

Female Leaders in Security and Defence: A Roadmap to Turn Potential into Capabilities

1.12 NATO SMART DEFENCE PROJECT



WHITE PAPER

The FLSD White Paper¹ has been prepared by

1.12 NATO Smart Defence Project Participating Countries

NATO Countries²:

Bulgaria, Croatia, Denmark, France, Luxembourg,
Netherlands, Norway, Turkey, Poland, USA

and

Southeastern Europe Defence Ministerial (SEDM) Countries³:

Albania, Bosnia and Herzegovina, Croatia
the Former Yugoslav Republic of Macedonia⁴, Greece, Italy,
Montenegro, Romania, Serbia, Slovenia, Ukraine

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³ FLSD Project was approved by SEDM Ministers of Defence at SEDM Meeting in Antalya, Turkey on 03 OCT 2011

⁴ Turkey recognises the Republic of Macedonia with its constitutional name

PHILOSOPHY OF THE DOCUMENT

New security challenges require reliable and comprehensive defence capabilities. In their entirety, capabilities today comprise Doctrine, Organisation, Training, Materiel, Leadership, Personnel, Facilities and Interoperability (DOTMLPFI). Each of these eight elements is vital and irreplaceable in order to ensure national and collective defence and security.

The focus of 1.12 Project “Female Leaders in Security and Defence” (FLSD) of NATO’s Smart Defence Initiative is on Leadership, Personnel and Training, which should be looked at as critical components of defence capabilities in their complexity. The right build-up and development of the Armed Forces is essential for the accomplishment of their missions and tasks. Besides the importance of a stronger civilian-military expertise, different kinds of qualifications, knowledge and skills are indispensable to meet current and future security challenges. In order to have a pool of talent, it is necessary to foster the development of the right human capital in its diversity⁵ and to fully integrate it into the process of defence planning, capabilities development and forces preparedness with a view to enhancing the operational effectiveness of NATO and its Allies and Partners.

The FLSD White Paper is an open and living document. It is a multinational effort as a result of a series of activities organised within the framework of the NATO Smart Defence project 1.12 “Female Leaders in Security and Defence”. Based on FLSD Analysis Report⁶ from the Sofia Conference 2012, the FLSD White Paper has been elaborated by all participating and interested countries on Chatham House rules and thus encompasses national and international experience, views and ideas shared by NATO and Partner countries.

The target audience of the FLSD White Paper are LEADERS at the strategic, operational and tactical levels. The focus is not only “female leaders”, but all leaders - politicians, diplomats, military and civilian experts.

We call the FLSD project an international **process** of increasing understanding that female leaders bring diverse perspectives and experiences to make defence and security organisations more successful, both on the military and the civilian side. While military forces increasingly realise that they need the competencies of both male and female personnel, there are capabilities gaps and operational shortfalls regarding women’s contribution within national and international forces. Ambitions and realities do not match, and NATO and its Allies and Partners should seek to enhance their strategic and operational effectiveness by integrating gender perspective in their work and by strengthening their focus on the competency dimensions of capabilities building.

One area, in which diversity as well as new competencies and capabilities are particularly relevant, is NATO’s mainstreaming of United Nations Security Council Resolution 1325 in NATO-led operations and missions. UNSCR 1325 calls for an effort,

⁵ FLSD project management understands “diversity” as a spectrum of different people, basically different by gender, age, skills and abilities, in order to get all possible dimensions as a benefit to the conduct of missions and operations.

⁶ http://flsd.mod.bg/docs/20120917_FLSD_Bulgaria_Report.pdf

military as well as civilian, to address the particular security needs of female populations in conflict zones. In today's wars, many more civilians are killed than soldiers; the seeds of future conflict are sown, economies are wrecked, civil societies torn asunder, refugees amassed, children scarred. Women are hard hit, and civilian women are often more at risk than civilian men or soldiers. Simultaneously, women's voices are often left out of peace processes, to the detriment of peace settlements. With NATO's commitment to UNSCR 1325 comes the recognition that competencies and capabilities must adapt. NATO needs new initiatives, both within recruitment and capability building. Thus, the issue of gender balancing and diversity, addressed in this paper, is a means to the goal of gender mainstreaming.

