset emergencies as well as in recurring humanitarian situations.²³

²¹ <http://www.unwomen.org/>

²² For more information on the 2012 objectives of the IASC SWG and its list of members visit: http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-subsidi-tf_gender-default

²³ For more info on the GenCap project visit: <http://www.humanitarianresponse.info/themes/gender>

**Textbox 12: UN Joint Protection Teams (JPTs) in the Congo:
Increased female personnel strengthen protection of civilian efforts**

“JPTs are small ad-hoc teams of UN civilian, military, and police staff with diverse expertise that deploy to high-risk areas in order to make recommendations for the protection of civilians and foster good relations with local communities. The use of JPTs in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) offers a particularly encouraging model for increasing protection by civil-military actors, advancing engagement with local women, and improving force protection through increased situational awareness”.

“JPTs enhance the ability of military peacekeepers to engage directly with local women by increasing the number of female staff on missions. MONUSCO estimates that at least 15 to 30 percent of JPTs have female members, while only three percent of MONUSCO military and police peacekeepers were women as of March 2010. JPTs have facilitated engagement with local women to combat sexual violence; promoted contact between peacekeepers and the local community leading to increased situational awareness; enhanced the ability of civilian experts to reach hard-to-access areas; and increased the number of women involved in protection efforts”.

“Information collected by female personnel from local women about sexual violence and human rights violations has been critical to informing UN protection operations. For example, as a result of JPT activities in South Kivu human rights officers were able to visit the inaccessible village of Matili where human rights attacks and sexual violence had been reported in order to investigate the charges. They informed local women about a legal clinic in Shabunda specializing in sexual violence cases and maintained a motorbike for the community to transport victims to Shabunda and health and legal experts to the rural areas”.

“Local women provide valuable details about their communities that enhance situational awareness and promote mission protection objectives. For example, through a meeting organized in North Kivu with local women, UN staff learned how tensions among families of the Forces Armées de la République Démocratique du Congo (FARDC) and local populations were leading to hostility and violence. In response, MONUSCO organized a series of dialogues to promote communication and reconciliation between FARDC families and local populations. JPTs in the DRC also learned about times and areas where women were more vulnerable to sexual violence which resulted in the establishment of peacekeeping patrols at specific days and times to ensure safer passage for women”.

NATO (2011); How can gender make a difference to security in operations - indicators

4.2 NATO and gender

NATO has adopted the Euro-Atlantic Partnership Council (EAPC) policy for the implementation of UNSCR 1325 (2007). In 2009 NATO published its BI-SC Directive 40-1: integrating UNSCR 1325 and gender perspective into the NATO command structure, tasking the NATO HQ and subordinated commands to integrate a gender perspective throughout planning, execution and evaluation of NATO's tasks. This directive was updated in 2012.

In 2010 the NATO Action Plan on Mainstreaming UNSCR 1325 into NATO-led operations and missions was approved. This included clear actions to be taken by the Commanders of the NATO-led operations in Afghanistan (ISAF) and Kosovo (KFOR).²⁴ The action plan is reviewed and updated bi-annually.

The following concepts need to be considered:

- In the framework of the Comprehensive Approach, make sure that risks and security for the entire population will be addressed and handled
- Establish and maintain liaisons with the local population, NGOs, and IOs at strategic, operational and tactical levels, using the appropriate civil-military coordination mechanisms
- Ensure gender is included in education and training, including pre-deployment training for all personnel in NATO-led operations
- National programs are strongly encouraged to incorporate NATO pre-deployment gender training objectives to ensure interoperability in exercises and operations
- Provide effective reporting and information sharing mechanisms between NATO and civilian organisations at the international level, as well as at local levels within the Comprehensive Approach framework
- Ensure effective reporting and monitoring mechanisms regarding UNSCR 1325 and related resolutions

²⁴ NATO (2012) Action Plan to mainstream UNSCR 1325 into NATO-led operations and missions

²⁵ NATO (2012), Bi-SC Directive 40-1-Revision1

- Establish concepts, procedures and mechanisms to address and handle gender based violence in conflict as well as Human Security in general
- For given operations, analyse measures available to protect against gender-based violence, particularly rape and other forms of sexual abuse and violence in situations of armed conflict
- Ensure adherence to NATO Standards of Behaviour and United Nations' zero tolerance on Sexual Exploitation and Abuse (SEA) where applicable
- Strive for a more gender balanced composition of workforce and expand the roles of women in operations and missions at all levels
- Facilitate the active inclusion of local women in the conflict resolution and peace building processes
- Encourage NATO nations and partners to share best practices and support each others' efforts in national implementation of UNSCR 1325
- Endeavour to increase representation of women throughout the NATO Command Structure and NATO Force structure
- Strive for gender equality in the NATO Force Structure in order to conduct credible and trustworthy external work and activities on women and gender in the Joint Operations Area (JOA)

During the NATO Lisbon Summit in 2010, the Alliance called for a strong and effective implementation of UNSCR 1325 and related resolutions throughout all of its activities. The Chicago Summit Declaration (2012) further reinforced this position and underscored a high-level commitment to UNSCR 1325.

Textbox 13: Chicago Summit Declaration, issued by the Heads of State and Government participating in the meeting of the North Atlantic Council in Chicago on 20 May 2012, Point 15;

“Widespread sexual and gender-based violence in conflict situations, the lack of effective institutional arrangements to protect women, and the continued under-representation of women in peace processes, remain serious impediments to building sustainable peace. We remain committed to the full implementation of United Nations Security Council Resolution (UNSCR) 1325 on Women, Peace and Security and related Resolutions which are aimed at protecting and promoting women’s rights, role, and participation in preventing and ending conflict”.

“We also remain committed to the implementation of UNSCR 1612 and related Resolutions on the protection of children affected by armed conflict. We note with concern the growing range of threats to children in armed conflict and strongly condemn that they are increasingly subject to recruitment, sexual violence and targeted attacks”.

http://www.nato.int/cps/en/natolive/official_texts_87593.htm?mode=pressrelease

NATO also established a range of GENAD, GFAs and GFP positions (some of which are dual-hatted) at all levels of its organisation. At the strategic level in Allied Command Transformation (ACT) and Allied Command Operations (ACO), at the operational level in the Joint Forces Commands Brunssum (JFC-B) and Naples (JFC-N) and in the missions ISAF and KFOR, and at the tactical in ISAF Regional Commands and Provincial Reconstruction Teams.

NATO recently appointed a Special Representative on Women, Peace and Security who will reinforce and promote the implementation on UNSCR 1325 and raise awareness on NATO's policies and activities in this area. The Special Representative will ensure that the proper coordination and cooperation occurs with UN and other relevant organisations.

