

NCGM

A Decade of Integrating Gender Perspective
in Military Operations



10 YEARS

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Abbreviations

AoR	Area of Responsibility
CRSV	Conflict-Related Sexual Violence
DH	Department Head
E&T	Education and Training
ETF	Education and Training Facility
GBV	Gender-Based Violence
GENAD	Gender Advisor
GFP	Gender Focal Point
GMO	Gender in Military Operations
NATO	North-Atlantic Treaty Organization
NCGM	Nordic Centre for Gender in Military Operations
PoC	Protection of Civilians
SEA	Sexual Exploitation and Abuse
SGBV	Sexual-and Gender Based Violence
SME	Subject Matter Expert
UN	United Nations
UNSCR	United Nations Security Council Resolution
WPS	Women, Peace and Security

Purpose

The purpose of this publication is twofold; firstly, it is our way of celebrating the work NCGM and its partners have done during the 10 years since its birth in 2012. Secondly, we want to emphasize the significant work of NCGM and its partners within the field of Gender in Military Operations (GMO). In addition, this publication strives to give real life examples and personal stories from actors in the field on how gender perspective can be integrated at both the strategic and operational level in military operations.

During our 10 years of existence, NCGM and its partners have worked vigorously to enhance and strengthen the Gender in Military Operations discipline. We take great pride in having educated thousands of Gender Advisors and Gender Focal Points around the world, with the support of our partners.

The publication aims to reach out to military and civilian professionals to give examples of the positive impact an integrated gender perspective can have. The people featured in this publication come from different branches of armed forces and various International Organizations; they shed light on the strategic and operational level of different missions and command structures. The stories and examples presented in this publication should be viewed as context specific to the situation and environment where they took place.

Content

The publication is categorized into three themes: Institutional Change, Sexual Exploitation and Abuse (SEA) and Conflict Related Sexual Violence (CRSV). For each theme, the connection to the WPS agenda, to NATO and to the work NCGM has conducted over the years is described. Examples from the field are presented to highlight how gender perspective is integrated within military operations in relation to the respective focus area.

These themes have been selected as they reflect the focus of work at NCGM the last couple of years. Further, these themes feed into NATO-led exercises, education and training as well as the development of concepts and doctrine. This selection, however, does not indicate their significance over other GMO topics that NCGM has engaged in.¹

1) Gender in Military Operations (GMO) is a cross-cutting discipline and the work of NCGM is not limited to the themes elaborated on here, but delimited due to the scope of this publication. For example, NCGM also works with human trafficking and gender, cyber and gender, terrorism and gender, Security Sector Reform (SSR) and Disarmament, Demobilization and Reintegration (DDR) within the context of WPS and GMO.

Who we are

Nordic Centre for Gender in Military Operations (NCGM) is an international expert center on gender in military operations and the WPS agenda. We are guided by a Steering Committee, and co-located at the Swedish Armed Forces International Training Center in Stockholm, Sweden. The establishment of NCGM in 2012 was the result of increased efforts by the Nordic countries in implementing UN Security Council Resolution 1325 and related resolutions on WPS into military operations.



In 2013, NATO assigned NCGM as the Department Head for the GMO Discipline. Since then, NCGM has cooperated closely with partners to build, sustain, and increase the use of gender perspective in military operations and organizations. In this capacity, NCGM translates NATO's operational requirements into NATO's education and training program, and supports NATO Nations and Partners with a pool of Subject Matter Experts at Education and Training events, including military exercises. Additionally, NCGM conducts NATO accredited courses and seminars, both in-house, online and as Mobile Education and Training Teams.



Figure 1: NCGM's three roles

Figure 1 illustrates NCGM's three distinctive roles. The three roles mean that the center is in a highly strategic position to influence gender discipline and ensure synergies. In its role as expert center, NCGM supports its stakeholders with subject matter experts (SMEs) in a variety of activities such as exercises, doctrinal review, gender mainstreaming, workshops, conferences, lessons learned, pre-deployment, etc.

In our role as an NATO accredited Education and Training Facility (ETF), NCGM provides education and training on how to integrate gender perspective in peacetime and crisis establishments at strategic, operational and tactical levels. NCGM cooperates with its partners through a network of key experts and institutions that supports policy and process development. In addition, NCGM assists military organizations in integrating gender perspectives into the planning, execution and evaluation phases of military exercises.

"As the leading international center on gender in military operations, NCGM strives to enable actors to apply a gender perspective to every situation in order to increase operational effectiveness in providing security to women, men, girls and boys"
Jan Dunmurray, Former Commander NCGM

WPS and GMO

The WPS agenda² aims to strengthen the meaningful participation of women in all efforts to achieve sustainable peace and security, particularly in decision-making. The agenda also aims to enhance the protection of women, but also men and boys, against different forms of violence, and in particular sexual and gender-based violence and CRSV. At a strategic level, prevention is another aim. The WPS agenda further outlines measures which the military can execute as an integrated part of the regular implementation of tasks, obligations and mandates. This means that the aim and content of the WPS agenda and the practical issues it seeks to address carry implications at all military levels: strategic, operational and tactical. Within NATO, the WPS agenda is implemented through the NATO/EAPC³ Policy on Women Peace and Security. *So, what does this mean in practice?*



2) To read more about the WPS agenda and its relevance for the military, see NCGM 'A Military Guide to the United Nations Security Council Resolutions on Women, Peace and Security' (2020) available at: https://www.forsvarsmakten.se/siteassets/english/swedint/engelska/swedint/nordic-centre-for-gender-in-military-operations/mil-guide-uns-cr-wps.pdf?fbclid=IwAR16uLWGVY-6fc0rjo7eAVxEA4HkAYZV_BD-pCmq3I2TAPB4RmHxZG1Gmo

3) Euro Atlantic Partnership Council.

NATO's approach

For NATO, the integration of the WPS agenda and gender perspective in its command structure is governed by the Bi-SC Directive 040-001 (2021).⁴ The first Bi-SC Directive 040-001 was adopted in 2009, and has since then been revised in 2012, 2017 and 2021.

NATO and its partners are committed to integrating gender perspective across its three core tasks: collective defense, crisis management and cooperative security.⁵ In addition, the NATO/EAPC Policy on Women, Peace and Security recognizes that the integration of gender perspective is an essential factor to achieve lasting peace and security.⁶



The Bi-SCD 40-1 Directive (2021) focuses on the gender advisory structure within NATO, implementation in warfare development, gender perspective in military operations, responding to, and preventing gender-based violence, conflict-related sexual violence and sexual exploitation and abuse; and finally education, training and exercises. As such, NCGM frequently relies on this Directive in its NATO DH role as well as its ETF activities.

