

Chapter 1:

Why and How Gender is vital to Military Operations

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“Would you do it? Would you make the effort to study a new perspective if you knew that you could achieve greater situational awareness than you ever had before? Would you make the effort to learn about this perspective knowing it was relevant to all social interaction, including war and conflict? If you knew you could improve your unit’s chance of success, improve the lives of many and make sure they would be better protected and able to participate in shaping their own future? Or would you risk neglecting it, jeopardize overlooking the consequences it has for planning and execution of military operations, education, pre-deployment training, intelligence, analysis, your own and others safety? Would you knowingly disregard international obligations? Would you gamble with the chances of the operation making more harm than good by neglecting the knowledge that comes from this perspective? Or would you be outraged if an enemy discovered your neglect and used this perspective against you?”

These are all essential questions related to teaching gender to the military and serve as motivation for the students to learn, change and evolve. Fortunately the answers to the questions above ought to be as simple as the perspective is natural. A gender perspective is an obvious and necessary part of a comprehensive approach to military operations. It is not only the right thing to do, it also helps us do things right. In this chapter we will consequently focus on why a gender perspective has become an important goal and an important tool in military operations and why this has national as well as international implications. We will begin this chapter presenting a definition of gender and gender perspectives in military operations, before discussing the changing nature of war and conflict and how it has affected the women, peace and security agenda through UNSCR 1325. Finally we discuss why gender perspectives are relevant internally in the military organization and at strategic, operational and tactical levels of national and international military operations.

Gender and gender perspectives

Usually the term “sex” is used to describe the fixed biological differences and is something you naturally are, while “gender” is used as a term to define the flexible and changeable social constructed expectations related to roles you learn and perform in the society as both women and men. The gender definition is especially helpful in an effort to understand our own and other social norms and behaviours. It supports the understanding that gender and culture can be changed and that the different roles we hold in the society will be affected by and affects other aspects of the society like access to justice, economy, healthcare, education, security, etc. However, embracing these definitions in this chapter does not aim to contradict Goldstein’s (2001)¹ claims that sex and gender are mutually interdependent and can also influence and change each other. The following opening statement from a Swedish general at a conference on Gender Mainstreaming in the Swedish Armed Forces² is a great example of how social pressure and expectations related to gender roles and performances change over time, and how unreal some historical views can sound at a later stage of development and change.

“In the beginning of the last century an aggressive and loud debate arose regarding women being given the possibility to work in the Governmental sector. The argument was that the wrists of women were too weak to write through several layers of carbon paper.”

Lieutenant General C-G. Fant
Graz, 10 May 2007

¹ Goldstein, J. S. (2001) *War and Gender*. New York: Cambridge University Press,

² Fant, C-G., *“Gender Equality and Gender Mainstreaming in Swedish Armed Forces”* Lecture at the conference *“Gender Mainstreaming a Tool for Change”*, Graz, 10. May 2007.

Gender issues are often perceived as issues related only to women. However, to have a gender perspective means to observe, analyse, understand and take into account the limitations and possibilities ALL the diverse social roles individuals have in different cultures and societies. It means to learn based on your observations and analyses how your actions and goals will affect and be affected by the gender roles and to adapt your actions accordingly. Furthermore, understanding gender roles is in no way equivalent to supporting or accepting them. On the contrary, it is the increased awareness and focus of the unjust situation for different sexes that has revitalized the need for gender perspectives.

"Appalling abuses are still being committed against women. And these include: domestic violence, dowry murders, coerced abortions, honour crimes, and the killing of infants simply because they are born female. Some say, all this is cultural and there's nothing you can do about it. I say it's criminal and we all have an obligation to stop it."

Madeleine Albright
White House Address Commemorating International Women's day
8th March 2010, Washington, D. C.

The issues of gender and gender perspectives are not new, but increased attention to and support for universal human rights, demands for equality in access to justice, education, healthcare, security etc. has placed gender issues firmly on the agenda, also for military operations. War and conflict affect men, women, girls and boys differently and military operations conducted in areas with very different cultures and gender roles, severe use of sexual violence or other forms of abuse and repression, have made it obvious that gender perspectives are an important part of a comprehensive approach in order to effectively fulfil the aim of military operations.

This parallel approach to gender and gender perspectives as both a goal (the right thing to do), and a means to effectiveness (to do things right), are paramount and will be discussed further under the Women, Peace and Security Agenda. However, the essence of gender and gender perspectives is that it is dynamic and changeable with time, current values and situation in the society. This is important for military forces to remember when they on behalf of their people and governments pursue the political aim of a better and more just world, permeated with equality.

