



# TEACHING GENDER IN THE MILITARY

## A Handbook

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# Gender education and training in the military

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## 1. Introduction

This chapter outlines what gender training in the military can entail for commanders, staff and other personnel working at strategic, operational and tactical levels. It also describes the challenges and provides examples of good practices (see Box 3.1). The chapter derives from experiences of gender implementation in NATO education and training combined with lessons from other, mainly European, actors.

The objective of the chapter is to provide a general overview of education and training on gender in the North Atlantic Treaty Organization (NATO), the European Union (EU) and the United Nations (UN). A secondary objective is to demonstrate what and how to teach on gender and the women, peace and security (WPS) agenda<sup>2</sup> to commanders, specific gender staff and other personnel working at strategic, operational and tactical levels, and finally to provide examples of best practices and challenges at all levels.

## 2. Overview of general, pre-deployment and in-theatre education and training in regional and international organizations

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### 2.1 European Union

The EU has a Common Security and Defence Policy (CSDP), led by the EU high representative for foreign affairs and security policy/vice-president of the European Commission. To give the CSDP a training and education instrument, the European Security and Defence College (ESDC) was established in 2005 as a network of existing educational institutions offering courses to public officials, diplomats, police and defence personnel. Participation by EU member states is voluntary, but every member state is represented in the network by at least one institution.<sup>3</sup> EU training policy in the CSDP is based on the principle of mainstreaming human rights and gender perspectives as part of a European security culture. The EU also supports training efforts carried out by member states, *inter alia* through the development of training modules and minimum-standard training elements. Such modules and standards exist in the fields of human rights, gender and child protection, for example.<sup>4</sup>

Regarding training on the WPS agenda and gender, no compulsory pre-deployment training is conducted for military or civilian personnel by the EU itself, as it is the deploying nation's responsibility to provide gender-awareness training. Knowledge and competence therefore vary greatly between nations, but it is worth mentioning that many personnel have received training on WPS and gender from their home countries or from previous UN or NATO pre-deployment training. (Note that all EU member states are members of either NATO or the Partnership for Peace.) Once personnel are deployed in theatre they do not receive further training. The ESDC has one specific course on gender, entitled "A Comprehensive Approach to Gender in Operations", which runs every six months, alternating between Spain and the Netherlands.<sup>5</sup> Modules on gender have also been integrated in other courses, such as:

- EU CSDP foundation training for EU operational headquarters/force headquarters key nucleus staff and augmenters (at operational-tactical level);
- CSDP orientation course for young diplomats and newcomers or member state representatives starting work in the EU CSDP arena;
- CSDP high-level course for senior officials and senior leadership course for future mission/operations commanders or heads of mission.

There is also an advanced distributed learning course available online through Europe's New Training Initiative for Civilian Crisis Management, but this was mainly created for civilian personnel deployed in international crisis management missions.<sup>6</sup>

Finally, in the "Framework process for managing CSDP military training requirements", which was presented to the EU Military Committee in late 2014, gender is proposed as one of the disciplines that should constitute a training requirement under the CSDP.<sup>7</sup> This may result in policy changes that place a greater emphasis on gender in EU military training in the near future.

### 2.2 NATO

NATO's essential purpose is to safeguard the freedom and security of its members through political and military means.<sup>8</sup>

NATO has worked actively on the WPS agenda since 2004. NATO allies responded to UN Security Council Resolution (UNSCR) 1325<sup>9</sup> by adopting their first policy in 2007, which was then reviewed every two years. An updated overarching policy was adopted in April 2014.<sup>10</sup> At the Lisbon Summit in 2010, NATO leaders adopted an action plan for the implementation of UNSCR 1325 and related resolutions in NATO-led operations and

missions; this was updated and expanded in June 2014 to match more recent policy on WPS.<sup>11</sup> Furthermore, since 2012 there has been a NATO Secretary General's special representative for WPS situated at NATO headquarters. The special representative's role is to advance the WPS agenda at every level in NATO's policies and activities, including through reinforcing and promoting implementation of UNSCR 1325 and related resolutions.<sup>12</sup>

At the NATO summits in 2010 and 2012 heads of state and government endorsed progress reports, including ongoing efforts to integrate gender perspectives in NATO activities. To this end, in 2014 Strategic Command Operation and Transformation developed the NATO Education and Training Plan for Gender in Military Operations.<sup>13</sup> The objective of the plan is to describe and delineate an adaptive and flexible NATO education and training system for gender in the military. This system seeks to standardize and harmonize the education and training activities at all levels of NATO's military structures and facilitate cooperation with partners, including the sharing of information and provision of training opportunities. The desired end state of the NATO Education and Training Plan for Gender in Military Operations is to establish a training mechanism to educate and train personnel on gender in all NATO's military operations in order to protect the human rights, safety and security of men, women, boys and girls.<sup>14</sup>

In 2013 the Nordic Centre for Gender in Military Operations (NCGM) in Kungsängen, Sweden, was designated by NATO as the department head for the delivery of all gender education and training. In this capacity, it designs and delivers courses on gender in accordance with NATO's operational requirements, and establishes training standards to which all NATO's gender programme courses must adhere. In addition, its gender field adviser and gender training of trainers courses and its gender key leader seminar have NATO "selected" accreditation and are open to participants from around the world.<sup>15</sup>

NATO Allied Command Transformation also has a selection of courses related to gender on its joint advanced distributed learning platform (see Chapter 9).<sup>16</sup> There are both entry-level courses that introduce the concept of gender in the military and more advanced courses aimed at gender advisers (GENADs, sometimes called gender field advisers (GFAs) in certain settings) and gender focal points (GFPs). While these courses are available to all NATO personnel and partners to pursue on an *ad hoc* basis, they can also be given as a prerequisite to classroom-taught courses. One course, "Improving operational effectiveness by integrating a gender perspective", is a mandatory part of Resolute Support NATO pre-deployment training.