The advisory body to the Military Committee on gender related policies for the Armed Forces of the Alliance is the *NATO Committee on Gender Perspectives (NCGP)*.²⁶ This committee originates from 1976 when the Military Committee formally recognized the Committee on Women in NATO Forces (CWINF). Since 1997 a small office named the *NATO office on Gender Perspectives (NOGP)* is located in NATO HQ to support the committee, functioning as a permanent representative and point of contact for a wide range of issues concerning female military personnel in NATO forces.

4.3 EU and gender

Ever since the Treaty of Rome (1957) the EU has consistently advocated gender equality as one of its core policies. Besides this the general EU gender framework is based on the Treaty of Amsterdam (1997), the Charter of Fundamental Rights of the EU (article 23: equality between women and men), the Treaty of the EU (2009) and the Treaty on the Functioning of the EU (2010).

The EU has recognized that gender equality and women's empowerment are essential to the attainment of international development goals, and the MDGs. It is clear that the economic and political empowerment of women is not only a driving force for gender equality, but it is also fundamental to achieve overall economic growth in developing countries and reduce poverty. Furthermore, in all societies women are often powerful actors in the promotion of sustainable development and social justice, as well as agents for peace and democracy in conflict or post-conflict situations. The EU has been increasingly active in promoting gender equality in its external action, including in its development cooperation and humanitarian aid. The EU Consensus on Development (2005) recognizes gender equality as a goal in its own right and identifies it as one of the five essential principles of development cooperation.

The instruments used within the EU to mainstream gender can be found in 15 European Directives adopted between 1975 and 2010. The priorities are written down in the Women's Charter (2006), stating that economic and social cohesion, sustainable growth, competitiveness and tackling the demographic challenge depend on real equality between women and men.²⁷

²⁶ More information about the NCGP and its published articles can be found on the NATO website: http://www.nato.int/cps/en/natolive/topics_50327.htm

²⁷ More information about the EU Women's Charter can be found at: http://ec.europa.eu/commission_2010-2014/president/news/documents/pdf/20100305_1_en.pdf

In April 2007, building on the Consensus on Development, the Commission adopted a Communication on Gender Equality and Women's Empowerment in Development Cooperation. The subsequent Council Conclusions on Gender Equality and Women's Empowerment in Development Cooperation called on the Commission and Member States to *"promote clear objectives and indicators on gender equality and by assigning clear tasks and responsibilities to lead donors to this effect in all sectors."*

In May 2007 the European Institute for Gender Equality (EIGE) was established. This is a European agency which supports the EU and its Member States in their efforts to promote gender equality, to fight discrimination based on sex and to raise awareness about gender equality issues. Its tasks are to collect and analyze comparable data on gender issues, to develop methodological tools, in particular for the integration of the gender dimension in all policy areas, to facilitate the exchange of best practices and dialogue among stakeholders, and to raise awareness among EU citizens.

all EU member states and the candidate countries, as well as to European-wide bodies, representing a total of more than 2000 organisations.

In 2008 the EU adopted an Agenda for Action on MDGs to step up efforts to achieve the MDG targets by 2015 that contained a strong focus on gender equality. Moreover, in December 2008, the Council adopted the EU Guidelines on Violence against Women and Girls and Combating All Forms of Discrimination against them which outline the criteria for intervention regarding women's rights and serve as the basis for EU intensified action to combat violence and discrimination against women and girls in the world.

The present EU Gender Action Plan is based on the Commission's Roadmap for Equality between Women and Men (2006-2010), which covered both internal and external EU policies. This Action Plan is meant to be an operational document that concentrates on a selected number of objectives where the EU has a clear comparative advantage. It proposes a series of activities to be carried out by the EU Member States and the European Commission for the period 2010 to 2015.²⁸

²⁸ More information and relevant documents concerning EU and gender can be found at: <http://www.eige.europa.eu>

Textbox 14: Visible presence of women in the military and dialogue with local women increases force acceptance, European Union Force (EUFOR) in Chad

"Upon its deployment in 2008, the EUFOR in Chad was met with hostility. Local community members refused to engage with EU personnel and were outwardly aggressive to patrols and convoys; stones were regularly thrown at troops. The mission attempted to raise awareness of the EUFOR assignment through "bush movies" and information sharing sessions, but audiences were mostly male and tensions still ran high".

"Eager to increase force acceptance and thereby contribute to force protection, EUFOR personnel organized meetings with women in October 2008. The gender advisor obtained approval from the Force Commander for the meetings by reporting entirely new information about the local area she had gathered through conversations with local women".

"In the Southern, predominantly Christian, part of Chad information about the meetings was broadcast via local radio. Sessions were held in a neutral location outside of the force compound, typically in schools and during the afternoon to decrease security threats for the women. The three female meeting facilitators, including the mission Gender Advisor and a CIMIC officer, were interested in the local security situation, but eased into discussions about specific security threats by asking first about women's families and livelihoods".

"In the Northern, predominantly Muslim, part of the country, rather than directly advertising the meetings, CIMIC teams worked through local NGO contacts to identify meeting participants. Adhering to local custom, plans were discussed with the local Sultan or Prefect. Earlier statements about "not having any contact with our women" were clarified; the elders wished only that the women were not disrespected. An all-female EUFOR team with female interpreters was stood up within the Polish contingent to ensure there would be only female personnel as part of the dialogue. A first meeting was held inside a private home. The women were grateful to offer their perspectives on security and community priorities; no one had asked them these types of questions before".

"The women provided important information; they pointed out police corruption and shared community priorities which had not been shared by men. Also women reported the presence of nearby armed groups, which had direct implications on force protection. The meetings increased force acceptance, but also enhanced situational awareness".

NATO (2011); How can gender make a difference to security in operations - indicators

5 Integration of a gender perspective in operations

Gender is a topic that never stands alone. It is a cross-cutting theme that affects several activities within a military mission from delivering humanitarian relief, disarmament demobilization reintegration (DDR), security sector reform (SSR), demining, Rule of Law, development activities and so on. A full integration of a gender perspective should therefore be ensured in the planning, execution and evaluation phase of operations by conducting gender analyses throughout the process. Gender is a responsibility of all military personnel up to the commander. Particularly the role of commanders at all levels is crucial in achieving gender efforts.

Textbox 15: Disarmament, Demobilization and Reintegration (DDR) and gender

In operations several programs such as DDR are introduced. This program influences the work of the military that focus primarily on security and stabilization. The opposing forces can be disarmed, but they are then left quite vulnerable. Without a sustainable plan for the reintegration of ex-combatants into society, they are likely to return to their old habits, pick up their arms and become a direct threat to the military mission again.

