#BeBoldForChange

Independent Assessment of the NATO Women, Peace and Security Policy and Action Plan

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Summary

This Assessment finds that that NATO has made progress in implementing the Women, Peace and Security Agenda, even though there is ample room for improvement. Since the assessment in 2016, small steps have been taken, but the process has to a certain extent been slowed down by the vacancy in the Special Representative of the Secretary General position. NATO now has a robust platform from which to advance the agenda. However, if the Allies and Partners fail to provide sufficient support and resources – both financial and personnel – the positive developments can easily backlash. The main impediments to the progress of the Action Plan are the limited leadership and lack of knowledge of *how* to integrate a gender perspective in the daily work of the Alliance. However, this dilemma is shared by other international organisations, and great political determination and leadership are demanded in order to achieve gender mainstreaming across the organisation and move the Women, Peace and Security agenda forward.

Table of Contents

1 Background

In June 2017, FOI was invited by North Atlantic Treaty Organisation (NATO) through the Office of the Secretary General (SG) to conduct this independent assessment (hereinafter the Assessment) of the progress of the NATO and the Euro-Atlantic Partnership Council (EAPC) Policy on Women, Peace and Security (WPS). The NATO/EAPC policy (hereinafter the Policy) is based on the United Nations Security Council Resolution 1325 (UNSCR 1325) and is supported by an Action Plan that was adopted in 2010 and endorsed by the Wales Summit in 2014. In 2016 an updated version was endorsed by the Warsaw Summit.

According to the Policy, the Action Plan should be subject to regular qualitative assessments on the progress of the Policy. Therefore a first independent assessment was carried out in 2015/2016. That assessment reported, among other things, that there was insufficient understanding of the WPS agenda across NATO, which contributed to discrepancies between statement and practice. This was demonstrated by a lack of progress on gender mainstreaming at the policy level.

1.1 The objective

The overall objective of the Assessment is to evaluate strengths and weaknesses of the Policy and the progress made in implementing it through the Action Plan. This implies assessing to what extent the outcomes, as defined in the Action Plan, have been delivered and the actions undertaken by NATO International Staff (IS) and NATO Military Authorities (NMA) as the implementing entities. It also implies identifying gaps and challenges in implementation of policy, and recommending ways to address them.

This Assessment builds on and takes the previous assessment and its conclusions into account. In line with this, the emphasis of this Assessment is on aspects related to institutionalisation and mainstreaming of the gender perspective at the policy level across NATO's core tasks.

1.2 Scope and delimitations

This Assessment does not cover all the accomplishments made by IS and NMA, nor does it incorporate the achievements made by the Allies and Partners. What it does do is provide an overview of the implementation of the Action Plan, and the main challenges and achievements, based on a comprehensive assessment of crucial elements within IS and the NMA, with the aim of providing future-oriented and cross-operational recommendations. This will provide information for the revision of both the Policy and Plan of Action in 2018, and a baseline against which future assessments can be compared.

The Civil Society Advisory Panel on Women, Peace and Security (CSAP) – provided for in the Action Plan under Cooperative Security[1] – has advised NATO that the Assessment should consult with civil society groups and representatives in target countries and assess the effectiveness of actions and the impact of the Policy and Action Plan. This is an important and valid advice, which could provide substantial empirical evidence beneficial to the advancement of the WPS agenda. However, the scope is limited by the resources and time available. Nevertheless, this advice ought to be considered for the next Assessment, to be carried out in 2019.

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[1] NATO, NATO/EAPC Women, Peace and Security Agenda 2016 – 2018, Outcome 13, Cooperative Security Brussels, 2016.

1.3 Research method and design

The methodological foundation for this Assessment is inspired by a framework called *"The Ladder"*[2]. It has been developed for analysing the systematic gender mainstreaming work of complex organisations. It incorporates factors – identified through research – that are necessary for successful gender mainstreaming. *"The Ladder"* draws on the experience of mainstreaming gender into entire governmental organisations and ministries. The framework has been adapted to fit the requirements of this Assessment and consists of four *"steps,"* as follows:

1. Prerequisites for gender mainstreaming

The first step examines whether the will and the conditions exist for the implementation of the EAPC policy and Plan of Action. It includes factors that are essential for successful gender mainstreaming, such as policy objectives, leadership, available resources, reporting and organisational structure. It also looks at how the potential benefits of mainstreaming gender are described and how the objectives and usefulness are communicated.

2. The gender balance in the organisation

Step two analyses the gender balance in the organisation, sex-aggregated statistics, women's influence and power, and men's and women's possibilities for combining professional and family life.

3. Fundamental understanding

The third step examines the staff's knowledge and understanding of the Policyobjectives and basic concepts, such as gender mainstreaming and the gender perspective. During this step, the opportunities of the staff has to participate in gender training are examined.

4. Activities

This step examines how and to what degree the Action Plan has been integrated into some of the core tasks of the Alliance.

The disposition of this report follows the four steps, starting in chapter 3.

1.3.1 Sources and data collection

The main data was gathered by conducting semi-structured interviews with staff at NATO Headquarters, Allied Command Operations (ACO), and Allied Command Transformation (ACT). In total, 25 interviews were conducted, distributed between civilian and military staff, at different levels in the organisation. A wide distribution of interviews was achieved, and included a deputy director, advisors, assistant SG, a deputy assistant secretary general (ASG), heads of sections, executive officers, the acting secretary generals' special representative for WPS (SRSG), the former SRSG WPS, gender advisors (GENAD), gender focal points (GFP), and interns. The interviewees represented the following institutions:

Civilian structure:

International Staff
- Private Office (PO)

The Office of the Secretary General
- Political Affairs and Security Policy Division (PASP)
- Operations Division (OPS)
- Emerging Security Challenges Division (ESC)
- Defence Policy Planning Division (DPP)
- Defence Investment Division (DID)

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[2] SOU 2007:15, JämStöds Praktika – Metodbok för jämställdhetsintegrering, Stockholm, Sweden, 2007.