Sex: Biological differences, something we are
Gender: Social constructed differences, something we become and are expected to be and perform – learned and changeable roles adopted as a result of interacting with other people in various cultures and societies

The Changing Character of Conflict And The Importance of a Gender Perspective in Military Operations

A military operation is never a goal in itself in a democratic society. The use of Armed Forces is always a tool, parallel to other tools, to reach a political aim. However, use of military force is an extreme tool due to their legal exercise of violence on behalf of the population. This includes the use of advanced weapons systems and an authorisation to use lethal force if necessary. Needless to say this demonstrates the need for vigorous investigations into the use of the Armed Forces, their ethics and ability to work towards reaching the political aim with a minimal use of force. Extraordinary caution is needed to make sure that the Armed Forces exercise their professional right.

After the Cold War the political reasons for a robust Armed Force and military intervention shifted from a focus on state security to human security. While state security focuses on defending territory and the state from external military interference,

human security focuses on the risks the civilian population face due to civil wars or non-state conflicts. It embraces the military and non-military means to prevent, protect, intervene and rebuild³. A wider definition of human security has been interpreted as human insecurity due to underdevelopment through poor governance, corruption, social upheaval etc. What puts human security firmly on the agenda is the reference to the Responsibility to Protect (R2P)⁴ as a norm and the application of it to military operations like Operation Odyssey Dawn and Operation Unified Protector over Libya in 2011, and an increasing number of states that are adopting a dual concept of security as being both human and state centric (ibid.).

"Global systems of the 20th century were designed to address inter-state tensions and civil wars. War between nation states and civil war have a given logic...21st century violence and conflict have not been banished ...But because of the success in reducing inter-state war, the remaining forms of violence do not fit neatly into "war" or "peace" or into "political" or "criminal" violence. (World Bank, 2011)⁵"

As the international community considers the Ukrainian situation it is obviously premature to draft the obituary for conventional or "old wars" (Kaldor, 2005)⁶ where inter-state tensions lead to war. In the 21st century there is no guarantee that states will not seek to expand into neighbouring countries and even further afield using proxies or boldly ignoring the Westphalian system of sovereign states and using their own militaries for a land-grab. However, it is clear that since the demise of the Cold War and the catastrophic events of 9/11 conflict has assumed a new mantle with new actors.

³ Kerr, P. (2013), in Collins, A. (ed.) *Contemporary Security Studies*, (3rd ed.), Oxford: Oxford University Press. Chapter on Human Security, pp. 104-116.

⁴ The Responsibility to Protect report from the International Commission on intervention and State Sovereignty (ICISS) in 2001 laid the foundation for the endorsement and norm of human security as part of the security concept.

⁵ World Development Report (2011), pp 2, https://openknowledge.worldbank.org/bitstream/handle/10986/4389/9780821384398_overview.pdf Accessed on 22032015.

⁶ Kaldor, Mary (2005), *Old Wars, Cold Wars, New Wars and the War on Terror, International Politics*, p. 42, London: Palgrave Macmillan

Intervention operations on a multilateral stage are now preferable to unilateral and the bilateral options of the Cold War. Inter-state conflict is rare whilst intra-state conflict, criminality, urban terrorism and insurgencies are increasing. Cyber warfare and climate change are also 21st century phenomena that some argue will lead to future conflict and which will affect civilians as much, if not more, than government and commercial institutions. The proliferation of nuclear weapons between states and the growing threat of a “loose nuke” falling into the hands of terrorists contributes to the complex environment militaries now operate within. The launching of a “spectacular” attack such as the Madrid train bombing or the attacks in London in 2007 also reveal a new approach to conflict; the reaction to incidents by the public and governments is more important to the combatants than the physical damage incurred. The rapid development of the media, Internet and social media in many ways supports any armed groups reliance on creating an atmosphere of fear and paralysis.

State and military operations have had to evolve as the character of conflict has changed. Afghanistan demonstrated that any response to the new breed of warfare should incorporate more than a purely military response and go beyond only considering the combatants. Today, the social and “human” terrain is as important as the geographical terrain. Historically civilians have often been caught up in the morass of conventional war, but they are now an alarming regular feature in today’s conflicts and as General Rupert Smith explains “war amongst the people” is becoming routine⁷. Emerging research testifies that whilst during the First World War:

⁷ Smith, R. (2006) *The Utility of Force*, Penguin, London.