DDR processes are mainly focusing on the male, able-bodied combatants. Scant attention has been given to the needs of the more vulnerable; women and children involved in armed groups, the wives and dependents of combatants and those mentally and/or physically disabled in the conflict. All of these groups will have distinct and different needs.

5.1 A comprehensive approach to integrating gender perspective

The military alone cannot resolve a crisis or conflict. There is a need for more deliberate and inclusive planning and action through established crisis management procedures that allow for both military and civilian resources and efforts to be marshalled with a greater unity of purpose. Adopting such a comprehensive approach to operations begins with inculcating a culture of active collaboration and transparency among those involved in crisis management.²⁹

Due to the complexity of current international operations, there is an increasing awareness of the need for both military and civilian personnel to interact with local women and men. Men and women experience conflict and security differently. Consequently, their perspectives on conflict resolution and peace building can vary. It is important that CIMIC personnel working in the civil environment listen and respond to both male and female perspectives. Not just because it is the right thing to do, but because it makes our operations more effective and sustainable. Actively engaging women and men on equal

²⁹ Comprehensive Operations Planning Directive (COPD) V1.0, 17 Dec 2010

grounds, within our own missions and institutions as well as in rebuilding post-conflict societies, is a matter of operational effectiveness. This implies changes in the way we implement plans and conduct operations.³⁰

It is highly likely that multiple IOs and NGOs will already be operating within the crisis area and their priorities will probably be with relief, rehabilitation and development efforts including the return of 'basic services'. Some of these IOs and NGOs might have gender mainstreamed throughout their activities and programmes. Because of the extensive general knowledge and experience of certain IOs and NGOs in the crisis area it is important for the military - CIMIC personnel in particular - to liaise with them. This liaison could be a task for GENADs or GFAs in close cooperation with members of a CIMIC team. Bottom line is that when relevant IOs or NGOs are present, it is vital that gender activities are harmonised in order to prevent duplication of effort, preserve resources and reduce friction between the respective organisations, thus optimising the gender activities in a country. This harmonization process can be facilitated by CIMIC personnel. As stated earlier, CIMIC can function as a liaison between different organisations and entities in order to streamline gender related activities in conflict situations where humanitarian and development organisations have limited access to the crisis area. Next to that, assessments made by CIMIC personnel on the gender situation in a specific area can be shared with IOs and NGOs. This will help to truly work within a comprehensive perspective.

5.2 Gender and CIMIC

Based on the last paragraph it should be clear that the aim and purpose of CIMIC is the interaction between military and civil actors within a comprehensive environment to support the military commander's plan. Ideally, all actors will work towards a common goal or end state, but where this is not possible this interaction will ensure that activities to support each plan, goal or end state are harmonized to the furthest extent possible. This will minimize interference or unintended conflict between all actors. This interaction might consist of, but is not limited to, coordination, cooperation, mutual support, coherent joint planning and information exchange.

It is important to bear in mind that just as CIMIC activities should always be undertaken in support of the Commander's military mission, so must gender related activities fall within

³⁰ The course "A comprehensive Approach to gender in operations" is a Spanish / Dutch initiative that aims to train middle management civilians and military personnel on gender mainstreaming in planning and implementation of operations.

the boundaries of that mission. This means understanding the mission, the commanders intent and being aware of the “feel good trap” (doing things because they give you a good feeling but are not necessary sustainable or effective).

The core functions of CIMIC are *Civil-Military Liaison, Support to the Force and Support to Civil Actors and their environment*.³¹ Having a broader look at the society in which a military operation is conducted, and thereby applying a gender perspective, will improve the effectiveness of CIMIC activities.

Civil-Military Liaison aims to establish and maintain liaison with civil actors at appropriate levels, facilitating cooperation, harmonization, information sharing, concerted or integrated planning and conduct of operations. This includes a timely identification of stakeholders (including male and female key leaders), the development of a liaison structure (including liaison with local women organizations) and the organization of CIMIC information.

When it comes to *Support to the Force*, CIMIC plays a proactive role by contributing to the planning and conduct of operations. This includes, in cooperation with other military functions:

- Provision of information on the civil situation (everything that is non-military), taking into account the gender dimensions of the civil situation
- Providing an assessed civil situation picture
- Evaluating the civil situation, identify civil key indicators and sensitive factors – such as gender - having a critical impact on the conduct of operations as well as the impact of the military activities on the civil environment
- Recommending military activities to mitigate the critical impact
- Conducting gender related CIMIC activities including CIMIC projects³²
- Promoting force acceptance
- Contributing to influencing the civil society in the mission area
- Facilitating access to civilian resources when needed

³¹ NATO, Allied Joint Publication 3.4.9; Allied Joint Doctrine for Civil-Military Cooperation

³² The conduct of projects by military forces, whether it has quick impact or a long term impact, should be considered whenever the civil partners are unable to comply to the needs of the civil environment

Textbox 16: Experiences of Dutch PRT in Afghanistan; including female team members in CIMIC teams

“The fact that the PRT was a mixed team and every Mission Team (CIMIC) that was sent out included a woman, made it relatively easier to connect with local women. While male PRT members could only speak with local men, female PRT members could establish contact with men and women alike. Female military PRT members were accepted by the local men because they were seen as soldiers rather than women. Women soldiers could also talk with Afghan women having received their husbands’ permission, something which was usually not a problem. Women soldiers from the Mission Teams were sometimes even invited by the men to visit their homes to talk to their wives. They think they were allowed to speak to local women because the men thought they would just talk about ‘women’s things’.

“In addition deploying women proved to be an effective strategy for getting local men to volunteer specific information. The PRT had the impression that many Afghan men found Western women to be interesting. Informants were, according to the Commander, prone to be more open and more accepting to female staff. Talking to a female officer even “loosened men’s tongues” which provided the PRT with very useful information about the area of responsibility. Negotiations conducted by female PRT members were sometimes more successful than those conducted by their male counterparts. As a result women were chosen to represent the PRT at certain meetings, including those with local administrators. They were also in a better position to raise, when possible, certain women’s issues at these meetings. Consequently women’s contribution in terms of establishing contact with local male population in the mission area was seen as effective”.

Operational Effectiveness and UN Resolution 1325 – Practices and Lessons from Afghanistan (2009)

http://www.humansecuritygateway.com/documents/FOI_OperationalEffectiveness_UNRes1325_PracticesLessons_Afghanistan.pdf

Within a comprehensive approach or integrated mission, military *Support to Civil Actors and their environment* will generally only be conducted if it is required to create conditions supportive for the accomplishment of the military mission within the context of the mandate. This may include a wide spectrum of resources such as information, personnel, equipment, communications facilities, specialist expertise or training. Enabling this can be a role for CIMIC.