- Public Diplomacy Division (PDD)

Military structure:

- International Military Staff (IMS)

Allied Command Operations (ACO)
- Supreme Headquarters Allied Power Europe (SHAPE)

Allied Command Transformation (ACT)
- Headquarters Supreme Allied Command Transformation (HQ SACT)

In addition to the interviews, this Assessment primarily uses reviews of unclassified and classified documents, handbooks, manuals,directives, and secondary sources as the basis for collecting evidence.

1.4 Definitions and concepts

The definitions of the central concepts used for this assessment are in accordance with Bi-Strategic Command Directive (BI-SCD) 40-1, dated 16 May 2017, as follows in the list below. This is the only document the Assessment found that defines central concepts used by NATO.

Gender

Gender refers to the social attributes associated with being male and female and learned through socialisation; it determines a person's position and value in a given context. Notably, "gender" does not equate to "woman".

Gender balance

Gender balance is a human resource issue and it implies the equal participation of women and men in all areas of work at all levels, including senior positions.[3]

Gender mainstreaming

Gender mainstreaming is defined as a strategy for achieving gender equality by assessing the implications for women and men of any planned action, including legislation, policies, and programmes in all areas and at all levels, in order to assure that the concerns and experiences of women and men are taken into account in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic, and societal spheres. This leads to equal benefits for women and men, while inequality is not perpetuated.

Integration of a gender perspective

The integration of a gender perspective is a way of assessing gender-based differences between women and men as reflected in their social roles and interactions, in the distribution of power and the access to resources.

Gender analysis

Gender analysis is defined as the systematic gathering and examination of information about gender differences and social relations in order to identify and understand inequities based on gender. It may also be understood as "methods used to understand the relationships between men and women in the context of society".

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[3] Bi-SCD 40-1 does not provide a definition of gender balance. For this Assessment, a definition from UNICEF is used. UNICEF, https://www.unicef.org/gender/training/content/resources/Glossary.pdf., accessed 2017-09-10.

Gender equality

Gender equality refers to the equal rights, responsibilities and opportunities of women and men, girls and boys. Equality does not mean that women and men are the same, but that one's rights, responsibilities and opportunities do not depend on whether one is born as a woman or as a man.

2 Summary and recommendations

This Assessment finds that progress has been made, but there is ample room for improvement. Since the assessment in 2016, small steps have been taken, but the process has to a certain extent been slowed by the vacancy in the SRSG position. NATO now has a robust platform from which to advance the WPS agenda. However, if the Allies and Partners fail to provide sufficient support and resources – both financial and personnel – the positive developments can easily backlash. The main impediments to the progress of the Action Plan are the limited leadership and the lack of knowledge of *how* to integrate a gender perspective in the daily work of the Alliance. However, this dilemma is shared by other international organisations, and great political determination and leadership are demanded in order to achieve gender mainstreaming across the organisation and move the WPS agenda forward.

2.1 Compilation of findings

The Assessment finds the following strengths:

- fifty-five Allies and Partners have agreed to the Policy and Action Plan, which is a proof of the importance the political level ascribes the WPS agenda;

- the Policy holds the highest leadership, the SG, responsible for reporting annually on the progress of the WPS Agenda;

- the Allies and partners recognize the gender perspective as a transformative tool to reach organisational goals beyond the WPS Agenda;

- the highest level of leadership is communicating a strong commitment to gender equality and the WPS agenda;

- the WPS office and senior leadership have accurately identified impediments to the WPS agenda and steps are being taken to address them;

- a strong institutional structure in support of the implementation of the WPS agenda has been developed and institutionalised throughout NATO's different bodies, both civilian and military;

- women's representation in NATO is being analysed through the collection and compilation of sex-disaggregated data, on both the military and civilian sides;

- actions are being taken to improve the gender imbalance throughout NATO's institutions;

- gender training is being provided to military leadership and armed forces;

- relations with civil society have been established and institutionalised;

- the integration of a gender perspective in military commands, operations and missions has advanced since the *Review of the Practical Implications of UNSCR 1325 for the Conduct of NATO-led Operations and Missions in 2013* was conducted. Significant improvements have been made.

Like the 2016 assessment, this Assessment finds impediments to an effective implementation of the Action Plan:

- the Policy has no tangible objective beyond the visionary aim of safeguarding the freedom and security of all its members and the unspecific aim of transforming NATO into a more modern, ready, and responsive organisation;

- the Policy does not provide definitions of gender concepts although it is essential to implementation;

- the Policy does not clearly establish whose role it is to provide the overall leadership for the implementation of the Action Plan;

- the Action Plan does not provide measurements for assessing progress;

- only fifty percent of the IS divisions have divisional action plans;

- the allocation of financial resources is limited and seriously impedes the implementation of the WPS;

- the WPS office is staffed through voluntary contributions, which is detrimental to continuity;

- the leadership's prominent rhetorical focus on WPS is seldom reflected in the daily work;

- there are no men represented on CSAP, even though NATO needs to ensure that more men get involved with the WPS agenda, so the Alliance can learn from both women's and men's reflections and experiences;

- there is a gender imbalance among the staff and only a limited number of women apply for vacant professional positions, including senior leadership positions;

- the implementation of WPS on the civilian side is fragmented and is often a specific gender task, rather than something seamlessly integrated into the core tasks. References to WPS in documents often pledge commitment to UNSCR 1325, but without goals;

- managers lack knowledge of how to integrate a gender perspective and its relevance in their portfolios;

- no gender training is provided for civilian leadership or staff;

- cooperation with other international organisations such as European Union (EU), United Nations (UN) and Organisation for Security and Co-operation in Europe (OSCE) is weak.