“soldiers accounted for around 95% of victims, in more recent conflicts this ratio has been inverted, with non-combatant civilians now accounting for the vast majority of victims, being displaced, exiled, attacked, tortured, killed or disappearing”⁸

Today women and girls are especially affected during conflicts. As their husbands, fathers and sons leave to join a conflict, women are left to protect the children, their home and crops and themselves. If women have been forced to flee their homes they will be at risk of attack as they leave the conflict and look for safety. General Patrick Cammaert, a Force Commander in Eastern Democratic Republic of Congo, noted to the UN's General Assembly in 2008:

“It is now probably more dangerous to be a woman than a soldier in modern conflict.”⁹

Of course the General's comments are relatively specific to DRC, however much research has been conducted to investigate if men or women make up the majority of conflict casualties. The Peace Research Institute Oslo (PRIO) concludes that whilst *“men die more frequently than women in direct armed conflicts, ...more women than men die in post-conflict situations of the indirect causes of war”¹⁰*. This finding is evident when considering the amount of civilians, especially women, affected by war in post-conflict areas such as South Sudan, Liberia and the DRC. The current conflict in Iraq and Syria would also support that more men are dying in direct combat than women, however the impact of the treatment of women at the hands of ISIS will leave communities unlikely to recover – even after any military defeat of ISIS.

⁸ Frieyro de Lara, Beatriz and Carillo, Margarita R. (2013), *The Role of Women and Gender in Conflicts*. p 51, Spanish Institute for Strategic Studies.

⁹ UN Human Rights, (2008) *Rape as a Weapon of War*, <http://www.ohchr.org/en/newsevents/pages/rapeweaponwar.aspx>

Accessed on 23/03/2015

¹⁰ Ormhaug, Meier and Hernes (2009), *Armed Conflict Deaths Disaggregated by Gender*, p 23, Oslo: Peace Research Institute Oslo.

The “new wars” from the 90’s onwards and the conflicts being witnessed post the Arab Spring have been and are being fought by “networks of the state and non-state actors”¹¹ Countries enduring conflict post-1989 have, in the majority of cases, all shared the misfortune to receive inadequate governance from illegitimate institutions. Governments that cannot protect citizens, or even worse, are pariahs to their populations and the international community if they fail to provide access to justice, employment, health and education. In turn this affects social cohesion and enables corrupt practices, which usually increases the likelihood of violent conflict. Statistically women are more likely to be affected by instability and post a conflict.¹²

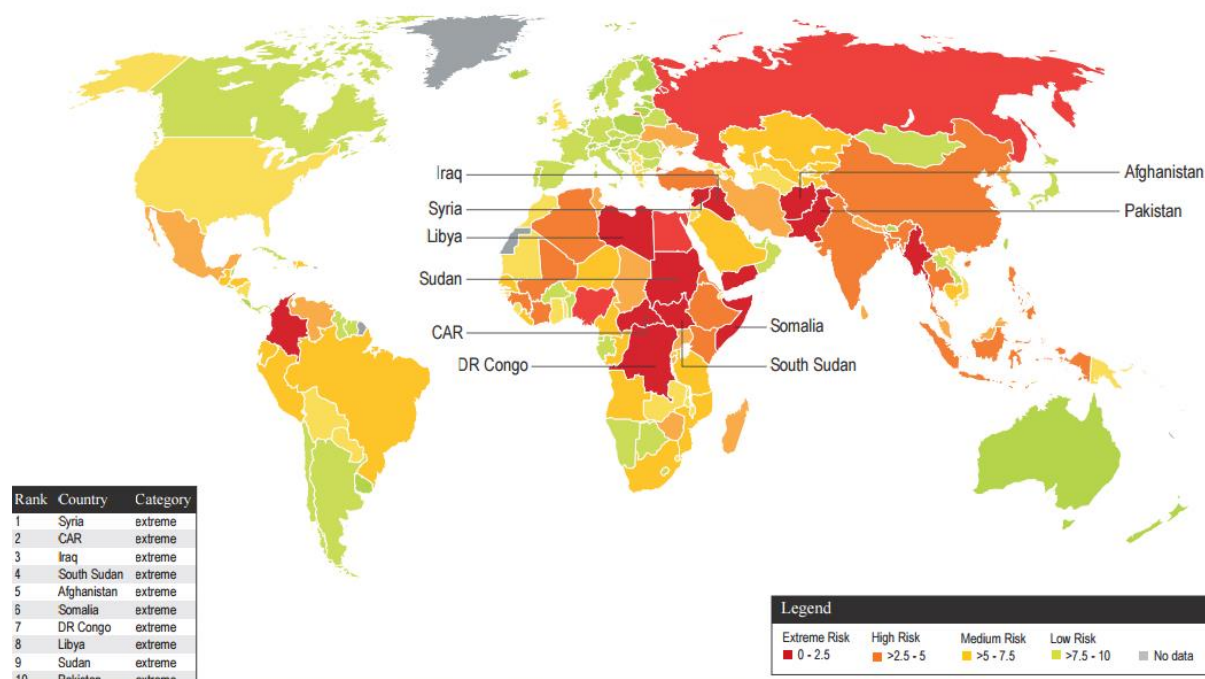
“Women in war-torn societies can face specific and devastating forms of sexual violence, which are sometimes deployed systematically to achieve military or political objectives. Women are the first to be affected by infrastructure breakdown, as they struggle to keep families together and care for the wounded. And women may also be forced to turn to sexual exploitation in order to survive and support their families (Women, War and Peace portal)”¹³