A staggered approach in support should follow:

- Enabling support by means of capacity building
- Support by means of capacity sharing
- Support by military means only (as a last resort)³³

Textbox 17: KFOR facilitating meeting of local NGO's

Commander KFOR invited women leaders of NGOs from various ethnicities and throughout Kosovo to KFOR HQ. The event brought together over 30 women's organizations which were provided with the opportunity to give a short presentation about their work. They were also able to share information amongst themselves and with KFOR and receive information from KFOR. By organizing this event, commander KFOR recognized their important role as stake-holders.

In addition, this provided an opportunity for KFOR to establish liaison contacts and created a forum for networking. This event presented KFOR to these women on a much more personal level and by working with these groups KFOR's situational awareness was increased.

To ensure a gender perspective is included in all CIMIC activities in the most efficient way it is vital to conduct a proper gender analysis. A gender analysis is defined as the systematic gathering and examination of information on gender differences and social relations in order to identify and understand inequities based on gender. It could also be understood as 'methods used to understand the relationship between men and women in the context of the society'.

Different gender analysis frameworks have been developed by different institutions and experts over time (examples are; the Harvard Gender Analysis Framework, the Moser Framework and the Gender Analysis Matrix)³⁴. The choice of a suitable framework will depend on the task in hand, the context and the resources available. These frameworks are practical instruments designed to help their users integrate a gender analysis into research and planning. It is essential to remember that a framework may help you plan the work that can be done, afterwards the plans must be executed and the work must still be done.

³³ NATO, Allied Joint Publication 3.4.9; Allied Joint Doctrine for Civil-Military Cooperation.

³⁴ More information about gender analysis frameworks can be found in: Oxfam, A guide to Gender-Analysis Frameworks (Oxford 1999)

The gender analysis tool developed for CIMIC personnel in this publication can be found in Annex C and is based on the framework originally created by Louise Olsson in a study of the Nordic Battlegroup. Olsson structured the Nordic Battlegroup's work to integrate UNSCR 1325 into four different work areas. This framework was further developed to capture aspects of operational effectiveness of implementing UNSCR 1325 in Afghanistan. Structuring the work to integrate UNSCR 1325 in these 4 work areas enables the identification of key issues for each work area. The framework builds on the fact that the Resolution identifies gender as a cross-cutting theme, which means that it has to be considered and integrated in all parts of operations – *internally* in how they are organized and *externally* in terms of how they address the situation in the AOO to obtain the desired output. Two main themes cut across the internal and external dimensions, *representation* (male and female participation) and *integration* (the use of the content of Resolution 1325 in the process to achieve a desired output).³⁵

³⁵ Olsson, Louise & Tetjar, Johan (eds.), *Operational Effectiveness and UN Resolution 1325 – Practices and Lessons from Afghanistan* (Stockholm 2009) page 19 and Louise Olsson's lecture at the GFA course (Livgardet 2012).

6 Gender at the tactical and operational level

This chapter focuses on the steps that have to be taken and important issues that have to be considered by CIMIC personnel at the tactical and operational level with regard to gender activities. An overview of the different levels can be found in annex A. This chapter is divided into three stages: pre-deployment, execution and transition.

6.1 Pre-deployment

Relevant training, thorough planning and preparation are essential elements in the pre-deployment stage and they will provide a head-start during deployment. Some time will be needed for this, so the earlier the appointment for a mission, the sooner planning, training and preparing for the mission can start. Well-prepared personnel will prove to be very beneficial for the execution of the mission.

At all levels of planning a gender perspective should be included from the start. To ensure this the GENAD / GFA should be a member of the planning group as well as members of the CIMIC branch. At the beginning of a planning process it is crucial to get as much situational awareness as possible about the AOO. Within NATO the Comprehensive Operations Planning Directive (COPD) is used. This planning process is done at a level at which campaigns and major operations are planned, conducted and sustained to accomplish strategic objectives within an AOO. The contributing to this planning process conducted by CIMIC can be found in the BI-SC CIMIC functional planning guide.³⁶

The entire planning process comprises of six phases:

- Phase 1 – Situation awareness
- Phase 2 – Operational appreciation / assessment of options
- Phase 3 – Operational Orientation
- Phase 4a – Operational Concept of Operations Development
- Phase 4b – Operational Operation Plan Development
- Phase 5 – Execution / Campaign assessment / Operation Plan review
- Phase 6 – Transition

During phase 1 CIMIC staff members will conduct and provide a Theatre Civil Assessment (TCA). This examines all the civil conditions in the respective AOO as they might affect a military engagement. Information forming the basis of this assessment should come from the widest range of sources. The analysis is structured into the following domains: political, military, economical, social, information and infrastructure (PMESII). If a gender perspective is included when creating a TCA, it will be more complete and therefore it will enlarge the situational awareness. The same is applicable for the Initial CIMIC Analysis (ICA) created in phase 2 and the Full CIMIC Analysis (FCA) in phase 3.

When understanding the local context, it is important to listen to advice and recommendations from both women and men. Military forces must understand the cultural context within which they are operating and not simply apply their own norms, law and behaviour. However, the distinction between international and local law, human rights and culture must be analysed and addressed.³⁷

At phase 3 the CIMIC planners and GENAD/GFA will also have to contribute to the Comprehensive Preparation of the Operational Environment (CPOE). It is important to obtain a clear understanding of the operational environment and main actors, including the local culture and society which include a gender dimension. After this step the mission analysis will start. A good tool to guide the planners thought process is the factor/deduction/conclusion table.

At the end of the planning process the Operation Plan (OPLAN) is written. NATO OPLANs shall include a description of the NATO standards of behaviour, provisions on combating trafficking in human beings, as well as specific gender annex.³⁸ CIMIC will be responsible for creating the CIMIC annex W. Furthermore it is vital to ensure a gender perspective is included in assessments in conjunction with the assessment staff, who will draft the associated Measure of Effectiveness and Measure of Performance (MoE's and MoP's). The GENAD / GFA or GFP can be asked for advice when developing these measures.