2.2 Recommendations

2.2.1 The Policy and the Action Plan

The overall Policy aim is to make a gender perspective an integral part of the Alliance's everyday work, which contributes to the Alliance's fundamental purpose of safeguarding the freedom and security of all its members by political and military means. This is a visionary aim, but it does not clarify – beyond stating that it will change NATO into a more modern, ready, and responsive organisation – why the WPS agenda is relevant to the Alliance's core task and why it should be implemented. This contributes to the difficulty those in charge of the implementation have in communicating the Policy's usefulness in the daily work and their understanding of how it should be done. It leaves the question, *"What and how should we do it?"* unanswered, and does not facilitate the construction of measurable goals in the Action Plan.

The Policy uses a range of gender concepts (such as this assessment) that are pivotal to implementation, but without defining what they actually entail. The definitions used by this Assessment are found in the Bi-SCD 40-1, which stems from what NMA needs when implementing gender in military operations. However, gender concepts such as gender equality, gender balance, and gender mainstreaming are highly political, since they define objectives and a policy's expected end-states. The definitions are also imperative to the actions needed to be taken by those implementing the Policy and Action Plan. This is especially important in a time when NATO is grappling with a gender imbalance and is competing for the most talented candidates on the labour market.

The Policy's lack of clear four-year objectives makes the Action Plan's expected outcomes vague and its actions process-oriented, rather than clearly defined as activities to be executed, while its indicators describe the delivery of products, such as reports, rather than expected impacts and/or effects. The Action Plan needs to clarify for the user: *what to achieve*, *how to do it, the expected impact,* and *what to measure it against.* This will in turn facilitate reporting on impact, rather than on activities that are without a clear link to the Action Plan.

Recommendations:

- Revise the Policy and amend it with clarifications that explain why the WPS agenda is of relevance to the Alliance and its Partners. One proposal is to base the clarification on a framework that includes the two core perspectives, human rights and the provision of personnel, as follows:

  o *The human rights perspective* – It is a human right of both women and men to be able to affect, participate in, and have power and influence in all aspects of society. It is also a human right, for both women and men, to be protected from fear, want and violence. This resonates with the fundamental principles of the WPS agenda: women's right to participate in all aspect of crisis management and conflict prevention; and, protection of women and girls during armed conflict.

  o *The provision of personnel* – This perspective services the recruitment and retention of NATO personnel. It implies that the workforce must be broadened to include more women and that NATO develops into an attractive employer that attracts the best talents among men and women. The aims are to be a credible actor with a strong trademark and to recruit the most competent individuals who contribute towards the Alliance's goals. This perspective is also aligned with the aim of gender mainstreaming and the WPS principle of women's right to participate.

- Revise the Policy and amend it with tangible objectives and the concrete end-states to be expected at the end of the Policy's duration. This should be done across all the core tasks: collective defence, cooperative security, and crisis management.

- Define key concepts across the organisation in order to ensure that there is a common understanding that will facilitate the implementation of the Policy.

- Revise and update the Action Plan in accordance with the revised Policy. Ensure that the following measures are included:

  o tangible goals that are measurable;

  o inputs: the resources, funds, or material, that provide a base for implementation;

  o concrete activities designed to meet the goals;

  o outputs: the tangible and intangible products that result from the activities;

  o outcomes: the benefits that the intervention is designed to deliver;

  o impact: the higher-level goals the intervention will contribute towards.

  The above measures should all have indicators, i.e. quantitative or qualitative factors or variables that provide the means for measuring achievements, and to reflect changes connected to an intervention or improvements.

13

- Make divisional Action Plans mandatory and ensure that they include the above listed elements and are reported on regularly. Reports should be designed in accordance with the Action Plan, and measurement of progress should be mandatory.

- Offer training to relevant staff, on how to develop measurable goals, design activities, define outputs, outcomes and impact, and, how to design indicators with the aim of supporting the individual divisions when they develop divisional action plans.

- The SG's report, to EAPC, on the implementation of the Policy and the Action Plan, should not only include a narrative of executed activities, but also report on impact.

2.2.2 Leadership, management and institutional structure

This Assessment finds that, although the WPS agenda is expected to be included in all activities of NATO and to be a regular feature of the everyday work, it is still not at the core of the daily activities. The leadership's prominent rhetorical focus on WPS is not necessarily reflected in the daily work. It is still a marginalized issue, which makes the implementation fragmented, or merely an afterthought. The WPS agenda is a cross-cutting issue that does not sit neatly within a specific division, command, mission, or WPS office. As stated by the Wales and Warsaw Summits, integrating a gender perspective generates a transformative potential. However, this demands action by all, and a change in the management culture and the daily work conducted by both IS and NMA. Otherwise, the objective of integrating a gender perspective across the core task will fail.

It is the ambition of the Alliance and its Partners to integrate a gender perspective into the values, missions, and management of the organisation. Mainstreaming gender always entails the risk that the issue disappears from sight; when it becomes everyone's responsibility, it easily becomes the responsibility of none. NATO has tried, through the appointment of the SRSG and the establishment of the WPS office at the highest level, to ensure that the gender perspective is not marginalized. Nevertheless, a gender perspective is not included in the daily business or embedded in the NATO culture. There is no simple solution to changing the culture of a complex organisation such as NATO. However, research has provided overwhelming evidence that sustained and visible leadership is a key. The commitment of senior management, together with resources, incentives, and accountability systems, all contribute to the advancement of gender mainstreaming. The importance of leadership is imperative and it has to start at the highest level, with the SG and Deputy Secretary General (DSG), since effective leadership in this field requires both power and authority. In addition, systems of accountability and incentives have proven to play a significant role in overcoming the challenge of "*forgetting gender*" in daily business. The Alliance already has a head start, since the highest level is genuinely committed. However, it has to transform its commitment into the daily work. It is also important to recognize that integrating a gender perspective is not only about changing procedures and just adding some gender aspects (it is not just a "bolt-on" black box), it is foremost about expecting people to examine and alter their attitudes and preconceived ideas.