## 2.3 United Nations

The United Nations has been working to support women's rights and gender equality since it established the Section on the Status of Women (later the Division for the Advancement of Women) in 1946.<sup>17</sup> The intensity of its work increased during the UN Decade for Women (1976–1985), during which time the UN International Research and Training Institute for the Advancement of Women (INSTRAW) was founded.<sup>18</sup> In 2010 INSTRAW was merged with other UN bodies working on gender into UN Women.<sup>19</sup> Especially since the passing of UNSCR 1325 on women, peace and security in 2000, the paramount importance of the role of women and gender perspectives in security issues has been recognized, and there are now GENADs in eight UN missions as well as GFPs in a further five smaller missions.<sup>20</sup> The WPS agenda is now included in the mandatory pre-deployment training developed by the United Nations. The training covers the concept of gender, conduct and discipline, sexual violence in conflict and protection of civilians. Sexual violence is included in the topic of protection of civilians, while gender also has a separate stand-alone component. But while pre-deployment training is mandatory, the time allocated and the training elements that are taught are at the discretion of the deploying nation – therefore gender is not always given the time or attention needed.<sup>21</sup>

### 3. Gender education and training in practice

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#### 3.1 The relevance of gender at the strategic, operational and tactical levels

##### Box 3.1 The different military planning levels<sup>22</sup>

The *strategic level* can be described as the “level at which a nation or group of nations determines national or multinational security objectives and deploys national, including military, resources to achieve them”.

The *operational level* can be described as the “level at which campaigns and major operations are planned, conducted and sustained to accomplish strategic objectives within theatres or areas of operations”.

The *tactical level* can be described as the “level at which activities, battles and engagements are planned and executed to accomplish military objectives assigned to tactical formations and units”.

Chapter 1 highlights the many ways in which gender is relevant to all military personnel, whether they work at the strategic, operational or tactical level (see Box 3.1). A key to success in implementation is for the top leadership to engage fully and actively in the implementation process and make it a priority. This was one of the outcomes of a NATO review of the implementation of UNSCR 1325 in NATO and NATO-led operations.<sup>23</sup>

With this in mind, the inclusion of gender perspectives needs, first and foremost, to be integrated in the steering document upon which the education and training are based. This could be an education plan, course plan, curriculum or course programme. In an academic institution it is referred to as an education plan operationalized by a course plan or course curriculum. The process of integrating gender into the curriculum is explored in more detail in Chapter 4.

Ensuring that all military personnel, but especially commanders, are capable of integrating a gender perspective and applying the requirements of the WPS agenda at every level is key to operational success. This task should therefore not be treated differently from other responsibilities. (For example, the commander is responsible for abiding by the obligations imposed by humanitarian law; in this topic the commander can lean on the advice of a specialist, such as a military legal adviser, but it should be underlined that it is the commander who bears the responsibility.<sup>24</sup>) All subordinate military personnel are responsible for implementing a gender perspective into their different areas of work according to the commander’s orders. For this reason, it is necessary for all personnel to receive education on gender.

For the best possible results, training on gender should be included in basic training, integrated throughout all education, given as early as possible, related to the implementation of the WPS agenda and focused on what is important for the learners’ individual daily tasks. A recognized key to success is not to address gender as a separate issue, but to highlight the gender dimensions in existing topics through the practice of *gender mainstreaming*. Ideally the current lecturers or trainers of these courses (rather than gender experts) should be equipped to gender mainstream their courses by giving them a higher level of knowledge of gender and WPS. This will strengthen their ability to integrate gender across all learning modules. A stand-alone gender and WPS module can be used in education for deeper knowledge on the topic (as part of a longer programme or course) where progression of knowledge in WPS and gender is the focus of the education, but this should not be regarded as the foremost solution when it comes to gender mainstreaming.

## 3.2 The content of gender education and training for the military

Military education on gender at all levels, regardless of whether it is taught as a stand-alone module or as a cross-cutting theme, should always make reference to several focus areas. This is because militaries are complex in nature, and care needs to be taken to ensure that all personnel contribute to the military's overall gender-related objectives in a coherent and effective way.

### *Focus area 1: International and national frameworks related to women, peace and security*

Under Bi-Strategic Command Directive 40-1, the provisions of UNSCR 1325 and other WPS resolutions apply to all NATO-led missions.<sup>25</sup> Many other countries have incorporated them into all their military deployments through, for example, national action plans, and they also apply to any missions undertaken under the terms of a UN mandate (see also Chapter 2). International and national frameworks on WPS should therefore be incorporated in the mandatory education of personnel at all levels.

By and large, this will involve educating personnel on their responsibilities with regard to the implementation of the three pillars of the WPS resolutions: the *prevention* of conflict, the *protection* of the human rights of women and girls (including those pertaining to conflict-related sexual and gender-based violence) and the *participation* of women in all levels of decision-making. Military organizations have often chosen to operationalize UNSCR 1325 through integrating a gender perspective in their interpretation of a mission mandate. In these cases, strategic military documents may provide staff with details of the kinds of activities they are required to undertake.<sup>26</sup>

As military personnel move up the ranks of the organization, the content of their education on these international and national frameworks will also need to evolve. For example, those working at tactical level will need to be able to *recall* that they are bound by these instruments and *understand* what they mean. Personnel working at the operational level will need to know how to *apply* these policies in their operational planning with the support of GENADs and GFAs. Those working at the strategic level will need to be able to *create* security objectives that incorporate gender perspectives in accordance with the relevant policy and legal frameworks, again with the support of GENADs or other senior advisers with gender-related expertise (see the discussion on Bloom's taxonomy in Chapter 7). Different people could be involved in this process. Commanders have a particular responsibility to apply and promote the principles of gender equality within their organization, team and operation. The contents of focus area 1 therefore apply to courses at many different educational levels, and this is a topic that personnel will need to return to several times over the course of their military education.