³⁶ COPD V1.0, 17 Dec 2010 and BI-SC Civil-Military Co-operation Functional Planning Guide, 8 Jun 2012

³⁷ NATO (2012), Bi-SC Directive 40-1-Revision1, P11

Example of the factor/deduction/conclusion table with gender related factors;

Factor	Deduction	Conclusion
Tactical units are not engaging the female population	<ul style="list-style-type: none"> • We will not have support from the female population and their family • Lack of credibility of the force; will have an impact on force protection • Insufficient or misleading situational awareness 	<ul style="list-style-type: none"> • We need to allocate force able to engage with the entire population in a cultural respectful manner
Risk of no female voters in elections	<ul style="list-style-type: none"> • No real democracy if half of the voters is excluded • If our military mandate is to support the election, the mission has failed • Loss of credibility and support from own national population 	<ul style="list-style-type: none"> • We need to provide a safe and secure environment for all voters, • We need to ensure the voting facilities enable the female population to vote

³⁸ NATO (2012), Bi-SC Directive 40-1-Revision1, P12

During the force generation process the integration of female officers, non-commissioned officers and soldiers on tactical and operational positions must be ensured in order to be able to engage with the entire population if this is deemed culturally appropriate and will benefit the military mission. When it comes to tactical procedures like a house search, check points and body searches it is also beneficial to ensure military forces have sufficient female soldiers to conduct these tasks in a culturally accepted manner. Furthermore, gender advisory functions should be integrated in the manning on both operational and tactical level.

Pre-deployment training will help to get an understanding of the local culture and customs. It is beneficial to include lessons learned and best practices from previous and current NATO, EU and UN operations in this training, but also information coming from the IC like women's organisations and NGOs. Pre-deployment training is a national responsibility for all nations that contribute to an operation with troops. Within NATO, EU and UN there are guidelines for nations when it comes to including a gender perspective in training.

Pre-deployment gender training should include³⁹:

- Providing cultural awareness training based on an analysis of gender relations in the AOO.
- Gaining an understanding of measures with respect to international law regarding the rights and protection of women and children during armed conflicts.
- Providing information on how to engage with, and increase the participation of, local women and how to exchange information with women.
- Demonstrating how integrating gender perspective can serve as a force enabler, and support mission effectiveness.

Several gender courses and training opportunities, like Advanced Distributed Learning (ADL) are developed by different organisations. For personnel positioned on gender advisory functions some of these trainings are mandatory. For CIMIC personnel this training can improve their gender awareness and mission effectiveness when included in the mission pre-deployment training. The CCOE has included gender awareness as a learning objective in the NATO Field Worker Course (NCFWC) and NATO Staff Worker Course (NCSWC). See annex B for an overview of gender training possibilities.

³⁹ A practical tool that can be used when designing pre-deployment gender training is the publication from NCGP published in 2010; template for pre-deployment gender training; topics and learning objectives

6.2 Execution

On arrival in the mission area it is good to comprehend the existing mission documents, like the OPLAN, Fragmentation Orders (FRAGOs), Standard Operating Procedures (SOPs), Tactical Techniques and Procedures (TTPs), assessments and reports. For example, in the NATO-led operation ISAF an annex on gender is included in the ISAF OPLAN. Furthermore several FRAGO's are written regarding engaging the female population and including a gender perspective in planning. TTPs have been developed to conduct search operations with a gender perspective.

These mission documents give clear tasks to the operational and tactical level when it comes to gender mainstreaming throughout the mission. Mission documents should also provide clear guidance when it comes to including gender in reporting. Strong and effective monitoring and reporting mechanisms should always be in place, making sure that human rights violations, gender based violence and indications of domestic or international trafficking of human beings are reported, addressed and handled.

To the greatest extent possible, reporting on gender issues should be integrated with other standard reporting procedures and lessons learned / best practices mechanisms. Reports should include information about the situation of men and women, boys and girls; the impact of military interventions; and statistics disaggregated by sex. In addition to regular reporting procedures, reports may also include oral briefings, progress reports, or thematic reports. In Periodic Mission Reviews, gender should be specifically addressed.

The following list of topics can be considered when reporting:⁴⁰

- How does the security situation affect women, men, girls and boys differently?
- What risks, similar and/or different do men, women, girls and boys face?
- What are the differences in vulnerabilities between these groups (women, men, girls and boys)?
- Are women's and men's security issues known, and are their concerns being met? Assess security issues also for female actors; for example, women as politicians, activists or Human Rights Defenders, including Women's Human Rights Defenders.
- 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 (per cent of forces/groups, by grade and category)? Do children have a role in these organisations (child soldiers)?
- What role do women play in the different parts of and social groups in the society?

⁴⁰ NATO (2012), Bi-SC Directive 40-1-Revision1, P13 and Annex D-1

- 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?
- Gender disaggregated data on for example; political participation, education, refugees, prisoners, health related issues, refugees, gender based violence etc.
- Assessment of the current situation and planned actions.

6.3 Transition

Before the mission ends and the military will redeploy from the Mission Theatre, transition will need to have taken place. Authority and responsibility need to be handed over to host nation authorities (or – if this is not possible yet – to the UN, other international organisations or a follow-on force). This is a fundamental stage which needs to be kept in mind from the start and everything should be directed towards this transition. In order to ensure that the mission's best efforts regarding gender have not been in vain it is necessary to facilitate a transition to local authorities. Ultimately, the running, staffing and future development of gender mainstreaming will become a responsibility of local authorities, supported by international partners.

Achieving gender equality in a country is a long and demanding process that will most likely outlast any military mission. Implementing gender mainstreaming policies in a country and ensuring the protection of all citizens is the responsibility of the host nation and its population. The military role is to be aware of the gender roles in a society and support the local government and its international partners in striving for gender equality if possible.

Textbox 18: Interrogating a local woman

In 2004, the Coalition Forces in Iraq wanted to interrogate a woman from a Shi'ite-dominated village in a known fundamentalist area. Without her husband or any other relative present, they took her away to their military compound. When the military brought her home, her family didn't trust her anymore. After all, she could have been raped or sexually abused. The villagers' perception of the coalition forces was based on local perception and stereotypes. The results of this gender insensitive approach were disastrous: the woman was punished to death by stoning and the husband took his own life as he was unable to protect his wife, which is considered as shameful. The overall result was: loss of innocent lives, more hostile villagers; spread of negative feelings towards the Coalition Forces to other villages; less security in the area - more Improvised Explosive Devices (IEDs) and suicide attacks; less contact with the local population thus less situational awareness and; more negative publicity in the media.

Summary

In this chapter you will find the answers to the three key questions mentioned in the introduction.

What is gender and gender perspective? By definition, gender refers to the social attributes associated with being male and female learned through socialisation. It is a cross-cutting issue in military missions that affects all lines of operations.

Gender is not just a women's thing. It does not only focus on women in mission areas and it should not only be implemented or dealt with by female personnel.

Having a gender perspective should be an integral part of CIMIC activities. This will support the military commander and the mission and provides a contribution to an enhanced situational awareness.

How can a gender perspective improve your mission? A gender perspective should not be limited to the protection and participation of women. In conflicts, women, elderly people and children are often the ones that suffer severely and are often sidelined as victims, thereby identifying them as parties in need of support and not as a potential valuable contributor to the society. Failure to implement UNSCR 1325 and the importance of working with women in conflict prevention are important issues to identify. Furthermore we should not forget the male side of the gender equation. One of the large challenges we will face is to educate male leaders to understand the importance of gender and diversity in operations and in the role that gender can play towards reconciliation and transition.