NATO benefits from the experience and advice of the members on CSAP. The membership is well-distributed between academia, non-governmental organisations, and the Northern and Southern hemisphere. However, there are no men represented which constitutes a dilemma since the WPS agenda is not a women's issue. NATO ought to ensure that both women and men are represented on CSAP in order benefit from both genders' experiences and reflections. In addition, the Alliance need to insist up on the importance of men's active engagement with the WPS agenda. In order to ensure more male CSAP members, NATO can establish criteria for how the candidates for the panel are nominated.

Recommendations:

- Establish a system that ensures that senior leadership, at the highest level, and line managers provide leadership in the development of divisional action plans, closely monitor progress, and report on impact to their superiors.

- Establish a peer review among managers, with the aim of reviewing action plans against achievements and offer advice on how to progress.

- Hold annual gender audits with both IS and NMA, with the aim of identifying areas for change and improvement.

- Institutionalise a system of accountability and incentives for managers. The system must have enough "bite" to be taken seriously. Provide strong-enough incentives for working on gender and include them in the appraisal of performance.

- Establish criteria for how to nominate both male and female candidates to CSAP. For example, the nominating nations could present both a male and a female nominee, which give the Alliance a possibility to select among both men and women with the aim to compose a gender mixed panel.

2.2.3 Allocation of resources

It is a complicating fact that the WPS agenda has limited financial support from Allies and Partners. They have pledged a strong commitment to the WPS agenda, at the same time as they have not secured sufficient resources. The lack of funds seriously impedes the implementation of the Action Plan. This was already highlighted by the 2016 assessment. At that time, the WPS Trust Fund was only around 400 000 Euro, and only three of the fifty-five nations that associated themselves with the Action Plan had contributed. This Assessment has found that the financial situation has not improved in 2017. In addition, the WPS office is staffed through voluntary contributions, which is detrimental to the continuity and sustainability of the WPS process.

Recommendations:

- Ensure that the WPS office is properly funded and staffed through the core budget.

- Allies and Partners need to be informed that the WPS agenda cannot be implemented without financial means, and they need to provide sufficient resources and support.

2.2.4 Gender awareness and training

This Assessment found that several managers and staff had limited knowledge about the WPS agenda; some did not understand its relevance to their portfolios, and a vast majority did not know what to do to integrate a gender perspective into their daily work. The ACO and ACT reported that they to some extent suffered from the same hurdles, but had developed gender training packages to be downloaded online; a training was offered through the NSGN; and gender training was also provided through e-learning. In addition, the leadership could attend international key leader seminars on the WPS agenda and gender in military operations. The Gender Coach is another tool that can assist senior managers in integrating gender into their daily work. IS has not been given the same training opportunities as the military.

Training is an effective tool for raising awareness, increasing support for, and building staff capacity on gender issues. It can also be an opportunity to help managers and other staff to understand the relevance of gender perspectives to their portfolios, and through this foster support for the WPS agenda. Training has proven to be key to sustainable gender mainstreaming across an organisation.

Recommendations:

- Develop a mandatory training package on gender for IS, and ensure that it provides tools for addressing *what and how* to integrate a gender perspective and the WPS agenda in daily business.

- Establish a Gender Coach Programme for IS senior leadership.

- Explore the possibility to develop gender training and Gender Coaching in cooperation with EU, UN and OSCE with the aim to facilitate exchange of experiences and enhance efficiency.

2.2.5 Gender balance

The gender imbalance among NATO personnel is a well-identified dilemma among the leadership and managers at all levels across the organisation. It was especially highlighted by IS staff that few women applied to professional civilian positions, at both senior and lower levels.

NATO has robust tools for identifying imbalances between female and male personnel, through the collection, compilation, and analyses of sex-disaggregated data, which it publishes in the *Annual Diversity Report.* Sex-disaggregated data is imperative when addressing the gender balance in any organisation, since it provides empirical evidence that contributes to raising gender awareness among personnel and offers a solid basis for action.

NATO has developed a comprehensive four-year plan that addresses some of the identified challenges. The plan is already being implemented. Nevertheless, the question remains as to why NATO has difficulties attracting female applicants to open positions and retaining already-recruited women in the organisation. This Assessment has no simple solution to this dilemma, but proposes that NATO considers how the organisation portrays itself on social media and in other public places; it should try to find new avenues for reaching out to professional women and female students in relevant fields, such as political science. NATO should also explore the potential for improving the opportunities for IS personnel to combine professional and family life.

Recommendations:

- Commission a study on how to portray NATO as both a political and military alliance, with opportunities for both civil men and women, and apply the findings.

- With the assistance of the Nations, identify relevant networks for professional women – both on social media and in real life – where information about open positions and professional opportunities in NATO can be circulated.

- Explore the possibility of allowing women and men to take longer than eight weeks parental leaves. Preferably align this with the average number of weeks enjoyed by the Nations.

3 Findings and analysis

This chapter examines whether the prerequisites for gender mainstreaming exists in NATO.

3.1 Prerequisites for gender mainstreaming

3.1.1 The Policy

Political will and a politically agreed-upon agenda are the most basic pre-requisites for achieving gender mainstreaming across an organisation. In the case of NATO, the Policy is the expression of the political will to ensure that a gender perspective and United Nations Security Council Resolution 1325 and related Resolutions (hereinafter UNSCR 1325) are integral to the Alliance's everyday work and across all core tasks. However, the Policy has no tangible overarching objective beyond the visionary aim of "*safeguarding the freedom and security of all its members*".[4]

In addition, through the implementation of the Policy, the Alliance and its partners intend to promote positive change through changing mindset and behaviour and awareness-raising.[5] The essence of this aim is to aspire towards a transformation of NATO as an organisation. This is also an aspiration endorsed by both the NATO Wales Summit, in 2014, and the Summit in Warsaw, 2016, where it was stated that the integration of a gender perspective into the Alliance's activities throughout the three core tasks will contribute to transforming NATO into a more modern, ready, and responsive organisation.[6] It is noteworthy that the Alliance and its partners recognize the gender perspective as a transformative tool for reaching organisational goals beyond the WPS Agenda. However, in order to transform a complex institution such as NATO, there is a need for a politically agreed agenda – beyond the general goals of being more modern, ready and responsive – which should include definitions of what a *modern* organisation requires and which objectives to strive towards, as well as definitions of the change process and which actions should be undertaken.