FLSD project is also a **platform** to share data, lessons identified and learned, experience and research results on how to adapt systems to enable the use of the whole range of human capital diversity, both female and male. In this respect, the primary objective of the FLSD White Paper is to foster an open and candid debate on how to adapt culture and mindset as well as policies and structures to embrace the concept of human capital diversity in defence and security organisations. Concrete steps for further action to this effect are outlined in the FLSD [Roadmap as an integral part of this White Paper](#)⁷.

⁷ ANNEX FLSD Roadmap

I. INTRODUCTION

The Heads of State and Governments of NATO Member States expressed their continued support of the implementation of the NATO/Euro-Atlantic Partnership Council (EAPC) Policy on UNSCR 1325 and relevant resolutions in the **declaration of the Lisbon Summit of November 2010**. NATO endorsed a NATO Action Plan (NAP) for the mainstreaming of UNSCR 1325 in NATO-led operations and missions. The NAP has been updated and a progress report on its implementation was presented at the Chicago Summit in May 2012.

The Chicago Summit has sent a clear message to the effect that NATO must look for new and innovative responses to security challenges. Efforts should concentrate on using the whole range of capabilities available, especially human capital, without wasting resources. In this context, women are key part of the required human capital in defence and security. Almost 60% of EU university graduates are women⁸. How long can defence and security institutions afford to miss out on that bulk of talent? Women, together with men, provide innovative approaches to defence and security by bringing in valuable perspectives and know-how and thus play a crucial role in policy formulation, decision-making and implementation. Their qualities and skills add value to capability development. **That is the reason why the issue of women in security and defence is also an issue of capability development and capacity building.**

It is necessary to integrate more fully a **gender perspective into NATO defence planning**. Gender issues in conflict, peace and security have gained broad-based recognition over the last few years. It has been acknowledged that human resources diversity and gender integration is a force multiplier in operations, as well as brings new perspectives and experiences to the international, collective and national defence and security structures and the Armed Forces. During the Chicago Summit, NATO Member States reaffirmed their commitment to the full implementation of the UNSCR 1325 on Women, Peace and Security, and relevant resolutions. The North Atlantic Council (NAC) has been tasked to further institutionalize UNSCR 1325 and the gender perspective into Alliance activities, in particular into current and future NATO-led operations, missions, training and exercises. The review of the practical implications of UNSCR 1325 for the conduct of NATO-led operations and missions, completed in the first semester of 2013, defined the level of inclusion of gender issues into operational planning and identified measurable effects or consequences of those activities with regard to advancing the gender perspective and the women, peace and security agenda on the broader objectives of NATO-led operations and missions.

Within the context of the substantial progress achieved by NATO Allies and Partners to incorporate gender issues into different strands of the Alliance's policy formulation and implementation, **the Project "Female Leaders in Security and Defence" (FLSD) brings into focus the need to link in a more coherent and structured manner the implementation of the UNSCR 1325 and gender mainstreaming into NATO-led missions and operations on one side and the NATO defence planning process, on**

⁸ http://europeanmemoranda.cabinetoffice.gov.uk/files/2013/02/16433-12_ADD_3.pdf

the other. This is in direct support to the processes of capability building in a multinational setting.

This effort falls within the framework of the NATO Smart Defence Initiative. Aimed at finding ways to best leverage the available assets in order to build up and develop capabilities needed for today and tomorrow, Smart Defence provides the right context to integrate human resources diversity and gender perspective into the existing capability development process as well as to improve the coordinated implementation of UNSCR 1325 and relevant resolutions among NATO and Partnership for Peace (PfP) nations. Although much consideration has been placed on Gender Perspectives for Operational Effectiveness, and on National Action Plans to implement UNSCR 1325, **this Smart Defence project is very specific in its focus on the strategic-level decision-making process. It seeks to sharpen the focus on the importance of a stronger defence planning process, which takes full advantage of the potential of women as an integral part of the Armed Forces' human capital.**

However, the measures prescribed by the FLSD Smart Defence Initiative are in no way exhaustive. This initiative chiefly focuses on **leadership, organisational culture and human resources management.** However, the structure of defence and operational planning requires comprehensive measures with a view to fulfilling NATO's commitment to UNSCR 1325. In this respect, the FLSD initiative is one means to an end.