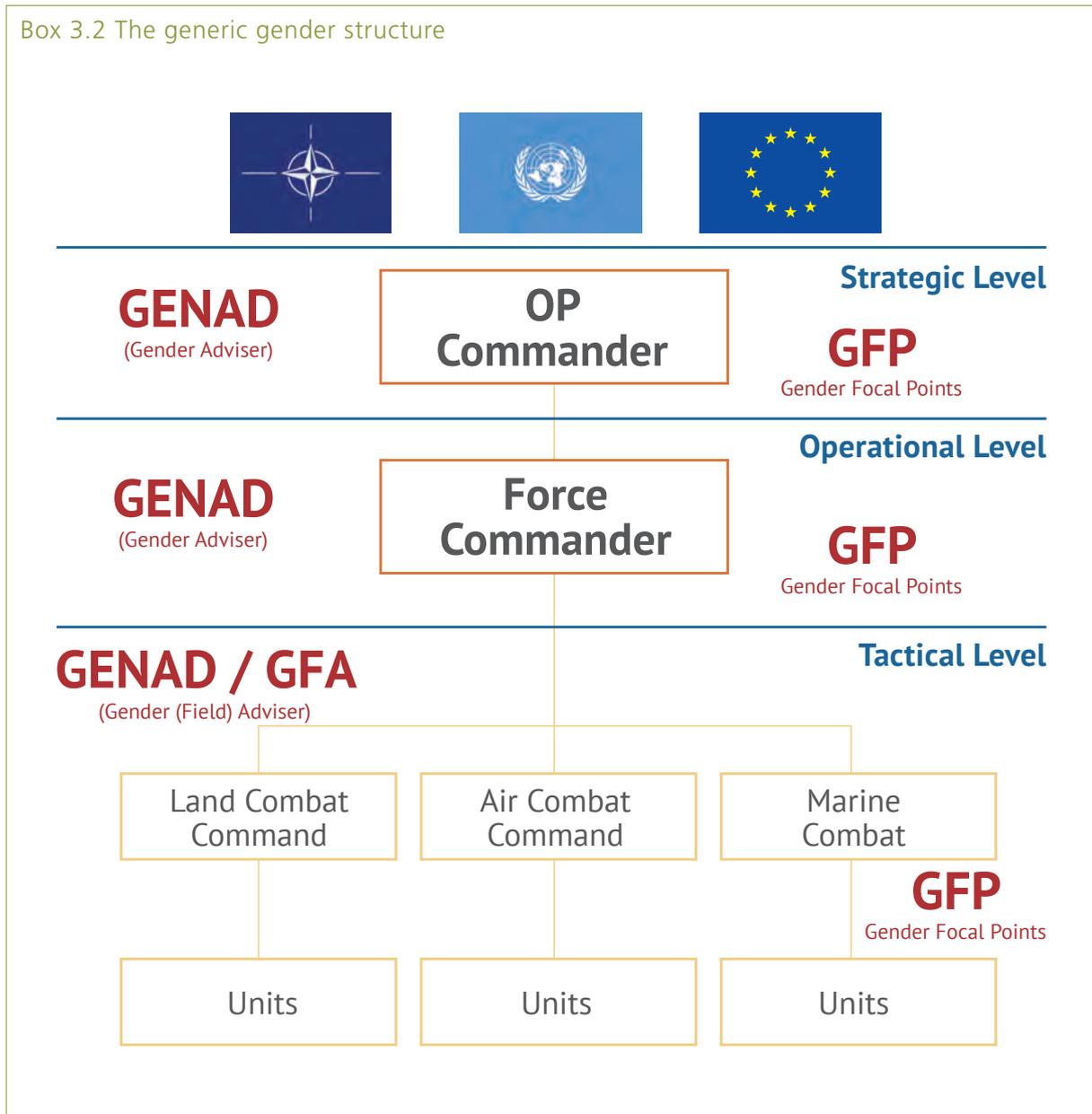
### *Focus area 2: The gender structure*

There are different kinds of gender structures in different countries and organizations, and here the discussion focuses on NATO. One way in which many military institutions have responded to their international and national obligations related to WPS is in the creation of designated staff to advise on and facilitate the implementation of a gender perspective. The most common positions are those of GENAD and GFP. GENADs and GFPs require specific education on their roles, and the necessary time and resources must be allocated for this purpose. It is important, however, that all military personnel understand the roles and functions of the GENADs and GFPs working with their units so that the services offered by those working in these two positions are fully utilized.

The role of the *gender adviser* (sometimes abbreviated to GA) is to support his or her commander in implementing a gender perspective in daily work. The adviser should be able to influence the implementation of the mission's mandate by the integration of gender perspectives into mandated tasks. Gender mainstreaming is the recognized tool for implementation in the planning, execution and evaluation of a military operation. This is the commander's responsibility, and the gender component (e.g. the GENAD) must have access to the correct forums to achieve this effect. According to a report conducted by the Swedish Armed Forces, support from the mission leadership is essential to enable the implementation process.<sup>27</sup> The report highlights the responsibility of commanders at the strategic level to shape and plan according to the principles of protection, prevention and participation through implementing a gender perspective and making use of the gender component.

Another component in the gender structure is the *gender focal point*, which is normally a dual-hat function responsible for the implementation of the WPS agenda and gender perspectives in the GFP's specific branch of the staff. The GFP normally receives guidance from the GENAD on how to implement a gender perspective in his/her daily tasks. GFPs should ideally be found in all branches, but if there is a need to prioritize, experience shows that the staff branches of intelligence, short- and long-term planning and civil-military cooperation (CIMIC) are the most vital for achieving change. Box 3.2 shows a generic model of how the gender functions are structured in the staff.