If we consider Maplecroft’s Conflict and Political Violence Index for 2014, predicting where conflict is most likely to occur, then compare it to the UNDP’s Human Development Report which studies gender equality through an analysis of reproductive health, the labour market and empowerment, we see a correlation between countries likely to experience conflict and those that rate poorly in gender equality. This position of women in society pre-conflict combined with the instability caused by previous and on-going conflict places them and girls in a more vulnerable position than men or boys.

¹¹ Kaldor, Mary (2013), *Stability*, In *Defence of New Wars*, pp 1-16.

¹² Estabanez, Pilar (2013), *Women in Armed Conflicts and War*, In *The Role of Women and Gender in Conflicts*, Spanish Institute for Strategic Studies.

¹³ Women War and Peace Portal, <http://www.womenwarpeace.org/> Accessed on 290315.



Country	Ranking for Gender Equality
Iraq	120
Syria	125
Pakistan	127
Central African Republic	144
Democratic Republic of Congo	147
Afghanistan	149
Libya	Not included owing to unavailability of data.
Sudan	
South Sudan	
Somalia	

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¹⁴ Human Development Reports, UNDP, <http://hdr.undp.org/en/content/table-4-gender-inequality-index> Accessed on 27032015

Typically in regions where women have never experienced the same freedom as the male populace we see women being further exploited and abused. The instability created by the non-state actors and inept/pariah governments has increased the vulnerability of women and girls, making them more likely to be targets of sexual and gender based violence, trafficking and slavery.

“Women in Syria have been arbitrarily arrested and detained, physically abused, harassed and tortured during Syria’s conflict by government forces, pro-government militias, and armed groups opposed to the government.” (Human Rights Watch July 2, 2014)”¹⁵

Armed groups now target the civilian population as opposed to fighting other armed groups. For example, in the Central African Republic the UN monitoring mission’s preliminary findings highlighted that on “5 December, anti-Balaka forces mounted coordinated attacks against the ex-Séléka in Bangui, also deliberately targeting Muslim civilians, including women and children.”¹⁶ Thus attacks are now aimed at civilians as much if not more than opposing armed groups.

The challenges with the conflicts being fought now is that they are asymmetric in nature, nebulous, ethnically charged, presented under the guise of religious fundamentalism and are cross-cultural. Possibly reinforcing or underlying these types of conflict are other non-traditional security threats such as financial turmoil and increasing global youth unemployment. For example unemployment of youth between 15-24 years of age is over 50% in Libya, 34% in Iraq, 30% in Syria and 25% in Sudan.¹⁷

¹⁵ Human Rights Watch Report, 2 July 2014, <http://hdr.undp.org/en/content/table-4-gender-inequality-index> Accessed on 280315.

¹⁶ Human Rights Report, Jun 2014, <http://www.ohchr.org/EN/NewsEvents/Pages/Civiliansdeliberatelytargetedinlarge-scalekillingsinCAR.aspx> Accessed on 290315.

¹⁷ World Bank Report 2013 Report, <http://data.worldbank.org/indicator/SL.UEM.1524.ZS>, Accessed on 280315.

Women and children carry the burden of today's conflict. Whether by being the target of rebel groups in DRC for systematic rape or Christian women being abducted in Iraq to be sold as sex slaves and "wives" for the ISIS leadership – women are acknowledged, but not new on the battlefield.

This changing nature of conflict is influencing traditional notions of security. For example the role of policing is expanding to responding to the terrorist and criminal activities carried out by the non-state actors. For the UN and regional security organisations such as NATO and the African Union understanding the cultural and anthropological terrain their soldiers are operating in is critical. For them to respond effectively against the likes of the Democratic Forces for the Liberation of Rwanda (FDLR) in the Democratic Republic of Congo or the Islamic State in Iraq and Syria (ISIS), or the Middle East it is critical to have a broader understanding of the environment. A fundamental aspect of this understanding will be recognising what the gender roles are in their area of operations and how women, girls, men and boys are being targeted and affected differently. Without this knowledge they will not be able to protect them. To have this situational awareness soldiers will require "softer" skills such as host nation training, cultural awareness training, language skills and the ability to view the situation with a gender perspective – including the ability to conduct gender analysis of the human terrain.