The Policy uses a range of concepts, which are pivotal to implementation, but without defining what they actually entail. This, in combination with the broadly-defined objectives, contributes to the difficulties experienced by the International Staff when trying to grapple with integrating a gender perspective in their everyday work. This is an experience shared by the different divisions and it is often framed by the question; "*What and how should we do it?*".[7] This Assessment has only succeeded in finding definitions of concepts within the military structure, i.e. the Bi-SCD 40-1. Having defined concepts facilitates a common and joint understanding of both goals and actions to be taken. This Assessment has found that IS personnel have varied interpretations of gender concepts. Some individuals define gender as women's issues while others are certain that it is only applicable in external efforts and does not encompass equality between men and women.[8]

The Policy points out that the primary responsibility for ensuring the implementation of the WPS Agenda rests with the Nations. However, it does not define who should provide the overall leadership to IS, NMA, and the Strategic Commands (SC), and through this ensure that the Policy is being implemented across the NATO institutions. The Policy only points

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[4] NATO, The NATO/EAPC Women, Peace and Security Agenda 2016-2018.

[5] Ibid.

[6] NATO, Wales Summit Declaration, 2014, http://www.nato.int/cps/en/natohq/official_texts_112964.htm#unscr1325, accessed 2017-08-25;
NATO, Warzaw Summit Declaration 2016, http://www.nato.int/cps/en/natohq/official_texts_133169.htm, accessed 2017-08-25.

[7] Interviews IS, June/August 2017.

[8] Ibid.

to the SG of NATO as the one responsible for providing a public annual report on the implementation of the Policy, but does not address who has the overall leadership.[9] This is a noteworthy observation, since it is a well-researched fact that if an institution aims for improved gender balance and integration, the leadership must consistently lead and provide support to the integration of the gender perspective and gender mainstreaming; and it has to start at the very highest level. This is pivotal in order to ensure accountability, so that middle managers and staff cannot evade responsibility for delivering results on gender objectives.[10]

3.1.2   The Action Plan

The Action Plan is comprehensive and tasks the entire NATO system and its Allies and Partners. It reflects an ambitious commitment to mainstream gender both internally in the NATO institutions – through the integration of the WPS Agenda in institutional policies and structures; human resource policies and actions; education, training and exercises; and, externally, through the integration of the gender perspective across the core tasks.[11]

The Action Plan is composed of three basic factors: *Outcome, Actions,* and *Indicators*. These should provide guidance on *what to achieve, how to do it,* and *what to measure against*. This Assessment finds that the actions planned for delivering an outcome often are vague and process-oriented rather than clearly defined as activities to be executed. For example, actions often seek to *encourage, strengthen, ensure, develop,* and *increase*.[12] This is somewhat surprising, since the *Progress Reports on the Implementation of the NATO/EAPC Policy and Action Plan on WPS* and the *Secretary General's Annual Reports 2015* and *2016* report that defined, clear activities/actions have been carried out. The indicators share the same vagueness, and it is not necessarily possible to use them to measure achievements, reflect the expected changes connected to an intervention, nor assess the performance of a division or programme. Indicators need to be qualitative and/or quantitative and provide simple and reliable means to measure achievement.[13] A third observation is that the Action Plan does not provide definitions of the three basic factors, which may explain why actions and indicators are vague.[14]

Divisional Action Plans

Following the Action Plan, the Alliance headquarters has broken down the responsibility for the respective outcomes among the different entities. This document also offers a clarification of the two expected strategic outcomes of the Action Plan. The first is the reduction of barriers for the active and meaningful participation of women in NATO/Allies/Partners. The second is that WPS priorities and a gender perspective are integrated in policies, activities, etc. This summarizes the Policy's intention to gender mainstream both internally in one's own structure and externally in activities undertaken.[15]

In accordance with the Action Plan, a number of divisions have developed their own implementation plans. The Assessment has identified three IS divisional action plans, PASP, DPP, and PDD, and the IMS and SC implementation plan. Within the military structure, the Bi-SCD 40-1 is being utilized as the guidance for the implementation of the Action Plan. It has recently been revised in order to reflect policy developments and lessons learned. However, fifty per cent of the IS divisions have no action plan to support their implementation. With that said, this does not signify that there are no achievements. Activities are still being undertaken.[16] However, the Action Plan correctly states that an

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[9] NATO, The NATO/EAPC Women, Peace and Security Agenda 2016-2018.
[10] SOU 2007:15, JämStöds Praktika – Metodbok för jämställdhetsintegrering, Stockholm, Sweden, 2007.
[11] NATO, The NATO/EAPC Women, Peace and Security Agenda 2016-2018.
[12] Ibid.
[13] Parssons, Jim, Gokey, Caitlin and Thornton, Monica, Indicators of Inputs, Activities, Outputs, Outcomes and Impacts in Security and Justice Programming, Department for International Development, UK, 2013.
[14] NATO, The NATO/EAPC Women, Peace and Security Agenda 2016-2018.
[15] The NATO/EAPC Women, Peace and Security Agenda 2016-2018, Annex 2, AC/340(EAPC)N(2016)0011-REV2.
[16] Interviews IS, IMS, ACT and ACO, June/August 2017.

action plan *is a practical tool* that supports the achievements of aims.[17] It is a tool that can be used to assist the divisions in answering the question: "*What and how should we do it?*". The development of an action plan provides an opportunity to identify tangible goals, activities, and tasks for the specific division and the daily work. The development of an action plan can also serve as a tool to raise the position on the WPS agenda of the need for awareness and enhance the staff's sense of ownership.