Box 3.2 The generic gender structure



### Box 3.3 Study of the successful use of the gender adviser

According to research conducted by Dr Robert Egnell,<sup>28</sup> the key to a successful implementation process is a strong, supportive leadership, a rigid organizational framework for implementation, specifically allocated resources and increasing the status of working with gender and the WPS agenda. This means that organizational leaders need to have a certain level of understanding of why and how gender and WPS are relevant to them and their staff. Dr Egnell's research shows that putting the emphasis on the effectiveness of integrating gender in military operations is key to success. By showing the benefits of working with both women and men, the staff can more easily understand the reason for integrating gender perspectives.

#### *Focus area 3: Gender in relevant historical, legal and cultural contexts*

Understanding the historical, legal and cultural context of the area in which you are working, as well as having an awareness of the cultural specificities of your own institution, is key to the successful integration of a gender perspective and the full implementation of internal and external aspects of gender equality. External aspects may refer to how an operation affects the security of men, women, boys or girls differently in a specific area, while the internal aspects could refer to the gender balance within one's own organization. It is important to understand how different male and female personnel within a given unit will be perceived by the different women, men, girls and boys in the civilian population, both to prevent unnecessary tensions between the two groups and also to ensure that the military takes full advantage of the diversity of people represented across its ranks.

This has led to the realization that implementing a gender perspective in parts of a military mission can in some cases be more easily achieved when the team is composed of men and women instead of only men. But it should be underlined that an equal number of men and women, or even the mere presence of women, does not automatically equate to a more gender-equal approach. In some areas achieving operational success is easier when a team is composed of both men and women. Especially in more traditional countries, it could be easier to have (military) women liaise with local women. Another example of considering the relationship between internal and external roles is some servicemen being allowed to grow beards in a bid to foster better relations with the civilian population by adapting to local gender norms for men.<sup>29</sup>

### Box 3.4 Women as actors

Women are often assumed to be passive agents in violent extremist organizations, but research has demonstrated many instances where they have played significant roles in a number of groups across the political and ideological spectrum. Female forces have performed a range of activities, including logistics, recruitment, promoting ideology, suicide bombing and combat. However, the 2014–2015 activities of the so-called Islamic State have been marked by an unprecedented rise in the prominence of female recruits in a terrorist organization. The role that women play in these violent networks is frequently misunderstood, and based on misconceptions regarding the radicalization of women. A better understanding of the ways in which terrorist organizations draw on women's support can help us understand the decision-making processes and inner workings of these kinds of organizations.<sup>30</sup>

It is thus vital for education to highlight the benefits and importance of understanding gender norms of the host country and encourage military personnel to consider how they may be perceived. For example, learning outcomes at the tactical level would include having the learners understand why it is important to engage with the whole population in a society; why reporting on sex-disaggregated data provides a larger situational picture; how speaking to women can help identify different security responses; and how patrolling different areas can provide different kinds of security. Education at the operational level can then build on what has been learnt at the tactical level and deepen the skills and knowledge of military personnel so they are able to integrate a gender

perspective into orders given to the tactical level, but also understand the larger picture of the WPS agenda and their role in its implementation as military actors. This involves ensuring that they have a good understanding of how gender intersects with the cultural practices of the population in the mission area, and can also reflect internally on their own organization regarding the organizational culture and gender norms. The education and training addressing these concerns need to be specially tailored to each target audience. On the strategic level, military personnel need to understand how the gender perspectives applied on the ground improve the security situation for all women, men, boys and girls within the context of a wider military and political strategy. They also need to evaluate whether the gender norms within their own organization can help foster or hinder these strategic objectives, and attempt to make institutional changes accordingly. Each and every level requires an understanding of how to apply the WPS agenda in a given cultural context.

### Box 3.5 Good practice at the strategic military level – The NCGM key leader seminars

Every year the NCGM conducts a two-day key leader seminar in which flag officers, key leaders, ambassadors and senior civilian representatives get insights on how to implement gender perspectives in military operations and how these perspectives will contribute to increase the achievement of overall political military, strategic and operational objectives. The seminar promotes a comprehensive approach as a method to establish a successful foundation for organizational development capable of fully integrating gender perspectives into military operations. It incorporates sessions given by high-profile lecturers who share experiences, best practices and lessons learned. These are complemented by panels and round-table discussions where learners can add their own perspectives on how to integrate gender in all aspects of planning, execution and evaluation of military operations.<sup>31</sup>

## 3.3 Integrating gender into military education and training in practice

It is crucial to integrate gender into military education and training. This section gives several good practice examples of how gender is integrated into existing education and training frameworks.

### Box 3.6 Good practice – Officers' programme, Swedish Defence University

Learners at the Swedish Defence University receive gender and WPS education and training starting in their first course focused on operational effectiveness, which is illustrated with examples from international operations. The learners learn why it is important to engage with women, men, boys and girls and assist in achieving security for all society equally. This is subsequently tested as a part of a practical field exercise performed later on in the same semester. In the exercise they need to engage with both men and women to get the full situational picture and make the correct decisions. The exercise is videotaped and evaluated afterwards in a seminar-based forum, where learners can draw their own conclusions and understand the practical implementations of excluding parts of the population.

### 3.3.1 Gender mainstreaming in general training and education

In general it must be stressed that gender perspectives should be included in existing training modules and not treated as a stand-alone topic. As such, gender should be taught as a cross-cutting topic in all classes, integrated across the spectrum of learning. For example, gender should form a part of classes on leadership, procurement, finance and budgeting, human resources management and operational planning.

### Box 3.7 Good practice – NATO's Exercise ARRCAD E FUSION 2013–2014

The ARRC (Allied Rapid Reaction Corps) approach is characterized by its expeditionary “mindset”, multinational design and inclusive (comprehensive) approach in its operational functions, from the tactical to the strategic level. The aim in the last of the ARRC series of exercises (“Crawl, walk, run”) was to achieve full operational capability as joint taskforce HQ. Two gender components were deployed: one placed at the operational level as the GENAD at main headquarters (as part of the command group), and the second as the GENAD in the exercise management (Excon, Grey Cell).