4) NATO Bi-Strategic Command Directive 040-001 (2021) (public version) SH/PD/GEN/SP/21-007647/1, ACT/CG/GEN/LB/TT-3634/Ser.NU, p 1.

5) NATO Bi-SCD 40-1 (2021) para 1-3.

6) NATO Bi-SCD 40-1 (2021) para 1-5.

Why GMO matters

The Bi-SC Directive 040-001 (2021) rests on the rationale that men and women are part of a gendered societal construct, and therefore bring unique and different perspectives to security challenges in peacetime, crisis and armed conflict. Accordingly, the effective representation of women and men is critical to the success of NATO and its partners, and fundamental to lasting peace, stability and security. The Directive further recognizes that women, men, girls and boys have influence on, and are impacted differently, by armed conflict - women and girls are often disproportionately affected.⁷ It is widely recognized that in today's conflicts civilians account for the vast majority of victims.⁸ For military organizations, it is therefore critical to understand the terrain of where one operates. Fundamental to this understanding is, through a gender perspective, recognizing the gender roles in ones area of operations, thereby increasing the ability to protect affected populations.⁹ This requires actors to be educated and trained on WPS and GMO.¹⁰

Looking back over the past decade NCGM has, in its three roles, influenced and contributed to the discipline. We have trained key leaders, commanders, trainers, GENADs and GFPs from around the world on WPS and GMO as well as supported concept development on thematic areas related to the GMO discipline and WPS such as SEA and CRSV.

Conflict-Related Sexual Violence (CRSV)

Conflict-related sexual and gender-based violence (CR-SGBV) are serious violations of international human rights law and international humanitarian law, which under international criminal law can amount to war crimes, crimes against humanity, or a constituent element of genocide. In addition to the harm inflicted on the individual, CR-SGBV may also cause trauma for entire communities, undermine peace and security, and exacerbate conflict dynamics.

In its work streams, the UN has chosen to distinguish between gender-based violence (GBV) and conflict-related sexual violence (CRSV). While GBV relates to any type of violence committed based on gender, CRSV refers to rape, sexual slavery, forced prostitution, forced pregnancy, forced abortion, forced sterilization, forced marriage and any other form of sexual violence of comparable gravity perpetrated against women, men, girls or boys that is directly or indirectly linked to a conflict.¹¹ This definition closely mirrors the definition of "sexual violence" adopted by the International Criminal Court.¹²

7) NATO Bi-SCD 40-1 (2021) para 1-3.

8) Kvarving & Grimes, 'Why and how gender is vital to military operations' in Teaching Gender in the Military (2016), p 11.

9) Kvarving & Grimes (2016) p 14, 16.

10) Kvarving & Grimes (2016) p 16.

11) See e.g. Report of the UN Secretary General on Conflict-Related Sexual Violence (2022) S/2022/272, at [4].

12) Rome Statute of the International Criminal Court (1998), Arts. 7(1)(g), 8(2)(b)(xxii) and 8(2)(e)(vi).

CRSV and WPS

Within the framework of the WPS agenda, CRSV is closely linked to the prevention and protection pillars. Already at its inception, in resolution 1325, the UNSC acknowledged the need to protect women and girls from gender-based violence, including rape, in situations of armed conflict. Crucially, by adopting UNSCR 1820, the international community recognized that sexual violence, when used as a tactic of war, may constitute a threat to global peace and security. Several following resolutions (UNSCRs 1888, 1960, 2106, 2467) highlight, condemn and/or propose recommendations on various aspects of CRSV, including prevention implementation measures, accountability for perpetrators, and recognition of the vulnerability of men and boys. The Security Council regularly also links Protection of Civilians (PoC)-mandates to include all forms of sexual violence (e.g., MINUSCA, MINUSMA, MONUSCO, UNAMID, UNMISS and UNOCI).

While the commitments in the WPS agenda related to CRSV are pertinent to a range of different stakeholders, the link to armed conflict makes these particularly relevant for military actors. There are several specific and concrete recommendations in the WPS resolutions on CRSV addressed to armed forces and groups: the prohibition of sexual violence is to be included in military codes of conduct, field manuals or the equivalent,¹³ the establishment of effective vetting processes in the recruitment of security sector personnel is recommended,¹⁴ specific commitments on timely investigations of alleged abuses,¹⁵ adequate training for troops,¹⁶ and specific requirements for commanding officers to prevent CRSV and enforce adequate measures.¹⁷

NATO framework on CRSV

Conversely, until recently, NATO relied on a broader approach, using the term CR-SGBV to refer to any sexual and/or gender-based violence against an individual or a group of individuals, used or commissioned in relation to a crisis or an armed conflict.¹⁸ In 2021 NATO adopted its current Policy on Preventing and Responding to Conflict-Related Sexual Violence, aligning its terminology with that of the UN. However, some NATO documents still refer to CR-SGBV.¹⁹ For consistency purposes, we will refer to CRSV only.

13) UNSCR 1960 at [5], UNSCR 2106 at [10], UNSCR 2467 at [1].

14) UNSCR 2106 at [16], UNSCR 2242 at [9].

15) UNSCR 1888 at [7], UNSCR 1960 at [5], UNSCR 2106 at [10].

16) UNSCR 1820 at [3], UNSCR 1888 at [3].

17) UNSCR 1888 at [3] and [7], UNSCR 1820 at [3], UNSCR 2467 at [1].

18) NATO Bi-Strategic Directive 040-001 (2017) (public version) SH/SAG/GEN/JC/17-317874/1, p 6.

19) NATO Military Guidelines on the Prevention of, and Response to, Conflict-Related Sexual and Gender-Based Violence (2015), MCM-0009-2015.

NCGM contributions

Prevention of, and response to, CRSV has become a central component in NCGM's work on integrating a gender perspective in military operations and operationalizing the WPS agenda. As NATO DH for GMO discipline, the NCGM is involved in various NATO processes concerning the prevention of, and response to, CRSV.²⁰ All NCGM training and education solutions, most of which are NATO accredited, include teaching modules on CRSV, geared toward different training audiences. In its role as Expert Centre, the NCGM is regularly consulted in policy discussions and drafting processes related to work on CRSV.



²⁰) NATO Bi-SCD 40-1 (2021).