II. CHALLENGES

Current security challenges warrant new innovative responses. Efforts should concentrate on using the whole range of capabilities available, especially human capital; on further translating Smart Defence initiatives into practical implications; and on changing the mindset of the leadership. Unfortunately, there are still formal and informal obstacles, tangible and intangible, for developing and using women's abilities and professionalism. It is a general challenge and, at the same time, an opportunity for NATO countries and partners to link national expertise to multinational approaches to training, human resources management, and forces preparedness. In this respect, the FLSD project raises many questions among NATO countries and partners, and seeks to represent all different perspectives with a view to elaborating jointly a pragmatic approach for each level.

For instance, FLSD joint discussions have revealed variations in the understanding of the practical implications of UNSCR 1325 and relevant resolutions among NATO countries in the first place and then, between NATO countries and NATO partners. The implementation of UNSCR 1325 and relevant resolutions and gender perspective are included in the Partnership Goals of NATO Partners and in their plans for cooperation with NATO. For NATO countries, the implementation of UNSCR 1325 and relevant resolutions has been included for the first time in the **2013 Capability Survey.**

The conference under the title "FLSD: A Roadmap to Turn Potential into Capabilities", held in Sofia, Bulgaria on 9-11 July 2012, was the first step in a process to ensure that such issues are examined at the highest political and military level. It should result in **developing new policies, finding innovative solutions, changing culture and mindset, and creating opportunities,** drawing upon UNSCR 1325 and relevant

resolutions in order to achieve its goal of capturing the full potential of human abilities, capacity, and capabilities.

NATO members and partners need stronger political and military commitment at a strategic level. It is important to achieve **synchronisation of efforts between NATO and individual countries as well as a stronger interaction among NATO structures** for greater understanding and integration of gender perspective into planning, force preparedness and Armed Forces human resources management.

The NATO BI-Strategic Command Directive (BI-SCD) 40-1 brings forth the political guidance contained in UNSCRs 1325, 1820, 1888, 1889 and 1960 and seeks to mainstream gender into all phases of NATO activities. This Directive however still needs to be fully implemented across NATO and across national defence structures and Armed Forces. The active use and thorough application of BI-SCD 40-1 in itself should become a tool of adapting policies and systematically changing objectives. The role of agents of change should be taken by operational planning staff at the national and NATO level.

Asymmetric threats, multifaceted conflicts and crises need efficient operational response, which is based on Comprehensive Approach (CA) Principles so as to contribute to sustainable and lasting peace. Realising that gender dimensions are an important component of such efforts, NATO recognises that women, girls and boys are potentially more vulnerable to threats, intimidation and assaults during armed conflict including sexual and gender-based violence (SGBV) and sexual exploitation and abuse⁹.

NATO's collective efforts should be concentrated on translating Smart Defence Initiative and multinational approaches into practical implications. **The NATO Defence Planning Process and operational planning should highlight the competency dimension of force generation**, including the incorporation of gender therein, and thus encourage nations to contribute actively to NATO-led missions and **operations by using the full potential of their Armed Forces**.

Gender issues are above all capability building tasks. A realistic assessment has to be conducted detailing the resources currently available, future resources and how to use them in more adaptive and more flexible ways. Talent, qualifications, skills and the expertise offered by an individual should be the driving force to maximise the use of human capital at the strategic, operational and tactical levels. A thorough and precise analysis of the strengths and challenges of national, regional and multilateral gender initiatives has to be conducted, evaluating in particular their potential for transferability. Moreover, there is need to strengthen the cooperation with international and nongovernmental organisations.

Thus, the FLSD process is focused on the necessity to encourage dialogue between leaders, including political, diplomatic, military and civilian, both women and men, on gender issues and to empower them **to approach capabilities development from the perspective of human capital diversity and innovation**.