The position and location of the two GENADs stem from NATO Bi-Strategic Command Directive 40-1, which aims to integrate UNSCR 1325 and the use of a gender perspective in the NATO chain of command and operational planning. The tasks of the GENAD in the main HQ included supporting the implementation of the directive and, based on an inclusive approach linked to operational planning, advising the head of ARRC (COMARRC) and staff on matters relating to human rights and gender. This involved participation in operation planning, teaching and mentoring other members of staff and coordinating the GFPs located in HQ departments, especially in staff branches G2 (operational intelligence), G3 (current operations), G5 (deliberate planning) and G9 (CIMIC). Other tasks were education initiatives aimed at the HQ as a whole, preparation of material for COMARRC participation in meetings and conferences related to human rights and gender, and media reporting.

The position as GENAD Excon entailed working closely with staff in the Grey Cell and other parts of Excon, not least at the tactical level, which was represented by two divisions from the G1 (personnel) and G9 (CIMIC) staff branches. By jointly developing injects (additions made to the scenario once it has begun) and coordinating with the scenario developers, situations with a clear gender perspective could be created to affect the operational and even strategic levels. The role of GENAD Excon was also to educate personnel outside the exercise. For example, an information session was conducted for the ARRC GFPs outside the exercise, since the GENAD contribution was in place and staff rotation meant that many newly appointed GFPs had not been briefed. In this way the two GENADs were able to support the ARRC for future exercises and potential tasks. This is not ideal, however, as the personnel are supposed to meet the necessary educational requirements before entering exercises or operations.

The result of having a GENAD deployed at Excon was that gender perspectives were highlighted in the injects produced by Excon, and specifically those produced by Grey Cell members. Members of the target audience (in this case the main HQ) were forced to apply a gender perspective in their analysis of the situation and broaden their understanding of security. Personnel taking part in the exercise were able to observe the consequences for the mission if a gender perspective was ignored, as one inject concerning underaged soldiers within the host-nation ranks put a halt to the whole training component, which was part of the mandate of the mission.

This example highlighted that it is imperative for NATO missions to recognize the role of both women and men in conflict prevention. Women who perform parenting roles are often critical in shaping their children's attitude towards violence given that male members of the household are frequently absent, especially during times of conflict. These women, in addition to family and community-level male role models, can play a critical role in either facilitating or preventing the recruitment of male and female child soldiers.

There are a number of recommendations for GENADs in future related exercises.

- The deployment of GENADs at both the main HQ and Excon Grey Cell for the first time in autumn 2014 resulted in a significant improvement compared to previous years. (Only the main HQ had a GENAD in 2013.) ARRC, however, lacks staff with gender-related expertise (previously there was only one 50 per cent position), so the two GENADs need to have had previous experience in this role in order to fulfil the requirements for independence and have the ability to give relevant advice, prioritize injects according to the situation, and adopt suitable approaches for their target audience.
- For the GENAD Excon the focus should be on creating injects which have a direct impact on the target audience (in this case the operational main HQ) and which continue for a longer part of the exercise. This requires the GENAD to have studied the existing relevant documentation before the start of the exercise, to cooperate with the exercise management and scenario developers to get an overview of upcoming events, and to interact with other staff in Excon on their upcoming injects.

Furthermore, the WPS agenda and gender perspectives should be integrated from the outset in military education for soldiers, non-commissioned officers and officers; career education for non-commissioned officers and officers; collective training for military units and military exercises at all levels; and pre-deployment training. The training is preferably performed by military personnel, ideally by the original trainers/educators (as mentioned in previous subsection). However, these teachers should have received in-depth gender training and education themselves so that they are comfortable when teaching the topic. Support from the leadership is again essential.

### 3.3.2 Gender in pre-deployment training for military operations

Relevant training and education as well as thorough planning and preparation are essential elements in the pre-deployment stage of any operation. To ensure that a gender perspective is included at all levels of planning from the outset, the GENAD/GFA should be a member of the planning group. Furthermore, gender advisory functions should be integrated in the staffing list. The existing mission documents, like the military operation plan, fragmentation orders, standard operating procedures, tactical techniques and procedures, assessments and reports, should be gender-sensitive and also provide clear guidance when it comes to how to incorporate a gender perspective. In addition, effective monitoring and reporting mechanisms should be in place, making sure that human rights violations such as sexual violence are reported, addressed and handled in accordance with the relevant laws and procedures. To the greatest extent possible, gender aspects should be integrated into standard reporting procedures and lessons learned/best practices mechanisms, as well as in periodic mission reviews. To ensure that gender-related activities are sustainable once the mission has ended, it is necessary to incorporate a gender perspective into activities that take place during the transition to local authorities or a follow-on force.

Once the need to integrate gender has been established in these different areas, it becomes self-evident that gender must be mainstreamed into educational programmes for new personnel at all levels to ensure the sustainability of gender-related activities, maintain operational capacity achieved through the integration of a gender perspective and institutionalize best practices and lessons learned. The military has the responsibility to act as a role model in projecting high standards of gender equality, reducing the negative impact of its operations on women, men, girls and boys by fostering a good understanding of gender roles and supporting the government in adopting mechanisms that promote international standards of gender equality.<sup>32</sup> None of these can be achieved without integrating gender perspectives into all aspects of education and training.