- In 2012, NCGM initiated an exchange and cooperation with the UN Secretary General's Special Representative on Sexual Violence in Conflict.
- NCGM participated in the *Global Summit to End Sexual Violence in Conflict* in London (2014). Later that year, the NCGM organized a residential expert meeting on *Training Military to Combat Sexual Violence in Conflict* by way of follow-up. Representatives from UN DPKO, UN SRSG Office on SVC, NATO IMS, NATO SHAPE, UK, EU TM Somalia, PSO TC, DCAF, FBA and national representatives were involved in drafting recommendations on how to train military personnel on CRSV.
- In 2016, NCGM conducted its first Mobile Education Training Team of the Key Leader Seminar delivery in Norfolk, USA, hosted by NATO ACT²¹ with a dedicated focus on military operations and effect, and CRSV. Later in the same year, together with the UN SRSG on Sexual Violence in Conflict and in cooperation with UN DPKO, the NCGM co-hosted a seminar on CRSV in Abidjan, Ivory Coast, for 18 - primarily West African – nations.
- Also in 2016, in cooperation with NATO ACT, the NCGM developed and piloted a blended learning interactive online course on the prevention and response to CRSV, addressed to military personnel to be deployed, or preparing deployment, to an area of operations where CRSV is occurring.
- In 2017, NCGM participated in a seminar on *Protection of Civilians: Conflict-Related Sexual Violence and Military Leadership in UN and NATO Operations* (Oslo) and a course on Investigating SGBV at the Irish Defense Forces Training Centre.
- NCGM held a high-level expert meeting on CRSV in 2019. The expert meeting explored the gaps or lack of clarity in policy and law, which may hinder the military in fulfilling its role and responsibilities.
- NCGM regularly contributes with experts on CRSV to various military exercises such as NATO exercises, Combined Joint Staff Exercise (CJSE) and Viking.

Examples of CRSV from the field

The work on combating CRSV within operation planning mechanisms is described by Lieutenant Colonel Robyn Christine Fellowes. Lt. Col. Fellowes was deployed in the UN Mission in South Sudan (UNMISS), where the mandate included the prevention of, and protection of the population from, CRSV.

Rape and other forms of sexual violence were commonly used in South Sudan as a tactic of war which forced unwanted displacement of the population. Reports indicated that 60 percent of CRSV cases were committed by national security forces, of which 97 percent were committed against women and girls.

²¹) NATO Allied Command Transformation.

“The ability of UNMISS to be able to engage with national security forces on this issue, in order to generate change from within, was important for the mandate priorities of Protection of Civilians (PoC) and enduring peace”
Lt. Col. Fellowes

Initially, there was no overarching mission plan with respect to training on CRSV. Lt. Col. Fellowes lobbied for a Senior Women's Protection Advisor (SWPA) who could support efforts on synchronized and coordinated training on CRSV, but also the synchronization and cooperation between civilian and military personnel on mission integrated planning. Additionally, Lt. Col. Fellowes represented the UNMISS Military Force at Mission Level Planning, in order to support efforts on the application of gender perspective and to ensure a mission approach on preventing and protecting the population from SGBV, including CRSV. In this regard, it was identified that populations outside the camps required particular attention and protection.

“Mission Integrated Planning allowed all relevant UNMISS pillars and components to plan together on this important cross cutting issue”
Lt. Col. Fellowes

These synchronized planning efforts contributed to the delivery of coordinated training on CRSV, both internally within the UNMISS as well as externally to national security forces. Lt. Col. Fellowes confirmed that this approach directly contributed to the mandate, which prioritized PoC and enduring peace as did the integration of a gender perspective. Particularly, the cross-cutting nature of CRSV highlighted the need for integrated planning between civilian and military personnel.

“The Force need to better understand how the civilian components operate so they can contribute towards a common mission line of effort”
Lt. Col. Fellowes



With respect to PoC mandates and the integration of gender perspective, Captain Deirde Carbery also shared her insights and experiences. Capt. Carbery was deployed as a Chief of Information Operations and Psychological Operations during the UN Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO). This mission had one of the most robust PoC mandates to date, where the mainstreaming of gender perspective in all planning and operational activities proved significant.

In particular, Capt. Carbery stresses the need for a comprehensive view of the operational environment and the importance of effective engagement with the civilian population as well as the inclusion of sex-and age disaggregated data in reporting.

By gathering sex-and age disaggregated data on CRSV, Capt. Carbery was able to conduct a gender analysis which disclosed who was affected by CRSV in the area of responsibility (AoR), and how women, men, girls and boys were affected differently. The inclusion of sex-and age disaggregated data was outlined as a minimum standard in all reports, as was the recognition of CRSV as a security threat. Through these efforts,

a more comprehensive threat assessment of the AoR was established and situational awareness increased. Had this assessment not been properly conducted, the mission could have focused on security threats that did not reflect the realities of the affected population.

Furthermore, the gender and PoC training that was established focused on engagement with the civilian population and reporting. During these sessions, it became evident that the training was needed to educate on the prevalence of CRSV, and particularly that men and boys are affected by CRSV and not only women and girls.

“It is essential that the mission supports programs for males, particularly in the areas of men’s health, sexual violence against men and boys, and males taking on care giving responsibilities”
Capt. Deirdre Carbery

Another lesson learned was the significance of prioritizing preventing and pre-emption of CRSV and other forms of SGBV, rather than solely focusing on the response of such violence.

Sexual Exploitation and Abuse (SEA)

SEA and WPS

Among the UNSCRs said to formally make up the WPS agenda, SEA is not explicitly addressed. However SEA has a natural and important place within the WPS agenda, given its aims of protection and prevention.²² NATO implements a zero-tolerance approach against SEA, and draws upon the WPS agenda and UN Security Council Resolution (UNSCR) 2272.²³ Particularly, the resolution focuses on the prevention, protection and response to SEA.²⁴

NATO framework on SEA

The NATO Policy on Preventing and Responding to SEA (2019) defines sexual exploitation as *“any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another.”* It defines sexual abuse as *“any actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions.”*²⁵ In addition, the NATO Bi-SCD 040-001 explains SEA as a form of sexual and gender-based violence, which *“relates to sexual exploitation and sexual abuse committed by NATO personnel against members of the local population”*.²⁶

22) NCGM, A Military Guide to the United Nations Security Council Resolutions on Women, Peace and Security Agenda (2020) p 7-8.

23) NATO Policy on Preventing and Responding to Sexual Exploitation and Abuse (2019).

24) UNSCR 2272, S/RES/2272 (2016), addressing SEA in peace operations. While closely linked to other commitments and the broader issues in the WPS agenda, the resolution was formally categorized as addressing conduct and discipline issues.