Legal foundation and operational effectiveness

In October 2000 the UN Security Council made an important realization and elevated women's rights and conditions from the social and economic agenda to the agenda for international peace and security. The women's movement had lobbied and argued

persistently for the issues to be taken seriously, and ultimately the UN Security Council came to a well-informed and deeper understanding of the security concept¹⁸.

The Security Council unanimously adopted UN Security Council Resolution 1325 on women, peace and security and consequently changed the security agenda in a historical way. The resolution calls for all member states to make sure women's and the society's security needs are safeguarded through increased emphasis on prevention, protection and participation. Prevention and participation are recognition of the fact that more women suffer in war and conflict, and that their security demands increased efforts to be preserved. However, the main difference from prior security focus is the shift of attention from women as victims, to women as resources, active and important contributors in shaping their own future through participation. The aim of UN Security Resolution 1325 is therefore better prevention, protection and participation of women, and therefore part of the member states' international obligations, also when conducting military operations. Additionally, the resolution calls for some specific actions to be taken. More women are to be deployed in military operations and gender perspectives are to be part of all planning and execution of military operations. These actions can as part of the resolution be interpreted as both aims and tools that are believed to increase chances of success related to the resolution's main objectives; improved prevention, protection and participation of women in war and conflict.

Following the adoption of UNSCR 1325 on Women, Peace and Security, many countries have generated their own National Action Plans to specify, evaluate and control their own efforts to reach the aims of the Women, Peace and Security agenda. This is a unique response to a UNSC Resolution and emphasises the different governments' commitment

¹⁸ Tryggestad, T. L. (2014) *International Norms and Political Change: 'Women, Peace and Security' and the UN Security Agenda*, Oslo: University of Oslo

and willingness to implementation. The UN Security Council has in turn cemented their commitment by subsequently adopting another six resolutions on women, peace and security¹⁹. Together, the seven resolutions represent an important framework for improving women's situations in conflict-affected countries.

And how is this relevant to the Armed Forces? First of all, the different nations have international obligations related to the Women, Peace and Security agenda and most mandates for military operation now also include a reference to UNSCR 1325. The Armed Forces therefore need to plan their operations with the aims of UNSCR as part of their objectives and end-state to be reached. Secondly, by including gender perspectives as a tool to conduct all parts of the operations, there will be greater chance of being more effective in dealing with such constant challenges as force protection, intelligence, information efforts etc.

Three major pillars will determine the level of activities related to gender perspectives in each military operation. First of all, the specific mandate for each military operation will describe the scope and opportunities. An operation with a mandate to establish air supremacy in an arctic area versus an operation with a mandate for peace support in an area characterized by genocide and rape as a strategic weapon of war will demand a completely different approach and dissimilar relevance of gender perspectives. The same differences are applicable for the possibilities to reach the aims of prevention, protection and participation related to the international obligations of UNSCRs as the

¹⁹ UN Resolution 1820 (2008) recognizing conflict-related sexual violence as a matter of international peace and security, UN Resolution 1888 (2009) on assigning leadership and establishing effective support mechanisms and UN Resolution 1889 (2009) that address obstacles to women's participation in peace processes and peace building. UN Resolution 1960 (2010) and UN Resolution 2106 (2013) also focus on sexual violence, while UN Resolution 2122 (2013) focus on the lack of progress on the women, peace and security agenda.

(<http://www.unwomen.org/en/digital-library/publications/2012/10/un-women-sourcebook-on-women-peace-and-security>)

second pillar. However, these aims are constant, but the mandate will differ from operation to operation. The third pillar represents a gender specific analysis of the area of operations. In the planning phase of any military operation the analysis of the environment the operation is taking place is essential. The same way you need to identify the geographical, economic, political, and military capabilities etc. you need to understand the social system, the culture, and how that affects and are affected by the other factors. All these analyses need to be gender specific in order to achieve a comprehensive awareness, and is vital in order to ensure your actions have the desired effect. Gender specific knowledge about the targeted society will reveal possibilities and limitations in the quest to fulfil the operation's mandate and the obligations connected to UNSCR 1325 and related resolutions.