#### Box 3.8 Good practice – Example of mixed engagement team training in Regional Command North ISAF, Afghanistan

Seventeen ISAF (International Security Assistance Force) service members from five different countries participated in mixed engagement team training given by the Regional Command North GENAD. The primary audience was the Swedish mixed engagement team from Task Force Northern Lights. Other learners from the provincial reconstruction team in Kunduz and the Dutch police training group joined the training and shared their experiences and lessons identified in working with Afghan women, including those serving in the Afghan national security forces. The first two days of training consisted of classes in gender differences, the “comprehensive approach”, cultural awareness and Afghan history, culture and religion. The group received lectures by different personnel from Regional Command North and participated actively in the discussions. In other classes, Afghan women taught the group correct body-search techniques, especially for women wearing a traditional *burqa*. The group ended the day by sharing an Afghan dinner. On the second day the group undertook practical exercises on applying a gender perspective in the operational environment. Rather than focusing exclusively on the needs of women, the group was asked to examine the consequences of the different social roles played by both women and men in a given cultural context. Learners were then asked to consider the benefits of a mixed engagement team (as opposed to an all-female team) in these kinds of situations. On the third and final day the group went outside and practised the lessons learned in the previous days in three different scenarios. The training highlighted the benefits to ISAF troops of applying a gender perspective when interacting with Afghan people, as it can enable them to engage the whole population and not just men.<sup>33</sup>

### 3.3.3 Integration of gender into military training exercises<sup>34</sup>

While the focus of this handbook is on military education, training exercises often have an educational value and provide opportunities for many gender-related teachable moments.<sup>35</sup> Furthermore, to normalize the inclusion of the three educational focus areas described in Section 3.2 into all aspects of the military, it is vital that they are reinforced in training exercises. This subsection therefore looks at how the provisions of the WPS agenda, military gender structures and the historical, legal and cultural context of gender relations can be incorporated into training.

When it comes to scenario development, it is essential that any exercise contains the information needed for the training audience (TA) to carry out its roles and respond to injects in a realistic manner. Certain information may be intentionally left out from the scenario and made available by response cells after the TA has identified the need and requested the information. A very common challenge is that scenarios lack information about the role of men, women, girls and boys in society, and how they are affected by and involved in conflict. Without such information the TA GENAD will have little substance on which to base advice, which can be frustrating to both the GENAD and the TA members who requested information. The exercise control will also miss out on the opportunity to train the TA in how a gender perspective can improve operational capacity. If such information is intentionally left out of the scenario, it should be prepared well in advance of the start of the exercise, as it takes time to develop and ensure consistency with the scenario and inject. It is also important that the TA is appraised at the end of the scenario on its ability to incorporate a gender perspective and, if appropriate, to highlight the negative consequences to the mission of underutilizing the TA GENAD.

## 3.4 Examples of the integration of gender perspectives into scenarios

Integrating a gender perspective into a scenario involves ensuring the inclusion of gender-related information in the narrative, the presence of both male and female non-military characters during the exercise, and the incorporation of military structures related to gender and a gender perspective into events, incidents and injects during the scenario. The remainder of this section provides examples of how this can be done.

### 3.4.1 Gender analysis of the PMESII model

It is crucial to include a gender perspective in any background analysis that forms part of the scenario, such as mock reports by civil society or think-tanks. When assessing which gender-related information should be available or prepared for the TA, it is important to consider the analysis method used. If, for example, the PMESII (political, military, economic, social, information, infrastructure) model is used during the mission planning process, gender-related information on all analysis categories should be available and/or prepared. As a result, potential caveats worked into the exercise highlighting the need for a gender perspective will become apparent when using the analysis model.

The situation of women is often addressed in terms of vulnerability, which is important but leaves out many other aspects relevant to a gender analysis. Gender-related challenges and opportunities may include female participation in decision-making before, during and after conflict, depending on the scenario. They may also include the participation and vulnerability of men and boys. It may be particularly interesting to include risks, for example young men being forcibly recruited into armed or criminal groups, slave labour, etc., and information on women as combatants in armed forces or rebel groups, and in positions of power.

### 3.4.2 Sex-disaggregated data

Sex-disaggregated statistical data on mortality, literacy and percentage of women in parliament are easy and useful starting points. Low literacy levels for women and an inject in which women have not received certain information could result in the TA GENAD advising that information be disseminated by radio, images or other

means. High numbers of women in parliament but no women on the key leader engagement plan should signal a need to update the plan. In any developing or post-conflict country such data should be collected by the government<sup>36</sup> and are often readily available on UN websites.<sup>37</sup>

### Box 3.9 Good practice – Breaking gender stereotypes

As the military organization focuses on providing security, gender is often taken to be synonymous with the protection of vulnerable groups in a given society. Depending on gender roles, women and men face different risks in different contexts. It is most common to speak only about women and girls in need of protection, leaving out men and assuming that they are either the protectors or the potential perpetrators. By shifting the focus of a class to men's vulnerability and women's empowerment, you can expose the learners to a wider perspective on security. An example would be the events in Srebrenica on 11–13 July 1995, where unarmed Muslim men were targeted due to the fact that they were men of recruitment age.<sup>38</sup> A similar and very recent example is the case of French peacekeepers in the Central African Republic who raped and sodomized homeless and starving boys. The troops who were supposed to protect children at a centre for internally displaced people in Bangui abused young boys between December 2013 and June 2014. The report on this was leaked at the beginning of 2015.<sup>39</sup> A further example is the abuse of young boys in Haiti: a particularly shocking case was the year-long sexual abuse of a 14-year-old Haitian boy by three UN peacekeepers who were serving with the UN Stabilization Mission in Haiti. They were convicted in 2012.<sup>40</sup> The same goes for women as actors for peace, keeping in mind the demonstrations held by Liberian women to stop the civil war in 2003 as an example.<sup>41</sup>

#### 3.4.3 Key leader engagement

To ensure that gender perspectives in exercises come alive, it is vital that the scenario and role players include women (as well as men) not just as victims but also in positions of power, for example as police chiefs, parliamentarians or mayors. Women's organizations are important actors that can provide information and support local protection strategies, and are therefore critical to the scenario. It might be interesting to include strong rights-based organizations which may be more vocal, as well as those focusing on basic needs and welfare. Many women's organizations form at the grassroots level, others as women's wings of political parties, and some may be spearheaded by individual women who have access to power and education. To trigger the need to verify information, it might be useful to supply contradictory information from civil society, international organizations and government on issues such as threats to women.