25) NCGM, 'A Military Guide to the United Nations Security Council Resolutions on Women, Peace and Security' (2020) p 8, 19.

26) NATO Bi-SCD 40-1 (2021) p 20.

The relevance of SEA for military actors

The WPS agenda confirms that developing the capacity to prevent and address sexual violence constitutes a clear responsibility for a military organization. Credibility and professionalism are key to improving protection and mission safety.²⁷ Similarly, the NATO Policy on Preventing and Responding to SEA (2019) clearly sets out why military organizations must implement measures to prevent and respond to SEA; SEA runs counter to the core values and principles of NATO, undermines the effectiveness and credibility of the Alliance, and risks mission success.²⁸ SEA may also have negative impact on the mission mandate as well as relations with the host nation and the overall security situation.

For these reasons, preventing and responding to SEA is a significant aspect of the role of the military. It contributes to ensuring a credible and effective military, protecting the local population in accordance with the WPS agenda, honoring its core values and principles, as well as maintaining relations with the local community and host nation. Through these lines of efforts and effects, preventing and responding to SEA is one part of the puzzle that contributes to ensuring credible and effective military organizations, thereby increasing the likelihood for mission success.



27) NCGM, 'A Military Guide to the United Nations Security Council Resolutions on Women, Peace and Security' (2020) p 7-8.

28) NATO Policy on Preventing and Responding to Sexual Exploitation and Abuse (2019) para 3.

NCGM contributions

- SEA is part of the GMO discipline, for which NCGM holds the DH role. As such, NCGM continuously works with SEA across its three functional roles as ETF, Expert Centre and DH. The prevention of, and response to, SEA is included in most NCGM course activities and other related NATO processes.
- NCGM and its partners are working to finalize a NATO course on identifying, preventing and responding to SEA. The course heavily relies on the NATO Policy on Preventing and Responding to SEA (2019).
- Our publication “A Military Guide to the United Nations Security Council Resolutions on Women Peace and Security”, was released in 2020, which partially covers the role of military actors in preventing and responding to SEA and other forms of sexual and gender-based violence
- NCGM supported the revision of NATO’s Bi-SC Directive 040-001 (2021) and the subchapters on preventing and responding to gender-based violence.



Examples of SEA from the field

The significance of integrating a gender perspective to identify different risks and security threats is described by Valeria Eboli in relation to her work as an International Humanitarian, Human Rights and Refugee Law Expert with the European External Action Service (EEAS). Operation SOPHIA (EUNAVFOR-MED)²⁹ demonstrated the necessity for a gender-appropriate approach.

“Following each rescue, a huge number of civilians, including women and children, were present on board, and a gender appropriate approach was therefore needed”
Valeria Eboli

Due to the interactions between the crew and civilians on board, the need for the integration of gender perspective was identified. Therefore, all personnel took part in specific pre-deployment training on gender awareness and human rights. Against the backdrop of the extensive interactions with civilians, a Standard Operating Procedure (SOP) on SEA was developed and implemented into the mission. Further, all personnel received a standardized briefing on SEA during pre-deployment training. An internal monitoring mechanism, with particular attention on the protection of SEA victims and survivors, was also established. These implemented efforts contributed to a better identification, prevention and response to SEA, and are particularly important in operations because:

“Sexual misconduct of any kind would affect the mission mandate by undermining public confidence, be a violation of survivors’ human rights, and could constitute a criminal offence. Furthermore, it could potentially threaten the safety and security of operation personnel”
Valeria Eboli

Lieutenant Commander Tyson Nicholas has also testified to the significance of training on SEA and gender. His experience relates to the development of a National Investigation Officer (NIO) training-of-trainer’s course that aims to inform NIOs on undertaking investigations of SEA allegations in the field.

29) Operation Sophia, formally European Union Naval Force Mediterranean.

The NIO's role is to conduct impartial investigations in accordance with UN standards throughout all aspects and steps of the investigation process; including response search, gathering, handling evidence, and reporting (should the allegation be substantiated). LCDR Nicholas explained that NIO's play a key role in implementing the UN zero tolerance approach to SEA and its frameworks by providing formal guidance on the integration of gender perspective. This is done with a victim-centered and human rights-based approach to the planning and undertaking of investigations. The integration of gender perspective in the investigation process provides a deeper understanding of the conditions and circumstances under which SEA is perpetrated, as well as who the perpetrators, the victims and survivors are.

"It is critical that NIO investigations can integrate a gender perspective and account for the gendered impacts of SEA upon women, men, girls and boys"
Lieutenant Commander Nicholas

As it is a UN Member State responsibility to undertake investigations into the misconduct of one's own personnel, the described investigative process relies on good faith. It must also be implemented in accordance with probity, transparency, and accountability. Against this backdrop, the NIO course developed by LCDR Nicholas and his team intends to standardize the capabilities and capacities on investigating and responding to SEA.

"If I can articulate the standards to be met by Member States and NIO to achieve accountability then my hope is that the situation for victims will be better than it was before, and at least no further harm will be done. So, it's about incremental change to achieve better outcomes that integrate a gender perspective as part of a victim-centered and human rights-based approach"
Lieutenant Commander Nicholas

Institutional Change

As the leading institution to bring the Nations of Europe and North America together every single day, NATO is the ideal vehicle for not only sharing information but for sharing ideas, expertise, developing excellent training as well as sharing best practices. NATO as an institution has proven to have a tremendous impact on national policies through its own ability to implement resolutions that the UNSC has adopted. The dedication lies in NATO's ability to not only create policies and guidelines that reflect its commitment to the WPS agenda and other UNSC resolutions, but the strength of its well-established procedures and processes that are in place to thoroughly execute it within the organization.

The UNSC agenda on Women Peace and Security is institutionalized within NATO through the NATO/EAPC Policy on Women Peace and Security (2018) and its Action Plan 2021-2025 (2021). It is recognized that the Policy is fundamental to the realization of NATO's common values of individual liberty, democracy, human rights and rule of law as enshrined in the Washington Treaty (1949).³⁰ The Policy should be an integral part of everyday business in civilian and military structures, and implemented across the three core tasks of the Alliance: collective defense, crisis management and cooperative security.³¹

The Policy on Women, Peace and Security is to be implemented in accordance with the guiding principles of Integration, Inclusiveness and Integrity,³² and is guided by gender mainstreaming practices. In this regard, the policy calls for the integration of gender perspective and inclusion of women's voices in all aspects of NATO's work, which it outlines as an essential factor for peace and security.³³ The Action Plan, supporting the WPS Policy, builds on this through its second listed outcome that NATO aims to achieve: "in the context of the WPS Policy, gender perspectives are consistently integrated throughout NATO's work, from planning through to execution". This moves the institutionalization of WPS and GMO within NATO from the political level to the military level, which materializes with the NATO Bi-SC Directive 040-001. The adoption of these three key documents has shaped the understanding and the value of the WPS agenda and GMO for NATO.