3.1.3 Leadership and management

Research has found that the continued support and advocacy of gender mainstreaming by senior leadership is imperative for success at all levels throughout an organisation. This was also substantiated by the *Review of the Practical Implications of UNSCR 1325 for the Conduct of NATO-led Operations and Missions,* in 2013.[18]

The respondents across the NATO institution reported that the highest leadership of NATO continually promoted gender mainstreaming and the implementation of the WPS agenda. Its importance is a prominent area of rhetorical focus for both the current SG and Deputy Secretary General DSG. The importance the SG gives to the WPS agenda is also reflected in the existence of an SRSG on WPS, in social media, and in the *SG's Annual Report,* which has a whole chapter on *Promoting the Role of Women,*[19] and in the attempts to find permanent solutions to the WPS funding dilemma (see above). Nevertheless, senior staff and other personnel report that the Action Plan and WPS agenda are largely absent from the IS's daily work, and that the senior leadership rarely raised the issue internally. A respondent in a senior leadership position said that *"We have not found a comfort zone on how to integrate gender and it's not part of day to day work."* An ASG described it as *"Not in the DNA of NATO"..*[20] This is very much an observation made by all the respondents across the divisions. The interviews with personnel from IS did not reflect a resistance against integrating a gender perspective. They were rather a mixed bag of not knowing how to do it, time constraints, lack of awareness of why it was relevant to their division/portfolio, or believing it was just an add on. Few respondents reported that their managers brought up gender, while saying that management did not address it consistently; nor were the portfolios discussed in relation to the Action Plan. Gender was only brought up in divisions where individual managers had been gender-trained, or had a personal commitment to gender equality. However, the majority of the IS senior leaders and managers were concerned about the lack of gender balance in their divisions/sections and about the lack of female applicants for open positions.[21]

The respondents at ACT and ACO had more or less the same experience of how leadership handled the gender perspective. The highest military leadership had lofty ambitions and promoted the implementation of the WPS agenda. At the same time, it was not an obvious component of the everyday work of chiefs and staff at lower levels. A respondent observed that it was often most difficult at the middle-manager level. This was not because there was a resistance against gender, but simply because the staff did not know what to do.[22]

The absence of gender in the day-to-day work is a dilemma closely related to leadership and management. It is a well-researched fact that if an institution aims for improvement in gender balance and integration, the leadership must consistently lead and provide support to the integration of the gender perspective and gender mainstreaming; and this must start at

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[17] NATO, The NATO/EAPC Women, Peace and Security Agenda 2016-2018.
[18] Lackenbauer, Helené and Langlais, Richard (Eds.) Review of the Practical Implications of UNSCR 1325 for the Conduct of NATO-led Operations and Missions, Stockholm, NATO, NCGM and FOI, 2013.
[19] Stoltenberg, Jens, The Secretary General's Annual Report 2016, NATO, 2017.
[20] Interviews IS, June/August 2017.
[21] Interviews IS, IMS, ACT, ACO, June/August 2017.
[22] Ibid.

the very highest level. This is pivotal in order to ensure accountability, so that middle managers and staff cannot evade responsibility for delivering results on gender objectives.[23]

3.1.4   Allocation of resources

The allocation of financial resources and personnel is a fundamental prerequisite for the possibility of implementing any action plan in any field. Research has proved that there is a clear correlation between successful results and budget allocations for gender work.[24]

This Assessment has especially taken note of paragraphs in the Action Plan that seek voluntary national contributions and funding for the WPS financial mechanism and permanent staffing structure through the NATO budget cycle.[25] It is unusual that the funding of the implementation of an action plan is included as an action that is itself a goal. The allocation of resources – both financial and personal – is a prerequisite for the implementation of the Action Plan and should not be an action in itself. Nations that have endorsed and associated themselves with the Policy and Action Plan should ensure that the Action Plan is funded and not impeded by a lack of resources.

The 2016 assessment of the Action Plan pointed out that the resources for the WPS agenda were inadequate, both in terms of staffing and financial resources. At that time, the WSP Trust Fund was only around 400,000 Euro and only three of the fifty-five nations that associated themselves with the Action Plan had contributed. The 2016 assessment draws the conclusion that the Alliance's rhetoric and resources were not aligned.[26] This Assessment found that in August 2017 the financial resources in the Trust Fund had been spent and had not received any further contributions. Although limited funding has been provided through the common-funded budget, which is a result of the transfer of the WPS Office from OPS to PO in 2016. However, one nation has pledged an earmarked contribution, which can only be used for projects.[27]

The office of the SRSG on WPS is primarily staffed by three advisors, who are voluntary contributions; only the SRSG is funded through the core budget. There is also one intern. At the time of this Assessment, the SRSG position was vacant and one of the line managers served as an acting head of WPS, in addition to other responsibilities. The previous SRSG had left in March 2017, and it was reported from IS divisions as well as from NMA that important processes had been put on the back burner in anticipation of a new person being appointed. However, the PO was in the process of recruiting a new SRSG. In early June, five nations had nominated candidates for the position.[28] In early August 2017, one of the advisors finished his term and was not replaced.[29] It is obvious that the insecure staffing situation, in combination with the SRSG vacancy, has a negative impact on the possibility of implementing the Action Plan. Two advisors are not sufficient for carrying the extensive workload across the complex NATO organisation. In addition, the staffing situation is volatile, since all staff, except for the SRSG, are voluntary contributions.[30] The implementation process of the Action Plan needs continuity, seniority, and experienced staff. Otherwise, there is a risk that the implementation process will become fragmented and fragile, instead of sustainable.