Beside a male and female focus, a gender perspective in operations should include an internal as well as an external focus. Externally, having a gender perspective improves the way we look at a society and therefore it enlarges our 'situational awareness'. Addressing the whole society (100 percent) can be a faster pathway to a democratic society. A proper gender analysis can be a force-multiplier and improve mission effectiveness. An internal focus implies looking at our own internal procedures, policies, doctrines, training, means, assets and the way we work with each other. Female soldiers can sometimes open doors that are closed to men.

What is the relationship between CIMIC and gender? Including a gender perspective is a method to cover all aspects of CIMIC activities, both on tactical and operational levels, and leads to a much better performance of CIMIC tasks. Whatever the tasks are, there is no single formula on how to deal with them. The current CIMIC tasks in modern conflicts are divers and complicated. The best advice to commanders is based on a good assessment, clear communication, dialogue and proper exchange of information and knowledge with military as well as civilian counterparts, both men and women.

Recommendations

These recommendations follow from the previous text for the benefit of all military personnel, especially focusing on CIMIC staff- and field workers operating on the operational and tactical level at different military operations;

- The social construction of gender roles and responsibilities varies due to several aspects, such as nationality, social status, ethnicity and age. It is vital to be aware of this and to be aware that these gender roles change over time. Also these roles should not be generalized. While assessing the civil situation CIMIC personnel should not stereotype the role of women and men in the AOO.
- A gender perspective should be mainstreamed throughout all lines of operations. Gender is a cross cutting theme and should not be seen as a standalone topic.
- Mainstreaming gender into operations requires complete and involved support from commanders at all levels, from strategic level flag officers and general officers to field commanders at the operational and tactical level.
- A gender perspective should be integrated throughout all phases of the planning process. Starting in phase 1 of the planning process (getting situational awareness) and ending with full integration of a gender perspective in the operation plan, including an annex on gender. CIMIC staff members should ensure a gender perspective in the CIMIC products mentioned in the CIMIC functional planning guide like the TCA, CPOE, ICA, FCA and Annex W (CIMIC).
- Gender should be integrated within standard reporting procedures. It is also important to gather lessons learned and best practices from the mission areas in order to adapt our procedures and constantly improve them.
- All soldiers should receive gender awareness training during their initial basic training and especially during their mission preparation training. CIMIC personnel should receive additional training on how to conduct a gender analysis and how to integrate a gender perspective into their day-to-day work. A gender perspective should also be integrated in exercises conducted at different levels.
- To be able to engage the entire local population – men and women, boys and girls – it is important to have a female engagement capacity. This means having mixed teams including female soldiers. Especially in tactical CIMIC units and it is recommended to ensure the presence of female personnel. These female

personnel members, who will engage the local population should be qualified, trained and should receive clear guidance and objectives.

- Work closely with civilian counterparts in the mission area - like the international community and local actors - in a comprehensive manner. We can benefit from their experience and knowledge of the area.
- Work towards transition from the start and make sure the host nation is responsible. It is their country and they have to eventually do it by themselves. If there is no local ownership it will not work and the efforts made during the mission will be in vain.
- Reach out to gender specialists (GENAD, GFA or GFP) whenever the need arises. They can give advice on how to deal with certain gender perspectives and support in conducting a gender analysis.
- Always act in support of the mission. So, know what the mission is and be aware of the “feel good trap”.

Interesting websites

The Nordic Centre for Gender in Military Operations (NCGM)

The establishment of this centre is one way ahead to increase the efforts to implement UNSCR 1325 and related resolutions. The Centre should be a hub of knowledge and expertise when it comes to gender perspective in military operations. The concept will be divided in two main areas: one focusing on Training & Education; building up educational systems and conduct courses, lectures, exercises etcetera's and the second area will be Capability building, Cooperation & Development; dealing with policy developing, Networking, LI/LL process etcetera's. In both the two areas expertise will be build up in order to achieve a pool of Subject Matter Experts (SME) within the Gender Perspective sphere connected to military operations.

<http://www.forsvarsmakten.se/en/swedish-armed-forces-international-centre/centre-for-gender/>

The NATO Committee on Gender Perspectives (NCGP)

This committee is an advisory body to the Military Committee (MC) on gender related policies for the Armed Forces of the NATO Alliance. It promotes gender mainstreaming as a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies, programs and military operations.

http://www.nato.int/cps/en/natolive/topics_50327.htm

Gender Advisor at Allied Command Transformation (GENAD ACT)

The GENAD at ACT provides advice to the Commander and staff on the implementation of a gender perspective. This site provides general information, upcoming events and ACT resources.

<http://www.act.nato.int/gender/gender-advisor>

The Geneva Centre for the Democratic Control of Armed Forces (DCAF)

DCAF is an international foundation established in 2000 on the initiative of the Swiss confederation, as the 'Geneva Centre for the Democratic Control of Armed Forces'. DCAF contributes to enhancing security sector governance (SSG) through security sector reform (SSR). The Centre's work to support effective, efficient security sectors which are accountable to the state and its citizens is underpinned by the acknowledgement that security, development and the rule of law are essential preconditions for sustainable peace. DCAF is guided by the principles of neutrality, impartiality, gender sensitivity and local ownership as the basis for supporting legitimate, sustainable reform processes.

<http://www.dcaf.ch/>

UN Entity for Gender Equality and the Empowerment of Women (UN WOMEN)

In July 2010, the United Nations General Assembly created [UN Women](http://www.unwomen.org/). In doing so, UN Member States took an historic step in accelerating the Organization's goals on gender equality and the empowerment of women. The creation of UN Women came about as part of the UN reform agenda, bringing together resources and mandates for greater impact.
<http://www.unwomen.org/>

Humanitarian Response

This site is provided by UN Office for the Coordination of Humanitarian Affairs (UN OCHA). It aims to support humanitarian operations globally.

The site identifies gender as a cross-cutting theme and provides general and country specific information.

<http://www.humanitarianresponse.info/themes/gender>

The PeaceWomen Project

This project promotes the role of women in preventing conflict, and the equal and full participation of women in all efforts to create and maintain international peace and security. PeaceWomen monitors the UN Security Council, the UN system, and provides a hub of information sharing on women, peace and security. It is a project of Women's International League for Peace and Freedom.