30) NATO/EAPC Policy on Women, Peace and Security (2018) (public version) para 7.

31) NATO/EAPC Policy on Women, Peace and Security (2018) para 8-9.

32) NATO/EAPC Policy on Women, Peace and Security (2018) para 10.

33) NATO/EAPC Policy on Women, Peace and Security (2018) p 7.

The Bi-SCD 040-001 aims to operationalize and effectively implement the WPS agenda and the NATO Policy and Action Plan on WPS by translating political direction and guidance into tangible actions and activities. In this regard, gender mainstreaming is a strategy that assesses the implication for women and men of any planned action, in all areas and at all levels, in order to assure that the concerns and experiences of both sexes are considered. Because of the cross-cutting nature of the GMO discipline, it is a systemic approach for all staff functions and does therefore require all staff to have a basic understanding of gender mainstreaming and integration of gender perspective.³⁴



34) NATO Bi-SCD 40-1 (2021) p 7.

Institutional change – The ongoing and future work of NCGM and its partners

Through the different examples and stories told we have taken part of experiences demonstrating the significance of integrating gender perspective and conducting gender analysis in all aspects and at all levels of military operations. The examples from different organizations, missions and nations have informed how these efforts have increased situational awareness and improved identification of security threats and risk, which in turn has led to a change within that unit or mission. Consequently, the same efforts have contributed to the prevention and response to SGBV, including CRSV and SEA, and thereby increased mission success and operational effectiveness.

The described examples from the field, and the change implemented due to gender perspective and analysis, all draw upon and are linked to institutional change within the Alliance as a whole. In turn, this institutional change relies on the institutional framework within (and outside) NATO on WPS and GMO, as outlined in this publication. However, this work is ongoing through the *NATO Action for the Implementation of the NATO/EAPC Policy on Women, Peace and Security 2021-2025*.³⁵

NCGM's has in multiple ways contributed to institutional change by influencing international and military organizations, nations, and other actors on gender mainstreaming and gender perspective. A selection of efforts and activities that NCGM have worked on during the past decade are elaborated on in this publication.

35) NATO Action Plan for the Implementation of the NATO/EAPC Policy on Women, Peace and Security 2021-2025 (2021) (public version) Outcome 1.



Deep dive – Three of NCGM’s products and efforts

Military Gender Analysis Tool (MGAT)

NCGM's Military Gender Analysis Tool (MGAT) is a tool specifically aimed to help military actors conduct a gender analysis and improve the integration of gender perspective in military operations. It is based on two analytical models used in NATO, the PMESII-model and Factor Analysis, and is the first attempt to create a versatile tool that can be used on all levels and different types of military operations. It is designed to be generic, and thus can be used on all levels (strategic, operational and tactical) and fit different types of military operations.

PMESII-Model domain

P	Political
M	Military
E	Economic
S	Social
I	Infrastructure
I	Information

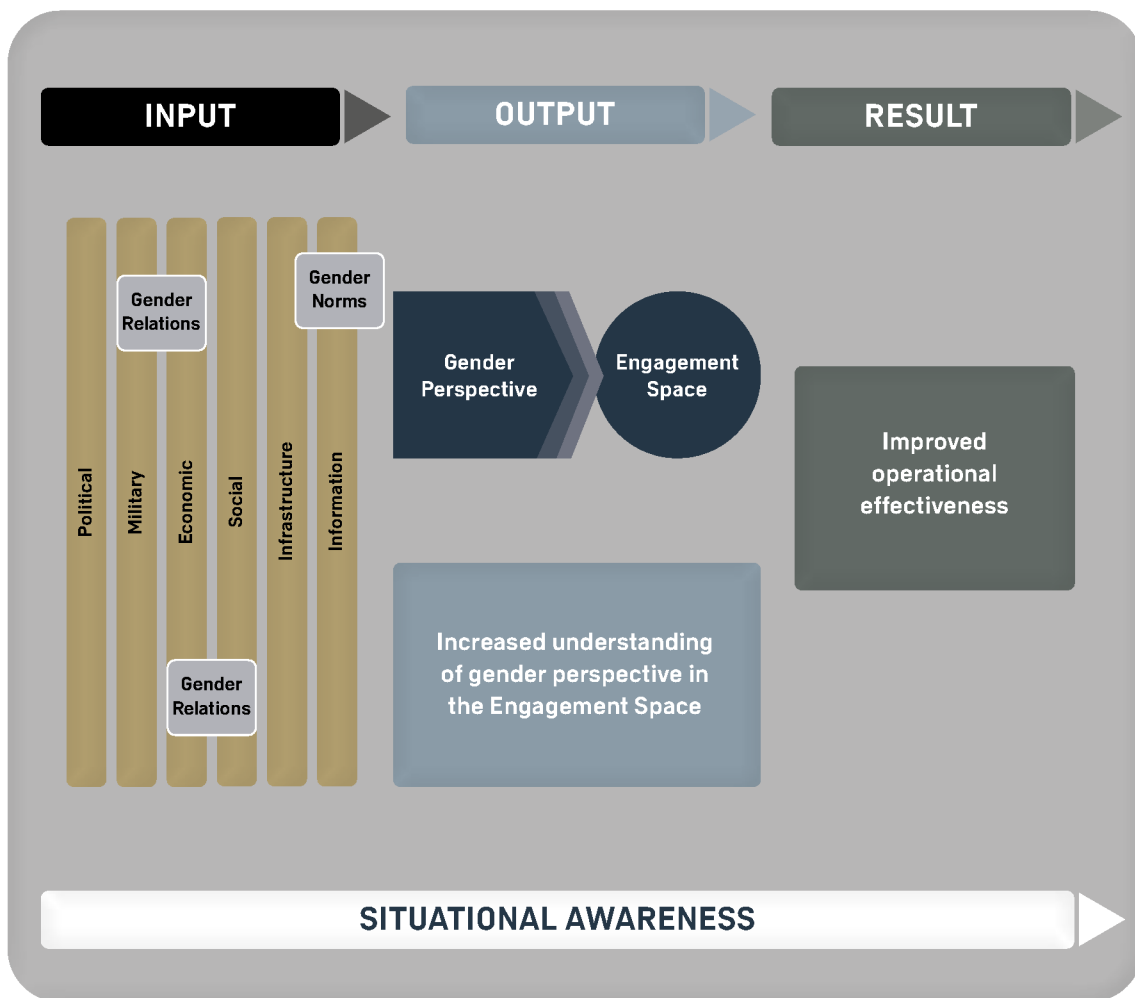
Each PMESII-domain has been broken into **Factors** that could be of relevance to look at from a gender perspective.