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[23] Population Reference Bureau, Pursuing Gender Equality inside and out, Washington DC, 2015.
[24] Frey, Regina, Strategies for a Global Workforce, Gender Budgeting: An effective Strategy to achieve Gender Equality in SET, presentation at the OECD Workshop on Women in Science, Engineering and Technology (SET), Ottawa, 2006.
[25] NATO, The NATO/EAPC Women, Peace and Security Agenda 2016-2018.
[26] Oudraat deJonge, Chantal, The 2014 NATO/EAPC Plan on Women, Peace and Security: Assessments and Recommendations, WIIS, Washington DC, 2016.
[27] Interviews IS, June/August 2017.
[28] Interviews IS, June 2017.
[29] Interviews IS, IMS, ACT, ACO, June/August 2017.
[30] Interviews IS, June 2017.

In June, this Assessment was informed, by the PO and the WPS advisors, which the SG was going to recommend to the North Atlantic Council (NAC) that the WPS office should be included in the core budget.[31]

3.1.5 Institutional structure

International Staff

The Alliance has built an impressive structure in support of the WPS across its institutions. It constitutes a solid base for implementation of the WPS agenda. The structure is anchored at the highest level, in the PO, through the SRSG, which guarantees senior representation in relation to Allies, Partners, military leadership, and international organisations. The recent recruitment process with the nominees of several Allies competing for the position reflects the importance the Alliance gives the SRSG position. As noted in the 2016 assessment, it *"provides intellectual, strategic and organisational leadership for the WPS effort within NATO"* and is key to raising the visibility of NATO's efforts externally.[32]

The WPS office and the staff working with the SRSG is, at this point in history, a key to the implementation and sustainability of the Action Plan. As mentioned above, the WPS is now a fragile construction, since its staffing depends on voluntary contributions and is not sufficiently funded. This was also pointed out in the 2016 assessment.[33] To ensure sustainable development of the WPS agenda, the office needs continuity and senior staff who can sustain a process over time.

In June 2017, the DSG, in accordance with the Action Plan, released Terms of Reference (TOR), with the intent of formalizing the previously informal Task Force and the divisional GFPs. The Task Force's TOR call for a bi-annual managerial-level meeting with the aim of ensuring and facilitating leadership commitment of each division and independent office to the WPS agenda.[34] The TOR and the establishment of a WPS high-level meeting are steps in demonstrating leadership, raising the expectations placed on managers, and ensuring accountability. Nevertheless, this process needs to be closely monitored by the highest leadership, since the Task Force attendance in the past has been challenged by lack of seniority and continuity.[35] This was also underlined in the 2016 assessment.[36] There is a serious risk that the high-level meeting will share this fate, given the limited gender integration in the daily work, as mentioned above. Another issue of concern is the agenda and topics discussed by the Task Force; a review of the minutes relates information on activities and upcoming events. It rarely discusses how to further and strengthen the implementation of the Action Plan, although, as already mentioned, the leadership is constantly asking *"What and how should we do it?"*. In addition, this Assessment also found that the divisions rarely reach out to the WPS Office to seek advice and support in the implementation of the WPS Agenda.[37] This is a lost opportunity, since the Task Force has the support of the highest leadership and is chaired by the SRSG.

In accordance with the Action Plan CSAP has been established. It convened once in 2016 and will meet again in October 2017. This is a noteworthy step in the Alliance's efforts to build relations with civil society. The membership of CSAP is well-distributed between academia, non-governmental organisations, and the Northern and Southern hemisphere.

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[31] Ibid.

[32] Oudraat deJonge, Chantal, The 2014 NATO/EAPC Plan on Women, Peace and Security: Assessments and Recommendations, WIIS, Washington DC, 2016.

[33] Ibid.

[34] NATO, Terms of reference for the Women, Peace and Security Task Force and for Divisional Gender Focal Points, DSG (2017) 0147.

[35] Interviews IS, June 2017.

[36] Oudraat deJonge, Chantal, The 2014 NATO/EAPC Plan on Women, Peace and Security: Assessments and Recommendations, WIIS, Washington DC, 2016.

[37] Interviews IS, June 2017.

However, there are no men represented which constitutes a dilemma. WPS is evidently of concern to women, but is not a women's issue; it is of concern to the entire society (as stated in several NATO documents) and there are a host of non-governmental organisations with good representation by men who work on WPS and gender mainstreaming, e.g. the Red Cross and Red Crescent National Societies, Save the Children, and International Alert. NATO ought to have the goal of bringing men on board to receive the benefit of reflections from both women and men. In order to ensure more male CSAP members, NATO can establish criteria for how the candidates for the panel are nominated.

NATO Military Staff and operations

NATO's military component has a developed structure that guides the implementation of the Policy and Action Plan. At the strategic-political level, the Office of the GENAD has the primary responsibility within the IMS for providing information and advice on UNSCR 1325 and gender mainstreaming. The office - among other responsibilities - promotes awareness of the effective integration of a gender perspective into military operations and facilitates the dialogue with Partner countries on relevant gender issues.[38] GENAD reports directly to the highest leadership, the Director General of the IMS. The Office of the Gender Advisor also serves as the Secretariat for the NATO Committee on Gender Perspectives (NCGP), which provides guidance to the Military Committee. NCGP is well-established, dating back to 1961, and meets annually. The aim of NCGP is to facilitate the exchange of information among NATO nations, the NATO command structure, and the NATO headquarters. It also liaises with international organisations and agencies concerned with the integration of a gender perspective into military operations.[39]

GENAD positions have been institutionalised at the strategic-operational levels, i.e. ACO and ACT. There are also established GENAD positions at the SC at Headquarters Allied Joint Force Command HQ Brunssum and Naples. GENAD are the advisors of the Commanders and report to the Chief of Staff.[40] This is significant, since it reflects the importance that the highest leadership gives to WPS, which trickles down in the organisation.