<http://www.peacewomen.org/>

The NGO Working Group on Women, Peace and Security (NGOWG)

This group advocates for the equal and full participation of women in all efforts to create and maintain international peace and security. Formed in 2000 to call for a Security Council resolution on Women, Peace and Security, the NGOWG now focuses on implementation of all Security Council resolutions that address this issue. The NGOWG serves as a bridge between women's human rights defenders working in conflict-affected situations and policy-makers at U.N. Headquarters.

<http://www.womenpeacesecurity.org/>

European Institute for Gender Equality (EIGE)

This is a European agency which supports the EU and its Member States in their efforts to promote gender equality, to fight discrimination based on sex and to raise awareness about gender equality issues. Its tasks are to collect and analyze comparable data on gender issues, to develop methodological tools, in particular for the integration of the gender dimension in all policy areas, to facilitate the exchange of best practices and dialogue among stakeholders, and to raise awareness among EU citizens.

<http://www.eige.europa.eu/>

The World Bank – Gender and Development

The World Bank is not a bank in the ordinary sense but a unique partnership to reduce poverty and support development. It is comprised of two institutions managed by 188 member countries: the International Bank for Reconstruction and Development (IBRD) and the International Development Association (IDA). The IBRD aims to reduce poverty in middle-income and creditworthy poorer countries, while IDA focuses exclusively on the world's poorest countries.

The site provides gender related information related to the World Bank and its programs.

<http://www.worldbank.org>

Governance- Social development Humanitarian Conflict (GSDRC)

GSDRC provides applied knowledge services on demand and online. Its expertise is in issues of governance, social development, humanitarian response and conflict. Its specialist research team supports a range of international development agencies, synthesizing the latest evidence and expert thinking to inform policy and practice.

The site provides gender related information coming from GSDRC.

<http://www.gsdrc.org/go/topic-guides/gender>

United States Institute of Peace (USIP)

USIP is the independent, nonpartisan conflict management centre created by US Congress to prevent and mitigate international conflict without resorting to violence. USIP works to save lives, increase the US government's ability to deal with conflicts before they escalate, reduce government costs, and enhance US national security.

The site provides gender related information coming from USIP.

<http://www.usip.org/issue-areas/women>

Literature

Literature

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Annex A: The different levels of responsibility

NATO is following a strict structure to successfully analyze situations, assess needed resources, plan operations and conduct them at the tactical level. The nature of NATO's missions demand a level of integration and harmonization which cannot be met by measures of the tactical level alone. Resulting from that the approach to strengthen a gender perspective has implications for all levels of responsibility within NATO. The interaction responsibilities as well as their requirements are described in depth in the *NATO AJP-3.4.9 Allied Joint Doctrine for Civil-Military Cooperation (Ratification Draft)*.

The political level

This level will pave the ground for each interaction of the subordinate levels. Here it is decided what the mandate of the forces committed will be and if gender related activities will be included and if, up to what extent. It will enable in principle the interaction with all partners committed to re-stabilizing a society.

The strategic level

As the strategic level develops the more detailed guidance for the operational level, based on the outline of the political level, it will also imply instructions regarding the conduct and policy of gender activities in the operation area. Added to that the strategic level will design a liaison matrix and link to the highest levels of international organizations, governmental organizations, non-governmental organizations as well as the highest levels of the host nation. The resulting interaction will construct the framework for the cooperation in the mission area. It is of the highest importance that by the means of reporting the strategic level is informed about conduct, success or failure of any measures at the tactical level in order to change agreements at the highest possible level and maybe stipulate a change of attitude in partnering organizations.

The operational level

Here the detailed campaign plan for any operation is designed. It is of the largest benefit to include the partners in the operations area at each single step. Here synergies can be identified, commonly needed resources will be calculated, plans be de-conflicted and actions be harmonized.

The mandate, as well as the guidance from the two superior levels, will help develop a course of action that is also including the importance of a gender perspective. The courses of action, together with the centre of gravity, will define at what stage of the operation gender activities will be conducted.

In order to enable adjustments of plan the information about the situation at hand at the tactical level needs to be transported fast and without friction, thus providing situational awareness including a gender perspective, not only for the tactical but also the

operational level. This level will also allocate needed or not available resources to the forces deployed if deemed beneficial or necessary.

The tactical level

It is of the utmost importance that all action is embedded and harmonized with the overall tactical conduct. NATO forces are surely not deployed into an area to facilitate the complete implementation of gender equality policies. A gender perspective is merely an important aspect of all operations that's needs to be recognized as contributor to successful civil-military cooperation and success of a mission.

The technical level

A final level of responsibility is the technical level. This level can be described as the way of implementing force or resources with regard to small units, sometimes even individual soldiers or weapon systems, to achieve a tactical objective in a fight or otherwise tactical proceeding, in certain comprehensive conditions. In the case of a gender perspective at the technical level a commander can allocate specific CIMIC personnel to make an assessment of the civil situation including a gender perspective.

Annex B: Gender Training Overview

Gender Field Advisor Course, SWEDINT training centre, Sweden

This course aims to give participants knowledge on how to integrate gender perspectives into operations and missions, in line with the directions in UNSCR 1325, 1820 and related resolutions. After a completed course the participants will be able to function as GFA in their respective organizations (military, police, humanitarian) in a national and/or multinational staff environment.

<http://www.forsvarsmakten.se/en/Swedish-Armed-Forces-International-Centre/Courses-at-SWEDINT/Gender-Field-Advisor-Course/>

Gender Advising Train the Trainer Course, SWEDINT training centre, Sweden

This course will prepare instructors / trainers to plan and conduct for example pre-deployment training and education for troops and officers on gender perspectives including the UNSCR's 1325 and 1820. This two weeks course gives the students an in-depth knowledge on gender topics, providing them with the basics for designing training, both theoretical and practical, in a military / security organisation.

<http://www.forsvarsmakten.se/en/Swedish-Armed-Forces-International-Centre/Courses-at-SWEDINT/GFA-TTC/>

A comprehensive approach to gender in military operations, ESDC, Spain / the Netherlands

This course aims to increase operational effectiveness by equipping students with the necessary knowledge and skills to effectively operationalize a gender perspective in international missions and operations.

The course is primarily aimed at middle management military officials, civilians including police, and diplomats from EU Member States and EU Institutions and relevant Agencies, who are assigned or interested to participate in (future) CSDP, NATO or UN missions or operations, or who are to be assigned to a position in a fragile state. Students from interested third countries or multilateral organizations may also participate in the course.

http://www.defensa.gob.es/areasTematicas/observatorio/actuaciones/seminarios_cursos/GenderOpsCourse/

Different needs-Different opportunities, IASC, online E-learning course

Published in 2010, this online course provides the basic steps a humanitarian worker must take to ensure gender equality in programming. The course includes information on the core issues of gender and how it relates to other aspects of humanitarian response. The three hour, self-paced course provides information and scenarios which will enable you to practice developing gender-sensitive programming. This training is based on the Inter-Agency Standing Committee (IASC) Gender Handbook and related IASC guidelines, including the Guidelines for Gender-based Violence Interventions in Humanitarian Settings and others.