To guide the user further in how to apply a gender perspective, each **Factor** has been broken down into **Indicators**.

Accompanying these **Indicators**, we have developed **Indicator Questions** that suggest what to look at specifically.

Most gender analysis tools that exist are aimed toward civilian actors, and therefore hard to translate to the military context. Military and civilian actors have different responsibilities and tasks, why NCGM wanted to create a tool specifically for military actors. This tool can be applied into existing processes in the military with a focus on their role and responsibilities in operations. NCGM encourages all personnel involved in analyzing their Area of Operation to use this tool.

While this is the first step, the NCGM will ensure that MGAT is updated to fit the needs of its users and be adapted to encompass current security needs and designs of military operations.



NATO Education & Training (E&T) Package on Gender Perspective – Training Materials for NATO Allies and Partners

Training on gender perspective is a national responsibility in NATO. While NATO provides specialized training for Gender Advisors and Gender Focal Points, gender perspective is part of pre-deployment training and the responsibility of Nations. To support nations with this task, and contribute to a common understanding of gender perspective, NATO decided to develop the E&T Package on Gender Perspective together with NCGM.

The NATO E&T Package on Gender Perspective is a tool composed of a series of six PowerPoint presentations and an Instructor's Manual. The objective with the package is to use it as a foundation, and then it is up to the individual Nations to adapt it to their own national contexts and requirements, and thus make it their own. NATO and NCGM have designed the base, but Nations will have to adapt and tailor the lessons to their training objectives and audiences. The package's content is structured to be flexible for this purpose.



The package outlines how NATO integrates gender perspective in military operations, from tactical to strategic level. It incorporates updated military guidance on how to implement and operationalize the WPS agenda, NATO's own framework on WPS, NATO's policies on the prevention and response to CRSV and SEA.

NATO Allies and Partner Nations can download the package on the ACT GENAD Office website and adapt the content to their national context. The package is updated on a regular basis to encompass the feedback received from Nations on how to improve it.

Region 2 Region

Together with United Nations Development Program (UNDP) and the Southeastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC), NCGM has supported gender mainstreaming and building capacity for the promotion of gender equality within the Armed forces. This took place in the region of the Western Balkans. Region 2 Region (R2R) is a regional initiative that was founded under the NORDEFECO umbrella and has used regional cooperation as a model for Security Sector Reform (SSR) in various geographical areas. It was developed over a four-year period and has led to strong regional cooperation between Serbia, Montenegro, Bosnia and Herzegovina and North Macedonia. The R2R project is aimed to create a pool of trainers that can train with an integrated gender perspective adapted to national needs.

Today, the Western Balkans are largely self-sufficient in gender training capacities and NCGM only supports with limited Subject Matter Expertise each year. Since 2012, regional gender trainers have developed and trained over 4 700 military personnel. The R2R project met the targets set out in the UN Sustainable Development Goals, and this regionally developed capacity is today relied upon by NCGM to help meet NCGM's delivery requirements.



Overview – Efforts and outputs

The core of NCGM's work focuses partly on education and training and partly on capability and cooperation development. These streamlines of work and their outputs are outlined in the following subchapter.



Education and training

NCGM conducts both residential and online courses on the integration of gender perspective and gender analysis. All NCGM's courses are NATO Approved. The COMSEM and KLS focuses on leaders at the higher levels to be trained on the integration of gender perspective into operations.

NATO Commanding Officer Seminar on Gender (COMSEM)	NATO Key Leader Seminar on Gender (KLS)
The COMSEM focuses on how Commanding Officers, Chiefs of Staff and Branch Heads can integrate gender perspectives into military operations on operational and tactical level. The participants will gain background knowledge of frameworks and guidelines regulating gender perspectives in military operations. The seminar will also provide practical examples of how appointed GENADs and GFPs can assist the Commander during planning and conduct of military operations and how Commanding Officers can support subordinated staff and units to integrate gender in their daily work.	The KLS focuses on how Flag Officers, Key Leaders (senior leaders or senior NCOs), Ambassadors or senior Civilian Representatives can implement gender perspectives in military operations and how this will contribute to the achievement of the overall political, military strategic and operational objectives. The seminar aims to increase key leader's knowledge on how to integrate gender perspectives into operations planning, execution and evaluation at strategic and operational level and how to argue in favor of integrating gender perspectives at political- and military strategic level.

The GENAD, GFP and GToT courses are functional and aims at enabling personnel to perform their respective responsibilities.

NATO Gender Advisor Course (GENAD)	NATO Gender Focal Point Course (GFP)	NATO Gender Training of Trainers (GToT)
The GENAD course aims to enable personnel to perform successfully as a Gender Advisor in a peacetime HQ as well as in crisis establishments at strategic, operational and tactical levels. The course provides the students with a background of frameworks and guidelines regulating gender in military operations as well as the skills and competence required to act in an advisory role both in a national and international context.	The GFP course aims at enabling personnel to perform successfully as a GFP. It focuses on the GFPs function in strengthening the Gender Advisory Structure and the GFPs responsibilities in assisting their respective chain of command/functional area with the mainstreaming of gender perspective in all core/mandated tasks.	The GToT course enables trainers to successfully plan and conduct education, training and exercises with an integrated gender perspective within own functional area of expertise. The course provides the students with a background of frameworks and guidelines regulating gender in military operations and provides participants with practical examples and best practices of how to teach on gender in the military.

The following figures illustrate statistics of NCGMs education and training outputs over the past decade.³⁶ Figure 2 shows the number of students NCGM have trained in our different courses, for example the GENAD and GFP. Due to the Covid-19 pandemic, we transformed most of our courses to online solutions.