⁹ BI-Strategic Command Directive (BI-SCD) 40-1 date 08 August 2012

FLSD SWOT Analysis



*International organisations, media, NGOs and society, internally and externally, on national and NATO level

III. OPPORTUNITIES

One characteristic of the FLSD process is that it emphasises the **responsibility of the strategic leadership** to ensure that adequate and sustainable mechanisms are in place to incorporate human capital diversity into the process of capability building. The Sofia Conference placed the emphasis on the important role the strategic leadership has to play in order to bring all the different strands and work at all levels in a coherent mechanism that will enable the transformation of mindset and changes to organisational culture, both in the military and the civilian domain of security and defence. Changing the mindset of decision makers will potentially make it easier to change the thinking at the other levels.

Strategic-level commitment is needed to produce strategic guidance that will cascade down to different forms of interaction and deliverables for a follow-up targeted action at all levels. **“Translation” of policy documents to military practical steps** should involve national and NATO gender experts and NATO Committee on Gender Perspectives (NCGP) as an advisory body to NATO Military Committee (MC).

Three major aspects to gender issues were developed during the FLSD Sofia Conference: (1) **personnel**; (2) **institutional**; and (3) **management**. These three areas are interlinked but can also be viewed separately. For the personnel aspect, organisations need to not discriminate against women who should be allowed to develop to their full potential. Institutionally, organisations need to make best use of their resources, manpower being the most important one. Organisations must maximise the use of the human capital available. **The better use of the skills and expertise of women should be mainly considered as a management issue.** The awareness of gender and how it can make operations more successful is vital. The principal focus of the FLSD process should be institutional and management issues. Within power-oriented management structures such as military systems, status and distance are the means of demonstrating and exercising power. Such systems are conducive to developing a culture of conformity-oriented behaviour. This, in itself, prevents the development and deployment of talent based on complexity and diversity management. **In light of the concept of “war for talent”, the overarching question for the leaders is how to best manage manpower and its diversity in order to deliver the most adequate capability.**

The FLSD process is also a bottom-up endeavour as it prioritises the bottom-up flow of information with a view to incorporating lessons identified, lessons learned and best practices into strategic high-level guidance on personnel, institutional and management policies. To this effect, it is needed to forge a common understanding of the multifaceted set of issues involved and to institutionalise a sustainable system to recruit, stimulate and retain talent as part of the process of capability building and development.

Current gender policies across NATO and in Allied and Partner countries need to be consolidated on the basis of existing best practices, lessons identified and lessons learned at all levels and to be incorporated into **NATO common gender data base** (Strategic Commands, Committees, NATO Committee on Gender Perspective). Encouraging countries to exchange information and create networks could be used as the foundation and development of the NATO capability building process.

A strong commitment is needed at the highest civilian and military levels to lead the way and set the example. Cultural change needs to permeate down from high to junior levels. Highlighting the added value of taking gender perspective into consideration in the decision-making process could become a tool of change not only as regards society as a whole but also in theatres of operations and in the operational environment of NATO forces.

Gender is a multidimensional and crosscutting issue. The role of **education and individual/collective training** is in this regard crucial to increase the awareness of men and women of the gender perspective. An effective operational response uses Comprehensive Approach principles to address multifaceted crises. By recognising the

specific needs of women and providing the appropriate comprehensive response, the operational environment is positively influenced. In addressing the female part of the population, additional information and improved situational awareness is expected. The way ahead for success is to ensure gender advocacy is engrained into training objectives, especially within NATO, with the **injection of gender-specific events within the overall training plan**. Gender perspective training should be started early in military member's careers, reinforced regularly and often throughout. The goals would be to improve gender perspective at all levels in an organisation, develop a mindset understanding diversity and gender integration issues, with gender perspective inculcated in all training as much as practicable. All troop-contributing nations including NATO partner nations have to be involved in this training.