NATO has comprehended and embraced its role in relation to the women, peace and security agenda and has since 2012 had a Special Representative for UNSCR 1325 to the NATO Secretary General, established positions as Gender Advisor at the Allied Command Operations (ACO) at the Supreme Headquarters Allied Powers Europe (SHAPE) in Mons, at the Allied Command Transformation (ACT) in Norfolk, the Joint Force Command in Brunssum (JFCB) and the Joint Force Command in Naples (JFCN). In addition, Gender Advisors at strategic, operational and tactical level have been deployed in recent operations in Kosovo and Afghanistan. NATO has also recognised the Nordic Centre of Gender in Military Operations (NCGM) in Stockholm as Department Head for all curricula related to gender for NATO and Partnership for Peace (PfP) countries. These structural changes have been created in an effort to implement gender perspectives in their military operations and to reach the aims of UNSCR 1325.

Gender perspective at the strategic, operational and tactical level

In order to implement gender perspectives in military operations, gender dimensions must be included in all phases of an operation. Implementation on all levels however, requires the different actors to be educated and trained on what gender is and how it operates, and that reality explains the necessity of this handbook.

First of all, **the Strategic level** has to make sure that gender perspectives like UNSCR 1325 and associated resolutions are part of the mandate for the operation as a legal foundation and with a clearly politically defined end-state for the aims to be achieved.

At the Operational level, the strategic political aims are transformed into military tasks and form the core of the military profession; operational planning. In the planning process you make use of gender perspectives when you through the gender specific analysis of the mandate, the different factors in the area of operations and your own forces determine how the gender conditions affect or are affected by the conflict. Based on this information it will be possible to evaluate how this will have to be taken into account in the operational design, and how it will affect or be affected by actions and tactical dispositions. Recruitment, force composition, facilitations for all personnel regardless of sex and relevant dilemma training are all examples of necessary structures and competences in order to analyse the area of operations, create situational awareness, successful intelligence and information sharing, do mission analysis, conduct planning processes, reporting and effective interaction with civil society.

At the Tactical level gender perspectives are important in every day operations. In some activities like intelligence gathering and patrolling it might be most useful to adapt the course of action to the local gender stereotypes, while other times it might be necessary to evaluate how the stereotypes will affect force protection. The specific situation will determine what considerations will have to yield. The effectiveness of

specific psychological operations will also be important based on what role gender perspectives play in the area of operations, and the soldiers' or the translators' gender might prove an obstacle or an opportunity to reach the local population. It will always be essential for the tactical level to understand how gender perspectives can affect their actions in order to reach the aim of the operation, but also how gender perspectives can be used as a tactic against them. Well-known examples from Afghanistan describe this perfectly, where male Taliban fighters dressed up as women in burkas were able to escape or detonate bombs because of the local gender dress codes and the ISAF or local forces lack of capability to search Afghan women accordingly.

An ability to implement gender perspectives at all levels in military operations is said to increase with more women in international operations. Critical mass, a cooperative and equal status work and the minority groups represented in positions of authority will reduce prejudices. More women serving internationally requires more women in national services in order to create a better recruitment pool. Recruitment, retention, education and training efforts nationally are therefore fundamental. The national military forces will have to make sure their structures, functions and organizational cultures facilitate a thriving environment for men and women in order to meet the international demands. Although a gender perspective is neither a "silver bullet" nor the answer to every question or challenge in military operations, it is a perspective that will create better situational awareness and contribute to reaching the goals of international obligations of working towards a more equal society and make the use of the military forces more effective.

GENDER AT THE STRATEGIC LEVEL

Political-Military Level

Within the **political-military level objectives** are created for the military to execute.

To ensure that a gender perspective is achieved at the Tactical level these strategic objectives should:

- Reinforce the UN Resolutions on Women, Peace, Security – noting the critical role the inclusion of women plays in achieving an enduring peace
- Acknowledge that civilians, particularly women and children account for the vast majority of those affected by conflict
- Include specific direction to consider the protection of women and children as importantly as the neutralisation of armed groups
- Relate the mandate to specific gender matters (e.g., that any Disarmament, Demobilisation and Reintegration programmes include female combatants as well as male combatants and should not only focussed on people carrying weapons)
- Include wording in the mission that encourages the military carrying out the strategic direction to consider a gender perspective. For example instead of stating that the “Force is to create a safe and secure environment” the sentence could be expanded to “The Force is to create a safe and secure environment cognizant that the view of security varies between women and men/ taking into consideration that women and men experience security in different ways”
- Include formal liaison with international and national groups that represent women’s groups within the country where the deployment will take place
- Capture gender disaggregated data to better understand the area of operations and to include it in the future operational planning purposes
- Direct units to deploy Gender Advisors and Gender Focal Points
- Budget for Gender Advisors and Gender Focal Points
- Make finances available for initiatives supporting the women as well as the men in Theatre

Recruitment and Retention of Servicewomen

Whilst a gender perspective is predominantly focussed on external interaction with local communities in the area of operations (AoR), without enough servicewomen to engage with women in the AoR it will be difficult to achieve a gender perspective.