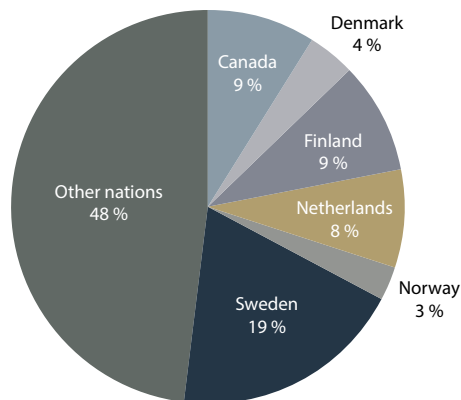
³⁶⁾ The following statistics are gathered from available metrics on education and training from the SWEDINT database.

Figure 2: E&T primary outputs

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	
Residential courses	97	146	103	146	121	154	152	136	33		1088
Online courses									32	240	272
METTs ³⁷	38	60	41	81	40	53	81	119	75	20	608
METTs to NATO HQs		26	40		34			16			116
METTs [online] to NATO HQs									25		25
	135	232	184	227	195	207	233	271	165	260	
Total: 2109											

The Nations' comparative use of NCGM seat allocations over the years can be seen in Figure 3. The category 'other nations' include, but is not limited to Italy, United States, United Kingdom, Australia, Germany, Ireland, Austria, Belgium, Nigeria, Spain, Georgia, and Portugal.

Figure 3: Distribution of Students from various Nations 2012-2021



37) Mobile Education and Training Teams is Mobile Education Training (METT) is a course or seminar provided by NCGM at an offsite location upon request from a nation or organization.

NCGM provides several Advanced Distributed Learning (ADL) courses, including ADL 168, ADL 169, and ADL 171. The ADL-courses are NCGM products and enable NATO-affiliated staff to get online education and training on gender.

ADL 168 Role of Gender Advisor	ADL 169 Improving Operational Effectiveness by Integrating Gender Perspective	ADL 171 Pre-Gender Focal Point
This is an introductory course for GENADs. It is designated to provide a general introduction to the role and functions of the GENADs with regards to integrating a gender perspective in military operations.	This course provides the basic concepts and tools needed by personnel to apply gender perspective in their work at NATO, with the aim of improving operational effectiveness.	This course provides students with the concepts and tools needed to carry out their duties as a GFP, including educating and assisting their branch or unit with processing gender-related information.

Figure 4 shows the completion of ADLs on the NATO Platform JADL.³⁸

Figure 4: Completion of JADL courses ³⁹

	2017	2018	2019	2020	2021	
ADL 168	7383	1305	954	1975	3000	14617
ADL 169	7338	6883	4354	2620	7371	28566
ADL 171	1573	1072	157	2230	1188	6220
	16294	9260	5465	6825	11559	

38) The Joint Advanced Distributed Learning platform only has data available from 2017 and onward, due to issues with transferring data from its old website.
39) The figure reflects statistics received from the JADL platform, and does not include students who might have completed the courses through offline facilitation.

Capability development

Beyond our education and training activities, NCGM works extensively with concept development, thematic analyses, lessons learned, liaison and coordination tasks with regards to GMO and WPS. As exemplified by the MGAT and E&T Package on Gender Perspective, these efforts are primarily performed in our role as a DH for the GMO discipline within NATO and as an expert centre on WPS and GMO. To mention a few, NCGM supports other disciplines, doctrine and directive development and exercises with integration of GMO as a cross-cutting topic. Moreover, we support education and training development, including quality assurance of NCGM courses, and engage in SME development, which primarily materializes in expert meetings, concept notes and publications, and lastly SME support.



The tasks and projects outlined in relation to SEA and CRSV are good examples of this. Figure 5 shows a selection of other activities and efforts on capability developments throughout the years.

Figure 5: Selection of capability developments (2012–2021)

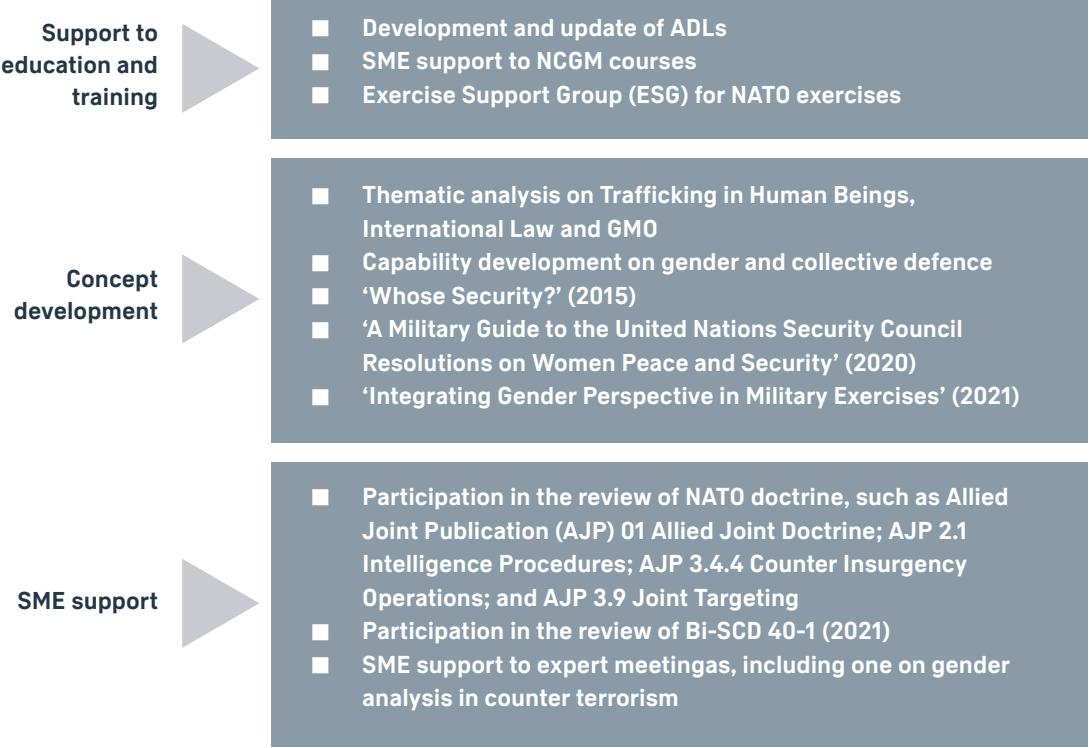


Figure 6 shows NCGM's outputs from the capability development activities completed in 2021.⁴⁰