<http://www.humanitarianresponse.info/themes/gender>

Gender Equality, UN Coherence and You, UN agencies, online E-learning course

This online E-learning course has been developed by UNICEF, UNFPA, UN Women and UNDP to build organizational capacity towards attaining results in promoting gender equality. The main aim of the course is to contribute to a common understanding of the terminology, core principles and effective approaches that help UN agencies work together on gender programming.

<http://www.unicef.org/gender/training/content/scoIndex.html>

Gender perspectives in United Nations Peacekeeping operations, Peace Operations Training Institute, online E-learning course

This online course addresses the conceptual and operational issues involved in integrating a gender perspective into multidimensional peace operations. It describes the problems related to gender within contemporary armed conflict by contextualizing the evolution of gender relations within the history of world conflict. The course also explores many important concepts such as gender equity, gender balance, and gender equality, along with several underreported realities of conflict, such as sexual violence against males and sexual exploitation and abuse committed by UN peacekeepers. Invoking the various UN and non-UN instruments of human rights and gender equality, the course emphasizes the need for women to play a strategic role in all levels of decision-making in regional, national, and international institutes and mechanisms.

<http://www.peaceopstraining.org/e-learning/course-descriptions/115/gender-perspectives-in-united-nations-peacekeeping-operations/#115>

Preventing violence against women and gender inequality in peacekeeping, Peace Operations Training Institute, online E-learning course

Gender inequality and violence against women affect the lives of every person, regardless of age or gender. This course aims to assist peacekeeping personnel to promote the human rights and security of women and girls. It does so through lessons emphasizing the nature and scope of violence against women and girls around the globe, the connections between gender inequality and violence in both public and domestic spaces, as well as on interpersonal, community, national, regional, and international levels. Other lessons cover women's rights as human rights and the international UN mandate to involve women in key roles within peacemaking and peace building processes at every stage and every level of authority. Readings and case studies provide examples to assist peacekeeping personnel with considering how they, as individuals and as teams, can work to promote gender equality and to change the attitudes and behaviours that perpetuate violence.

<http://www.peaceopstraining.org/e-learning/course-descriptions/74/preventing-violence-against-women-and-gender-inequality-in-peacekeeping/#74>

The role of gender advisors and gender field advisors in operations, (ADL 168) **online E-learning course**

This online course is designed to provide basic knowledge to NATO Gender Advisors, Gender Field Advisors or Gender Focal Points.

This course is divided into 6 lessons;

- What gender personnel need to know
- Supporting the commander
- Coordination with the staff
- Specific duties of gender personnel
- Contribute to the operational planning process
- External coordination

To be able to conduct this online course you will need to have an account on the ACT JADL portal.

<https://jatl.act.nato.int/>

Annex C: Gender Analysis Tool

The following figure is based on the framework originally created by Louise Olsson in a study of the Nordic Battlegroup as explained on page 51.

It serves as a simplified guide how to conduct a gender analysis, looking at internal, external, participation and integration aspects, especially focusing on the tasks of CIMIC personnel.

	Participation (i.e. how do men and women take part in the CIMIC work? What affects their participation?)	Integration (i.e. how and where do we gender mainstream in our CIMIC tasks?)
Internal (i.e. how do we organize our own work?)	A1: Recruitment policies and equal opportunities: <ul style="list-style-type: none"> • Male and female CIMIC personnel – all functions and levels • Work environment • Access to resources and material 	A3: Work structure: <ul style="list-style-type: none"> • CIMIC training • CIMIC assessments • CIMIC planning • CIMIC reporting • CIMIC lessons learned and doctrine / policy development
External (i.e. how is the external situation addressed to achieve what we want?)	A2: Cooperation, support and representation: <ul style="list-style-type: none"> • Participation of local men and women • Interaction with both local women and men • Participation, interaction and cooperation with partners, including women's organizations 	A4: Mandate interpretation and execution: <ul style="list-style-type: none"> • How the main CIMIC activities are selected and prioritized • Execution of selected and prioritized CIMIC activities • Adaption to local developments

For each of the work areas one could think of the following CIMIC specific considerations:

A1: Recruitment policies and equal opportunities

- Qualified male and female CIMIC personnel to engage the entire population in a culturally respectful manner (proper maturity and experience)
- Suitable interpreters (age, ethnicity, gender) to be able to engage the entire population
- Gender advisory functions; for example a GFP in the CIMIC staff branch or a GFA in a tactical CIMIC unit
- Suitable and culturally accepted work environment; for example separate rooms and washing facilities for male and female interpreters in a CIMIC centre

A2: Cooperation, support and representation

- Engagements with local males and females
- Identification of local key leaders, male and female
- Participation of men and women from different ages, social status and ethnicities in CIMIC meetings
- Liaison with civil society groups, including women's organizations
- Liaison with international community (IOs / GOs and NGOs), specifically focussing on coordinating and de-conflicting of gender related activities or sharing gender related information
- Working closely with GENAD or GFA

A3: Work structure

- Gender training for CIMIC personnel (theoretical and practical) during pre-deployment training, in-theatre training, CIMIC courses and exercises
- Gender perspective in CIMIC assessments and analysis; for example using disaggregated data by gender (using quantified numbers of host nation population divided into sex, age, ethnicity, social status) in the theatre civil assessment
- Gender perspective in CIMIC's contribution to the planning process
- Gender perspective in CIMIC annex W
- Gender perspective in planning of CIMIC activities; for example a CIMIC patrol, CIMIC village assessment or CIMIC meeting
- Gender perspective in CIMIC reporting
- Gender perspective in CIMIC lessons learned
- Gender perspective in CIMIC doctrine, policies and procedures (AJP 3.4.9, CIMIC TTPs, CIMIC SOP etc)

A4: Mandate interpretation and execution

- Specific CIMIC projects for most vulnerable local population; for example a project to create livelihood for physical disabled men
- Gender perspective in CIMIC project; how will men and women benefit differently from the project
- Gender perspective in supporting host nation and international community with the support to refugees and displaced people; women and men refugees will have different needs and priorities
- Implementation and awareness of host nations gender policy; for example does the host nation have a national action plan on UNSCR 1325

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The logo for the Civil-Military Cooperation Centre of Excellence (CCOE). It features a light gray shield shape centered within a complex geometric pattern of overlapping circles. The letters "CCOE" are printed in a bold, dark gray sans-serif font across the middle of the shield.

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