It is critical that at the strategic level that:

- Recruitment campaigns are run that encourage women to join the military
- Servicewomen have terms and conditions of service that inspire women to stay in the military as a long-term career choice
- Promotion for women is at (proportionally) the same numbers as promotion for men
- Review the career paths to senior military appointments to ensure servicewomen and men have the same opportunities
- Ensure the Armed Forces organizational structures, functions and culture support recruitment and retention of servicewomen

GENDER AT THE OPERATIONAL LEVEL

The operational level acts as a bridge between the objectives set at the strategic level with the military action carried out at the tactical level. The direction and orders issued by the operational HQ should be gender mainstreamed and provide specific guidelines to units that will ensure a gender perspective is included at ground level.

OPERATIONAL HQ STAFFING AND PROCEDURES

In time a gender perspective will be in the “veins” of the military HQ and not require additional staffing but at this moment in time the military mindset is not intuitively attuned to a gender perspective and fails to gender mainstream. To that end the operational HQ should:

- Establish a staff officer responsible for the implementation of UN Security Resolutions relating to Women, Peace and Security, this appointment could be based on the NATO Gender Field Advisor (GFA) or referred to as the Protection of Civilians officer (“POCO”)²⁰.
- Include in the main body of the Operational Order (OpOrd) and Operational Plan (OPlan) paragraphs that are gender mainstreamed.
- Include a gender specific annex for Gender Focal Points in units and other staff branches that would benefit from a gender perspective.

Gender Mainstreaming in the Military Functions At The Operational Level²¹

J1²²/ Chief Pers Officer	<ul style="list-style-type: none"> ➤ Does the deploying Force have a GFA/POCO?²³ ➤ Are there sufficient servicewomen to conduct searching operations/engagement with local women/women interpreters/ trained women to respond to survivors of Conflict Related Sexual Violence (CRSV)? ➤ Are soldiers aware of standards of behaviour towards the local population? ➤ Zero tolerance policy towards 	J2	<ul style="list-style-type: none"> ➤ Is information being collected from women as well as men? ➤ Is data disaggregated to show the experiences of women, men and the under-18s? ➤ Is data being analysed to provide commanders and staffs with relevant intelligence? ➤ Are procedures in place to push intelligence out to the field?
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²⁰ POCO – Protection of Civilians Officer is not yet a formally recognised staff appointment within UN or NATO missions and is used for illustrative purposes only.

²¹ This table shows how the different military functions can mainstream a gender perspective into their routine work. The Functions are typically (but can change from nation to nation):

- J1: personnel
- J2: operational intelligence
- J3: current operations
- J4: logistics/medical
- J5: deliberate planning
- J6: communication and information systems
- J7: training
- J8: finance and human resources
- J9: policy, legal and civil military cooperation

²² J refers to Joint i.e. a Naval, Land and Air operation. If the military deployment is a single service then the military functions are G (Ground), A (Air) and N (Navy).

²³ The creation of the table which states who needs to deploy is traditionally drafted by the current operations branch (G3)

	<p>prostitution.</p> <ul style="list-style-type: none"> ➤ Zero tolerance policy towards sexual harassment or violence between service members 			
J3	<ul style="list-style-type: none"> ➤ Ensure orders direct units to conduct mixed patrolling/have servicewomen on cordon and search operations. ➤ Create templates for reporting which include headings that provide information relating to the gender dynamics of the area, e.g., formally report the incidents of rape/ incidents of witchcraft. ➤ Train staff on and implement Gender Overlay in Collateral Damage Estimate for Air Dropped munitions. ➤ Ensure missions using gendered interface units (FETs, CSTs, WITTs, Mixed Patrols) are tracked in the JOC. ➤ Information Operations: <ul style="list-style-type: none"> ✓ Are products communicating with local population inclusive? ✓ Is Force aware that cultural mores of the society may be undermining the human rights of children and women? Don't we want more? Such as "Cultural mores of the society that undermine the rights of women and children not reinforced by InfoOps messaging"? ✓ Does Key Leader Engagement include dialogue with women? 	J4	<ul style="list-style-type: none"> ➤ Can contracts be given to companies that have a transparent record on treatment of women and children? ➤ Can contracts be given to businesses run by women/support women in local society? ➤ With J1 and Military Police ensure women employed on camp not able to practice prostitution. ➤ Medics to have servicewomen trained in how to respond to CRSV and have PEP²⁴ kits etc. ➤ Camps to have ablutions for women that are safe and secure. ➤ Adequate supplies of urinary diversion tubes exist in theatre. ➤ Medics trained in the health needs of women servicemen operating in austere environments. ➤ Laundry facilities available for women service members who choose not to use camp laundry services 	

²⁴ PEP Kit = After *rape*, people are given anti-retroviral (ARV) medication to prevent HIV-infection. This treatment is called Post-exposure prophylaxis or **PEP**.