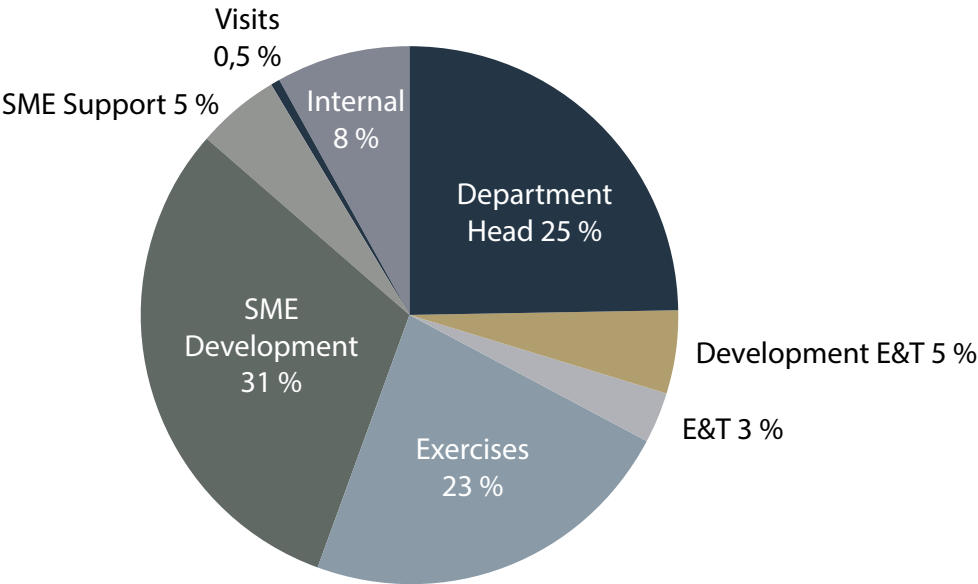


Figure 6: Capability development outputs 2021

40) The figures on CCD outputs should be understood as indicative of trends over time and shifting needs across NCGM Nations and reflect the diverse scope of NCGM's activities.

10 years of dedication

In January of 2022, NCGM celebrated 10 years: a decade of dedication to GMO and WPS. The past ten years have been characterized by close cooperation and commitment with our key partners and stakeholders to develop, sustain and mainstream WPS and GMO within institutions.



In our three capacities as NATO Department Head, Expert Centre, and Education and Training Facility we have supported nations and military organizations with the implementation of WPS and GMO since 2012. An overview of these efforts are outlined in this publication. As a center alone, we have trained more than 2100 personnel; together with our partners we have trained around 7800 personnel on integration of gender perspective and gender analysis through our course activities: GENADs, GFPs, KLSs, COMSEMs, GToTs and METTs. Our ADL products 168 and 171 on the roles and functions of GENADs and GFPs have been completed on at least 20 000 occasions. Likewise, ADL 169 on improving operational effectiveness by integrating a gender perspective has been completed on at least 28 000 occasions. In addition, NCGM has supported concept development and thematic analysis on GMO and WPS, including on CRSV and SEA. Amongst others,

this expertise has materialized in no less than nine publications. Moreover, we have in our capacity as DH for the GMO discipline, supported the development of NATO doctrine and directives that are a part of the robust institutional framework that supports the implementation of the NATO WPS Policy.

All of these efforts and activities reinforce each other, and through them, NCGM has had a profound impact on the institutionalization of the WPS agenda and GMO. While we continue to work vigorously, women, men, girls and boys continue to be subjected to gendered patterns of warfare and violence, as tragically delineated by today's ongoing conflicts and current humanitarian crises. The ongoing wars today demonstrate the continuous relevance of NCGM's work as there is now, more than ever, a need to safeguard these gendered standards.

"Now, more than ever, NATO needs to safeguard the freedom and security of all its members. The gender perspective is key to achieving this aim"
NATO message on 8 March, 2022 (International Women's Day)



Terms and definitions

The terms and definitions relied on in this publication are taken from NATO policies or NATO Bi-Strategic Command Directives.

Gender refers to the social attributes associated with being male and female, learned through socialization, which determines a person's position and value in a given context. This means also the relationships between men, women, boys and girls, as well as the relations between women and those between men. Notably, gender does not equate to an exclusive focus on women.⁴¹

Gender perspective is the consideration of gender-based differences between women and men as reflected in their social roles and interactions, in the distribution of power and the access to resources.⁴²

Gender analysis is the systematic gathering and examination of information on gender differences and on social relations between men and women in order to identify and understand inequalities based on gender.⁴³

Gender mainstreaming is defined as a strategy used to achieve gender equality by assessing the implications for women and men of any planned action, in all areas and at all levels, in order to assure the concerns and experiences of both sexes are taken into account.⁴⁴

Conflict-related sexual violence is rape, sexual slavery, forced prostitution, forced pregnancy, forced abortion, forced sterilization, forced marriage and any other form of sexual violence of comparable gravity perpetrated against women, men, girls or boys that is directly or indirectly linked to a conflict.⁴⁵

Sexual exploitation is any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another. Acts that constitute sexual exploitation include, but are not limited to, the exchange of money, goods or other commodities and or services, employment or any exchange of assistance that is due to the local population in exchange for sex, including sexual favors or other forms of humiliating, degrading or exploitative behavior. All such transactional sex, including the exploitation of the prostitution of others, is a form of sexual exploitation. Sexual relationships based on inherently unequal power dynamics are a form of sexual exploitation.⁴⁶

41) NATO Policy on Preventing and Responding to Conflict-Related Sexual Violence (2021) para 3.

42) NATO Bi-SCD 40-1 (2021) para 1-4

43) NATO Bi-SCD 40-1 (2021) para 1-4. Definition supported by the NATO Terminology Database.

44) NATO Bi-SCD 40-1 (2021) para 1-4. Definition supported by the NATO Terminology Database.

45) NATO Bi-SCD 40-1 (2017) para 1-4. Definition supported by the NATO Terminology Database.

46) NATO Policy on Preventing and Responding to Sexual Exploitation and Abuse (2019) para 5-6.

Sexual abuse is any actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions. Acts that constitute sexual abuse include, but are not limited to, any action or behavior of a sexual nature that coerces, threatens or forces a person to engage in a sexual activity, or any unlawful sexual activity with a person under the age of 18.⁴⁷

Sex-disaggregated data refers to information and data collected from and analyzed for males and females separately to overcome bias and potential for analytical error caused by focusing on one section of the population when collecting information.⁴⁸

47) NATO Policy on Preventing and Responding to Sexual Exploitation and Abuse (2019) para 7-8.

48) NATO Bi-SCD 40-1 (2021) p 11. Definition supported by the NATO Terminology Database.

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