#### 3.4.4 Staffing list<sup>42</sup>

NATO missions are required to have military GENADs, GFAs and GFPs.<sup>43</sup> UN peacekeeping operations may have a gender unit or a senior gender adviser for multidimensional missions, and there are also functions of military GENADs and GFPs.<sup>44</sup> Furthermore, there may be UN women protection advisers and/or a protection unit.

The gender functions should have the support of a mentor with particular skills in this area of work, including not only gender-related subject-matter expertise but also staff procedures and operational planning, for example. Close cooperation between the gender mentor and the GFP in gaming and role plays has shown positive results, as the TA's response can be assessed and injects can be repeated, revised or reward the inclusion of a gender perspective in the TA's activities. This is particularly important when gender does not form part of the exercise objectives and tracking progress in this area may not be the focus of evaluation.

#### 3.4.5 Events, incidents and injects

In terms of creating events, incidents or other injects with a clear gender perspective, different methods have been observed. One method is to create a free-standing "gender incident", for example a visit by the executive director of UN Women or the special representative of the Secretary-General on sexual violence in conflict,

the government calling for a gender working group or a specific situation relating to women. It is common to see one case of sexual violence and/or trafficking in persons affecting women and for this to be considered the “gender incident”, as most other incidents are assumed to relate to male actors. While such incidents are relevant, relying on only one case relating to women is both unrealistic and an oversimplification. It may be equally relevant to consider incidents where women show political agency (such as in violent protests), female human rights defenders are detained or female combatants are present among enemy troops. It is also interesting to use traditionally underreported incidents as eye-openers exposing gender stereotypes, such as terrorist attacks carried out by women or sexual violence against men. It is important to remember that gender perspectives involve both men and women, and see how operations affect them differently.

Another method is to incorporate gender perspectives into several mainstream events. This requires a bit more work from the subject-matter expert (SME) in supporting other units and following up on the results, but has the benefit of mainstreaming gender and showing its relevance in different thematic areas. For example, gender perspectives could be included in mine action incidents created by logisticians, whereby mine awareness has targeted men but suddenly women report injuries after coming across mines where there is no reported minefield. An inject on children associated with armed conflict could include both boys and girls as combatants staffing an illegal checkpoint, and the patrol unit which needs to contain the threat and detain the children having only male members. This would bring concerns of protection of children as well as special consideration for girls in detention. A medical incident may require emergency medical care to be provided to survivors of sexual violence. Injects requiring consultations with civilian women at risk could highlight the need for female soldiers in the patrol unit, for example.

As the exercise comes to life, a mainstreamed approach will result in the gender SME having to coordinate well with other SMEs and ensure that their colleagues in gaming are well supported to know what results to expect and can adapt the scenario accordingly. It is also good to plan for how the TA may respond, and prepare alternatives for the next steps. If the TA does not pick up on the lack of engagement with women, for example, perhaps the next incident should aggravate the situation. A system of rewards may also be useful, for example positive media reports after correct action has been taken to apprehend child soldiers with special consideration of protection for girls. Or if the TA recognizes the need to revise a mine awareness campaign to address women, it might be rewarded with access to relevant information, such as the location of a previously unknown minefield.<sup>45</sup>

## 4. Challenges of integrating gender in training and education

Aside from the challenges of integrating gender into the curriculum (which are covered in Chapter 4), the main challenges to integrating gender in training and education can broadly be divided into three categories.

### *The lack of recognition that gender is relevant to the work of the military*

Even where the organization itself has declared its commitment and provided the required framework for teaching gender in the military, many personnel do not see its importance. One reason may be that despite most institutions being male-dominated, currently there are more women than men focusing on implementing the WPS agenda and gender in training and education. It would be beneficial to include more men in the development and delivery of gender training in order to bring gender into the mainstream and break down misconceptions that it is solely a women’s issue, and is neither important nor “career worthy”. If the organization succeeds in bringing a higher status to working with gender and the WPS agenda, there will be strengthened engagement and more interest among personnel, in particular men.<sup>46</sup>

### *The audience lacks an understanding of the basic gender concepts<sup>47</sup>*

Although gender mainstreaming is generally favoured over stand-alone gender courses, it is greatly facilitated if the audience has an understanding of basic gender concepts. However, this is rarely the case and, as a result,

many personnel still equate gender mainstreaming with reaching out to women. It is only by understanding gender as a relational concept that involves different groups of women, men, girls and boys, and by seeing themselves as gendered beings, that learners can truly begin to appreciate gender perspectives when applied across the curriculum.

*Few educators have a good understanding of both gender and the military*

Gender is often taught by external SMEs who lack an operational background. To demonstrate the relevance of gender to the military, the trainer or educator needs to have a deep understanding of the target audiences' tasks, procedures and culture. For example, tactical techniques and procedures and standard operating procedures at the tactical level can be hard to understand for an educator without an operational background, yet these documents are key to explaining the integration and relevance of gender perspectives in the military. At the same time, educators with a good understanding of the military often joined the institution at a time when gender was not taught at all, and hence lack the ability to integrate it into their teaching. Consequently, better partnerships between educators with different levels of expertise or faculty development courses to address these gaps in educators' knowledge may be necessary.