Trained and available **Gender Subject Matter Experts are needed to provide** gender awareness training for all members of the armed forces, defence and security institutions. The central role of gender advisors (GENAD), gender field advisers (GFA), gender focal points (GFP) was a common theme throughout the FLSD discussions. Their central role in the organisation, as well as in operations, is demonstrated in the NATO-led operations in Afghanistan, Kosovo and Bosnia and Herzegovina. The GENADs'/GFAs'/GFPs' interaction within NATO forces, with the local authorities and with NGOs, especially female representatives, was highlighted. Working with local women using **GENAD teams** has significantly helped mission operations as those GENAD teams¹⁰ were successful in establishing better liaison relationships and breakdown of barriers that otherwise existed without those teams' involvement.

The position of gender advisor should also reflect a male perspective. The gender advisor is very often the first crucial step through which gender perspective can be reached and implemented in an operational environment. However, discussions on gender issues in the context of operations have to include a wider range of stakeholders to demonstrate that gender is a cross-functional issue. The yearly conference organised by the NATO Committee on Gender Perspectives, which brings together NATO member states and partner nations could be a good forum of discussion for those issues. The Committee aims to **gather best practices and provide recommendations** in order to better include gender perspective in the operational planning process, with a focus on training and education.

IV. THE WAY AHEAD

Strategic-level leverage

There is natural reticence of women to advocate for themselves. There is still natural resistance of political and military leaders, both women and men, to these issues. In the field of defence and security, this obstacle is reinforced by the fact that military systems and security challenges have become increasingly complex. More and more demands

¹⁰ According to the UN practice, teams could be Joint (Multinational) Protection Teams (JPTs). It includes military personnel, GENAD, civilian liaison personnel. JPT is patrolling and collaborating with the international and national humanitarian partners (*who have greatest access to and dealings with the population*). JPT can support trend/pattern analysis undertaken by the military and enhance operational and tactical planning process.

are placed on the military. As a result, it is even more crucial **to create an environment of opportunities** in the security and defence sector and to make women aware of them. More professional opportunities for women increase their possibility for promotion and expand the pool of resources leaders can draw from. Also, the added value of having military personnel of both genders must be advertised. Often, organisations are relatively unaware of their already existing diversity and how it contributes to success.

FLSD multinational project seeks to provide **political impetus** to a senior policy dialogue and to initiate a process that will work systematically towards the objective of adapting and changing policies and culture of military and civilian defence institutions in order to provide opportunities for success.

In this respect, the project can contribute and provide innovative approaches to defence and security and can play a crucial role in policy formulation, decision making and implementation at the strategic, operational, tactical levels in the military and civilian domains and to increase a coordinated implementation of UNSCR 1325 and relevant resolutions among NATO and PfP nations.

Looking at gender issues as capability-building issues entails realistic assessment of available resources and new policies for **recruitment, retention and promotion processes** to maximise the use of human capital at the strategic, operational and tactical levels. The quality of performance in the area of defence and security will be improved by using the whole spectrum of human potential and by integrating gender perspective in strategic policy-making, planning processes and force preparedness.

Changes in policy in human capability building have to focus on the following areas (1) opening more operational assignments to women; (2) developing promotion mechanisms which understand the potential of women; (3) active sponsoring/mentoring of junior personnel by the senior levels; (4) developing advocacy role of senior leaders; (5) a proactive approach to gender management integrated into operational management; and (6) more effective and flexible use of reserves that would allow women and men to take charge of their career. **Human resources** systems need to be addressed to see if they are fully utilising the available pool of women's expertise.

As a positive step, it should be noted that the implementation of UNSCR 1325 and relevant resolutions and the integration of gender perspective has been included in **NATO's Capability Survey 2013**. The benefits of this process as a way of gathering useful information and mapping out future steps should be fully used.

The management aspect of gender issues should not be the only driving force. There is a need to strike a balance between the different dimensions of gender, especially the considerations linked to leadership and management. **The NATO review of the practical implications of UNSCR 1325 for the conduct of NATO-led operations and missions** should lead to a consolidated system of revising policies, plans and documents. Gender coaches/ gender functional specialists could be a valuable asset.