J5	<ul style="list-style-type: none"> ➤ OPlans and OpOrders to have a gender perspective throughout out plus a dedicated annex on gender. ➤ Security Sector Reform (SSR) programmes to specifically include training and infrastructure for indigenous women and not only focus on training local men. ➤ Disarmament, Demobilisation and Reintegration to consider women and girls as well as the men involved in the armed groups. ➤ Post-Conflict Negotiations/Key Leader Engagement to include women. ➤ Should the Force be involved in Internally Displaced Persons (IDP) or Refugee camps – which is rare as this is the role of UN agencies and Humanitarian actors – consider the security of women, locks on showers, lighting, separate areas for men and women etc ➤ Special Operating Forces concepts of operations (CONOPS) must include gender-relevant considerations 	J6	<ul style="list-style-type: none"> ➤ Ensure communications structures are not placed near schools or areas usually occupied by local women. 	
		J7	<ul style="list-style-type: none"> ➤ Ensure Induction training for the Force includes a gender specific lesson. ➤ If involved in SSR ensure women are included in training. ➤ Ensure specific staff section officers, e.g., targeteers and weaponeers in the dynamic targeting cell, have training in the incorporation of gender perspectives in their specific functional SOPs 	
		J8	<ul style="list-style-type: none"> ➤ Money should be allocated to units for funding of women’s projects. 	
J9	<ul style="list-style-type: none"> ➤ Ensure there is liaison with women’s groups as well as men’s groups when scoping Quick Impact Projects. ➤ Ensure QIP processing cycle assesses the benefits of project for men and women. ➤ Before deploying liaise with/research NGOs and Civil Society groups in the area. ➤ Conduct mapping of Civil Society groups, NGOs and IOs working in the area and share with J5 and J2. This mapping will help if deliberate operations are likely to see the dispersal of civilians from their homes and therefore being more at risk as they look for a “safe” area. ➤ The LEGAD office is not generally part of J9 – in many militaries, particularly Five Eyes, they are a separate office with direct access to the commander. There are specific tasks that could be assigned to the LEGADs with regard to gender perspectives being incorporated. However, the ones noted in NATO Bi-SCD 40-1 are neither relevant nor realistic. 			

GENDER AT THE TACTICAL LEVEL

The Tactical level requires soldiers to be aware of a gender perspective, to think beyond the traditional norms of conflict and understand that their job is not purely about neutralising armed groups or insurgents. They must be taught before they deploy how men and women experience conflict differently and how some groups are more at risk than others during deliberate operations.

J1	<ul style="list-style-type: none"> ➤ Units have male and female Battle Casualty Replacements at the home unit. ➤ Discipline of soldiers is monitored and zero tolerance shown to soldiers who transgress the rules regarding prostitution and the exploitation of women and children. 	J2	<ul style="list-style-type: none"> ➤ Units to use mixed engagement and female engagement teams to gather information from the entire spectrum of society. ➤ Are patterns and trends for CRSV being monitored and collated?
J3	<ul style="list-style-type: none"> ➤ Patrols to be of mixed sex as often as possible. ➤ Post Patrol briefs to include assessment of threats to civilians and reports of CRSV or other Human Right's Violations. ➤ Commanding and Company Commanders to engage with local women (where culturally acceptable) and use Female Engagement Teams when there are no female military staff or the local women can not meet with the men from the unit. 	J4	<ul style="list-style-type: none"> ➤ With J1 and Military Police ensure women employed on camp not able to practice prostitution. ➤ Medics to have servicewomen trained in how to respond to CRSV and have PEP kits etc.
J5	<ul style="list-style-type: none"> ➤ Units to have servicewomen prepared and trained to assist with SSR/DDR/IDP camps etc. 	J6	<ul style="list-style-type: none"> ➤ Ensure communications structures are not placed near schools or areas usually occupied by local women.
		J7	<ul style="list-style-type: none"> ➤ Training officer to ensure soldiers refreshed in gender training during tour. ➤ If involved in SSR ensure women are included in training.
		J8	<ul style="list-style-type: none"> ➤ Commanding Officer to allocate funding for women's projects.
J9	<ul style="list-style-type: none"> ➤ Ensure there is liaison with women's groups as well as men's groups when scoping Quick Impact Projects. ➤ Ensure QIP processing cycle assesses the benefits of project for men and women. ➤ Before deploying liaise with/research NGOs and Civil Society groups in the area. 		