## 5. Conclusion

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While many challenges remain in integrating gender into military education and training, this chapter has highlighted some of the many advances that institutions have made since the passing of UNSCR 1325 in 2000. Good practices from the last decade are beginning to emerge and slowly becoming institutionalized at both national levels and within the context of international cooperation in organizations such as NATO. This sharing of practices is important, because the nature of modern warfare has brought an increasing need for interdisciplinary personnel. For educators, this means having a basic understanding of knowledge outside their specialism in order to connect it to other cross-cutting issues that their audience will have to deal with. By providing an overview of gender-related education and training, this chapter hopefully helps educators from outside the gender discipline to see how their own courses relate to existing courses on gender as well as the emerging policy framework on integrating gender in all levels of education.

## 6. Annotated bibliography

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**Bastick, Megan and Kristin Valasek (eds), *Gender and Security Sector Reform Toolkit* (Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008), [www.dcaf.ch/Publications/Gender-Security-Sector-Reform-Toolkit](http://www.dcaf.ch/Publications/Gender-Security-Sector-Reform-Toolkit).**

This 13-tool toolkit contains accessible information on how gender relates to security sector reform processes in different sectors, including defence reform. It contains a specific tool on gender training and another on implementing the WPS agenda. The toolkit provides a basic introduction to gender concepts within the security context and gives some concrete descriptions of what integrating a gender perspective entails in different kinds of security institutions.

**Bastick, Megan and Kristin Valasek (eds), *Gender and Security Sector Reform Training Resource Package* (Geneva: DCAF, 2009), [www.gssrtraining.ch/](http://www.gssrtraining.ch/).**

This 11-module training package was designed to complement DCAF's *Gender and Security Sector Reform Toolkit* with practical training materials. Each module comprises a variety of stand-alone exercises specifically targeted at different parts of the security sector. The module on defence reform may be of particular interest to those working in military education.

Egnell, Robert, Petter Hojem and Hannes Berts, "Implementing a gender perspective in military organisations and operations: The Swedish Armed Forces model", Department of Peace and Conflict Research Report 98, Uppsala University, 2012, <http://jamda.ub.gu.se/bitstream/1/733/1/egnell.pdf>.

The document outlines Sweden's experience of implementing UNSCR 1325 since 2000 in its armed forces. It outlines the different projects that have been undertaken and looks at the organizational changes that have taken place to implement a gender perspective better. It contains both an evaluation of the successes and challenges faced by the Swedish Armed Forces and a list of lessons learned that are relevant to other armed forces around the world.

Groothedde, Stephanie, *Gender Makes Sense: A Way to Improve Your Mission*, 2nd edn (The Hague: Civil-Military Cooperation Centre of Excellence, 2013), [www.cimic-coe.org/wp-content/uploads/2014/06/Gender-Makes-Sense.pdf](http://www.cimic-coe.org/wp-content/uploads/2014/06/Gender-Makes-Sense.pdf).

This book outlines what gender and gender perspectives are to a military audience, and demonstrates how integrating a gender perspective contributes to the success of military operations. It provides detailed information on how to integrate a gender perspective at the tactical and operational levels and also includes a wide variety of case studies.

NATO Supreme Allied Commander, Europe and Supreme Allied Commander, Transformation, "Integrating UNSCR 1325 and gender perspective into the NATO command structure", Bi-Strategic Command Directive 40-1, Rev. 1, August 2012, [www.nato.int/nato\\_static\\_fl2014/assets/pdf/pdf\\_2015\\_04/20150414\\_20120808\\_NU\\_Bi-SCD\\_40-11.pdf](http://www.nato.int/nato_static_fl2014/assets/pdf/pdf_2015_04/20150414_20120808_NU_Bi-SCD_40-11.pdf).

This document provides definitions of gender-related terminology used by NATO and details on the gender structure used in NATO operations. It also provides guidance on how gender should be integrated into education and training within NATO, as well as information on the policy framework of NATO's implementation of gender in both its educational programmes and its operations.

NATO Education and Training Plan for Gender in Military Operations, 14 February 2014.

This document outlines the standardized NATO policy on gender education and training at all levels. Copies are available upon request at [genderadvisor@act.nato.int](mailto:genderadvisor@act.nato.int).

Peace Support Operations Training Centre, *Prevention of Sexual Violence in Conflict Team, Prevention of Sexual Violence in Conflict Generic Reference Curriculum for Training in Security Sector* (Sarajevo: UK Embassy, 2014), <http://mod.gov.ba/dokumenti/PSV%20TM%20Reference%20Curriculum.pdf>.

This document was produced in Bosnia and Herzegovina by the Peace Support Operations Training Centre, an accredited NATO partnership training centre and regional training centre for peace support operations. This generic curriculum on the prevention of sexual violence in conflict outlines 12 proposed sessions that can be combined into one of five suggested educational modules, depending on the target audience.

### Information on institutional approaches to teaching gender

For information on NATO courses on gender and WPS see [www.act.nato.int/gender-training](http://www.act.nato.int/gender-training). See also the website of the Nordic Centre for Gender in Military Operations, NATO's department head on gender education and training: [www.forsvarsmakten.se/en/swedint/nordic-centre-for-gender-in-military-operations/](http://www.forsvarsmakten.se/en/swedint/nordic-centre-for-gender-in-military-operations/).

For information on UN Department of Peacekeeping Operations work on WPS and gender see its website: [www.un.org/en/peacekeeping/issues/women/](http://www.un.org/en/peacekeeping/issues/women/).

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For information on the EU's work on gender and WPS see its website: [http://eeas.europa.eu/archives/features/features-working-women/working-with-women/article21\\_en.html](http://eeas.europa.eu/archives/features/features-working-women/working-with-women/article21_en.html).

See also Rehl, Jochen and Hans-Bernhard Weisserth (eds), *Handbook on CSDP: The Common Security and Defence Policy of the European Union*, 2nd edn (Vienna: Directorate for Security Policy of the Federal Ministry of Defence and Sports of the Republic of Austria, 2014).

## Notes

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