As an overarching framework for human resources policies with a view to increasing women's contribution to security and defence matters in implementation of the UNSCR 1325 and relevant resolutions, NATO should discuss an **institutionalising mechanism**

to link the strategic, operational and tactical level for a timely “bottom up” flow of lessons learned/best practices and a “top down” strategic guidance. As an endeavour, which prioritises the bottom-up flow of information, the FLSD highlights the importance of incorporating lessons learned and best practices into strategic high-level guidance on personnel, institutional and management policies. To this effect, it is needed to forge a common understanding of the multifaceted set of issues involved and to institutionalise a sustainable system to stimulate and retain talent as part of the process of capability development. Efforts need to be created towards introducing human resources policies that would guarantee **a merits-based system taking into account the need for diversity**. There is a constant challenge to identify what is needed for a better inclusion of women in the future, when the future keeps changing and the expectations from young people constantly evolve. The evolution of change should be taken in pragmatic and measurable steps such as women’s attendance of service school and criteria for professional development and career advancement.

Cooperation between nations on gender issues has to be further developed. One of the main steps for improved cooperation is the precise definition of the “needs” and requirements of each NATO member state and partner. Gender issues have to be included in military cooperation initiatives. In order to drive the FLSD process forward, it was agreed that the Sofia Conference should not be a onetime event. The idea of a “permanent conference” was introduced. Countries need to exchange best practices and lessons learned and challenge each other’s assumptions on a regular basis. Such an effort could start at the regional level with the establishment of small regional circles of interest. Connections will have then to be established between these different structures. Cooperation and support between the countries is thus at the heart of the FLSD process.

Operational-level tools

Gender perspective is an integral part of force preparedness. Gender issues in the context of operations act as a force multiplier and as an enabling tool notably by increasing opportunities for engagement with local stakeholders. Commanders need to be actively engaged to allow the implementation of a successful gender advocacy model.

The role of **education and individual/collective training** in this regard is crucial. The way ahead for success is to ensure gender advocacy is engrained into training objectives, especially within NATO, with the injection of gender specific events within the training plan. Gender perspective training should be started early in military member’s careers, reinforced regularly and often throughout. NATO Education and Training Facilities (NETFs), NATO Centres of Excellence (CoEs), Partnership Training and Education Centres (PTECs), National Training Institutions and NATO in-theatre training centres relevant to capacity building, induction, mission and national training programs should incorporate gender perspective into education and training courses. Gender as a force multiplier even in kinetic operations needs to be further explored and taken into account. Experiences show that there is potential for successful application of a gender capacity also in this type of operations.

The goals would be to improve gender perspective at all levels in an organisation, develop a mindset understanding diversity and gender integration issues, with gender perspective inculcated in all training as much as practicable. All troop-contributing nations including NATO partner nations have to be involved in this training. One of the FLSD project initiative is to form and incorporate a **NATO International Mobile Education and Training Gender Team (NATO IMETGEN team)** to cover a range of issues: training and awareness of issues faced by females and males in security and defence; advise others in creating and following up on their national action plans for implementing UNSCR 1325 and relevant resolutions; create educational events (e.g, senior leaders speak to various focus groups); address practical realities of women in security and defence. Target group is OF-4 and senior. The NATO IMETGEN team should be deployable for NATO-led missions and operations and could be set up from Gender coaches/Gender Functional Specialists (GENFS) from different NATO members and partners.

Policy documents (e.g. a **“gender package”**) that can be applicable to all nations need to be developed in multinational frameworks. They should define training objectives for gender awareness and promote gender perspective as an integral part of force preparedness. This “gender packet” should also guide nations for the development and implementation of National Action Plans.

The central role of gender advisors (GENADs) in interacting within NATO forces and the local authorities and NGOs, especially female representatives, in theatres of operations need to be further analysed and further enhanced by means of education and training support resulting from Training Needs Analysis. Gender perspective has to be **integrated at all levels and stages of operations: force generation, pre-deployment training, planning and execution of operations, stabilisation and reconstruction phases, and lessons identified and learned.**

A gender advisor or team members may not have to be entirely composed of female professionals. Nations should send more men as gender advisors. The possibility of having a man and a woman sharing this position could also be further explored. In order to fulfil his/her tasks in the most efficient way, the gender advisor has to be supported by **a separate, dedicated gender office gathering experts and collaborators with complementary skills.** A developed multinational gender team would consist of the GENAD who sets the priorities based on the commander’s guidance, the Deputy GENAD who is responsible for training and GENAD Administration and interpreter, making it completely functional.

Tactical level tools

NATO operations may be tasked through a UN Security Council mandate to protect the population. Operations are also deployed based on democratic principles and human rights. NATO personnel in any position should always act as **role models.** The tactical units are the first in the field and they should be able to build up “NATO face” as a way to garner support and build trust and credibility.

NATO-led operations can be more effective with enhanced **women’s participation** at all levels. Today’s conflicts often require a comprehensive approach in terms of more tactful public relations, better and more extensive situational awareness, information gathering

and intelligence production. Broader recognition and understanding of women's contribution to the tactical goals should be underlined. Female professionals are assets and enablers, especially in activities of engagement with the local population. NATO-led operations will deploy the capacity and capability to engage with the entire population, men and women, girls and boys. It is optional to have both a gender balanced force and gender balanced teams. **Gender engagements activities** include, but are not limited to: CIMIC, HUMINT, information operations, psychological operations, investigations, medical services and public affairs.¹¹

Understanding local context such as the local culture, society and environment in NATO-led operations should include a gender dimension. **Women in uniform** broaden the range of available skills and perspectives, and can contribute to bolstering women's credibility as security actors in the eyes of the host community, ensuring women have "the power to empower". As demonstrated, the presence of women peacekeepers can galvanise local women's aspiration to participate in the security sector. Women soldiers and paramilitaries have a comparative operational advantage in sensitive situations like house searches, body searches, working in women's prisons, interviewing victims of sexual gender based violence, providing escorts for victims/witnesses, and screening of women combatants.

Yet, *gender balance* is in no way synonymous with *gender capacity*. This is an important point to stress, and leaders should not take a purely quantitative approach to possible solutions. Enhancing a mission's capacity to better serve the entire population requires not only the presence of female personnel, but **gender training and capacity-building for all NATO military and civilian personnel. Clear instructions on how to apply a gender perspective are also essential to success.**

The gender functional specialist is very often the first crucial step through which gender perspective can be reached and implemented in an operational and tactical environment. However, discussions on gender issues in the context of operations have to include a wider range of stakeholders to demonstrate that gender is a cross-functional issue. Best (male and female) innovative commander's practices will be more than welcome for NATO contribution from nations.

Finally, a monitoring and controlling **feedback and reporting system** of success or failure should be developed further to ensure progress is being carried forward regarding the gender perspective. This includes collecting lessons identified and learned, and retaining on those lessons learned that would in turn help develop **a repeatable and transferrable gender advocacy team format, structure and training curriculum. Work is currently being done, e.g. in the SWEDINT centre, to ensure such systematic lessons-learned processes. Results and lessons need to be disseminated.**

¹¹ BI-Strategic Command Directive (BI-SCD) 40-1 date 08 August 2012

ROADMAP: STRATEGIC OBJECTIVES AND MEASURES

	Institutionalise a NATO mechanism to link the strategic, operational and tactical levels.
	Provide political impetus to focus on human dimensions of capability building.
	Raise awareness about the benefit of incorporating gender perspective into NATO-led missions and operations from the early stages of their planning, design and execution.
	Increase leadership insight into the various facets of UNSCR 1325, in order to distinguish between an HR approach and an operational approach to UNSCR 1325 and relevant resolutions as well as the process of capabilities building.
	Conduct realistic assessment of available resources and new policies for recruitment, retention and promotion for decision-making positions to maximise the use of human capital at the strategic, operational and tactical levels.
	Include assessment of the level of integration of gender perspective and relevant national policies in NATO Capability Surveys.
	Encourage countries to exchange national research, best practices and lessons learned in small regional circles of interest and establish connections between these different regional structures.
	Establish NATO Self-Assessment Review on the implementation of UNSCR 1325 and relevant resolutions and encourage NATO Allies and Partners to carry it out.
	Establish FLSD Advisory Council

STRATEGIC-LEVEL ROADMAP: FIRST STEPS

	Initiate a senior policy dialogue to ensure that the process of capability development is approached from the perspective of human capital diversity
	Start the process of establishing an institutionalising mechanism to link the strategic, operational and tactical levels for a timely “bottom up” flow of lessons learned/best practices and a “top down” strategic guidance.
	Establish recruiting, retaining and promoting human resource diversity as priorities of senior military and civilian leaders.
	Conduct a realistic assessment of human resources currently available, future resources and how to use them in more adaptive and more flexible ways.
	Promote talent, qualifications and the expertise offered by an individual as the guiding principles for recruitment, retention and promotion processes.
	Create a transparent environment of opportunities.
	Initiate and support national Self-Assessment process regarding gender perspective.
	Establish promotion mechanisms which understand the potential of women and men.

	Encourage active sponsoring/mentoring of junior personnel by senior levels.
	Develop the advocacy role of senior leaders.
	Include gender perspective and gender mainstreaming issues in security and defence cooperation.
	Create and strengthen educational and training possibilities for planners, human resources, operational leaders/managers and tactical commanders on build-up and develop capabilities needed for today and tomorrow.

MANPOWER DIVERSITY ROADMAP: FIRST STEPS

	Conduct more research and a thorough analysis of the strengths and challenges of national gender initiatives to evaluate their potential for transferability to the Security and Defence sectors.
	Review or revise human resource policies to create a level playing field.
	Raise awareness about the importance of human resources diversity for each level (strategic, operational and tactical) and attract the best and brightest people to the security and defence systems.
	Consider flexible use of reserves and of technology to permit options and career choices.
	Generate gender-specific data on school attendance, including specialisation, in the military
	Generate gender-specific data on attendance in international missions and operations (all military ranks and civilians).
	Include gender perspective and gender mainstreaming issues in bilateral, regional and international human resources cooperation.
	Establish transparent system for retention and promotion, for both women and men, military and civilians, based on education, abilities, qualification, skills etc.
	Ensure gender balance within officers' and NCO's specialities. These will be future military leaders and commanders.
	Improve retention system by creating transparent climate and an environment of opportunities by following the principle of balanced armed forces units.
	Include more diversity in national forces and capabilities.
	Establish Gender Adviser (GENAD) job description and create a career development path at the operational and tactical level.
	Establish a national GENADs database.

OPERATIONAL EFFECTIVENESS ROADMAP: FIRST STEPS

	Integrate gender perspective and UNSCR 1325 and relevant resolutions into operational planning process.
	Enhance women's participation at all levels in operations.
	Consider appropriate and balanced women's participation during the force generation and force preparedness according to the needs and requirements of a concrete mission and operation.
	Use human resources diversity and gender perspective into the existing capability development process.
	Include trained female personnel for dialogue with local population in the area of

	operations.
	Form and incorporate a NATO International Mobile Education and Training Gender Team (NATO IMETGEN team).
	Promote the development of “gender package” in multinational frameworks to define training objectives for gender awareness and promote gender perspective as an integral part of force preparedness.
	Apply a gender perspective in national and NATO training
	Integrate gender perspective at all levels and stages of operations: planning and execution of operations, force generation, pre-deployment training, stabilization and reconstruction phases, reporting and lessons identified and learned.
	Develop a generic gender advocacy team format, structure and training curriculum.
	Promote and encourage participation from nations and theatres of operations at the yearly conference organised by the NATO Committee on Gender Perspectives.
	Collect NATO common data base of NATO pool of gender experts, GENADs, GFAs, GFPs, lessons identified and learned.
	Define and develop a feedback and reporting system to monitor and ensure progress on gender issues.
	Include gender perspective and gender mainstreaming issues in political, diplomacy and military cooperation initiatives, both internally within NATO forces and externally with local society and international organisations.
	Explore the potential of gender capabilities as a tool in operations; document added value of existing good practices in this area.