The *Review of the Practical Implications of UNSCR 1325 for the Conduct of NATO-led Operations and Missions,* from 2013, recommended that the GENAD positions throughout the military system should be filled and not left vacant.[41] This Assessment has found that today there are GENAD positions at ACO, ACT and the Headquarters Allied Joint Force Command HQ Brunssum and Naples. All positions are filled with the exception of GENAD SHAPE; the position is upheld by an Acting GENAD since 2016. Previously, the SHAPE position has not been open to nominees from Allies, only Partners, which has impeded recruitment. On the other hand, it is noteworthy that no nation has been willing to nominate a candidate for over a year. The position is going to be open to Allies, which may improve the possibility of nominations.[42]

In addition to GENAD positions, there are GFPs who are nominated personnel within headquarters, divisions/directorates, and branches. They have received specific training on gender perspective and the implementation of UNSCR 1325. GFPs are to facilitate gender mainstreaming in the daily work.[43]

The SG reported in 2016 that thirty-three GENADs were deployed in operations and missions and that a network of GFPs had been established to complement and assist them. In *Resolution Support* Afghanistan, twenty-four GFPs were deployed and the *Kosovo Force*

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[38] NATO, http://www.nato.int/cps/en/natolive/107940.htm, accessed 2017-09-10.
[39] NATO, NCGP, Handbook for delegates, version 2012.
[40] Interviews IMS, ACT, ACO, June/August 2017.
[41] Lackenbauer, Helené and Langlais, Richard (Eds.), Review of the Practical Implications of UNSCR 1325 for the Conduct of NATO-led Operations and Missions, Stockholm, NATO, NCGM and FOI, 2013.
[42] Interviews IS, IMS, ACT, June/August 2017.
[43] NATO, Bi-SCD 40-1, 2017.

(KFOR) had a total of sixty-three in the headquarters and subordinated units.[44] However, this Assessment found that it has been more difficult to deploy GENADs at the Headquarters Allied Maritime Command and Headquarters Allied Air Command, which is attributed to the difficulties in understanding the relevance of WPS to this specific arm of service.[45]

3.2 Gender balance

In this chapter, NATO's internal gender balance is analysed. This involves assessing sex-disaggregated data; women's influence and power; and men's and women's possibilities for combining professional and family life.

3.2.1 Sex-disaggregated data

The gender imbalance among NATO personnel is a well-identified dilemma on both the civilian and military sides throughout all NATO institutions. Senior leaders and managers at all levels express concern over this challenge.[46] The 2016 Assessment reported that IS had no women at the DSG or ASG levels. Since then, a female DSG has been appointed, which slightly changed the ratio. All the ASG positions are still filled by males.[47]

NATO is collecting sex-aggregated data on both the military and civilian sides. The data is analysed and compiled in the *Annual Diversity Report*.[48] In addition, the NCGP collects data from Allies and Partners on representation of men and women in armed forces, which is published in the *Summary of the National Reports of NATO*.[49] Together, these two reports form a robust base for analysis of gender mainstreaming and efforts to improve the gender balance.

This Assessment only had access to the *Annual Diversity Report 2015*, since the 2016 report was not yet finalized. The reports show the following trends in workforce diversity:

- 26 per cent of the workforce are women; an increase of 1 per cent from 2014;

- 39 per cent of the staff in IS are women, an increase of 1 per cent since 2014;

- ACO has the highest level of female leadership, 22 per cent, among the NATO institutions;

- 20 per cent of the IS leadership are women, which is a decrease from 2013, when 23 per cent of the leadership were female;

- 32 per cent of women in IS have an A-grade position.[50]

3.2.2 What is being done to improve the gender balance?

As mentioned above, NATO recognizes that there is a serious need to improve the gender balance and diversity in general. Both recruitment and retention of civilian female staff are huge challenges. Many respondents report that a main dilemma is that few women apply to open positions. One respondent reported that during a recent recruitment process only five out of sixty-five applicants were women.[51] None of the interviewees were successful in giving a reason why NATO has difficulties attracting female applicants. Questions to be

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[44] Stoltenberg, Jens, Secretary General's Annual Report 2016, NATO, 2017.
[45] Interviews IS, IMS, ACT, June/August 2017.
[46] Ibid.
[47] Interviews IS, June 2017.
[48] NATO, Annual Diversity Report 2015.
[49] NATO, Summary of the National Reports of NATO Member and Partner Nations to the NATO Committee on Gender Perspectives, 2015.
[50] NATO, Annual Diversity Report 2015.
[51] Interviews IS, June 2017.

raised by NATO relate to how it portrays itself to the public. Although this Assessment does not include an expert on public relations, a quick look at NATO's social media sites – Facebook and Instagram – showed that the majority of photos featured military aircraft, navy vessels, helicopters, etc. There are few images of NATO as a political alliance. This might contribute to a lack of knowledge about the professional possibilities NATO has to offer to civilians.

NATO is in the process of developing a four-year *Diversity and Inclusion Action Plan* (DIAP) 2016 – 2020. This Assessment has had access to a draft version, which not only addresses gender, but also other dimensions such as age, race, ethnic origin, cultural background, disability, and sexual orientation. DIAP addresses, among other things, leadership, recruitment via targeted sourcing on social media, training, and communication. It is a comprehensive package that reflects the evidence provided by empirical research on gender mainstreaming.[52]

The planned activities, as well as actions already in progress, include developing a gender awareness course for all staff, a mentoring programme for women, including mentoring training for mentors, surveys of work-life balance, explorations of further childcare options for NATO staff, etc. Additionally, flexible office hours at NATO headquarters have been introduced, and a gender coach programme for senior management at NATO headquarters is being discussed. The policy on parental leave has been updated; it allows parents to take a longer leave, of up to eight weeks.[53] This should be compared with some of the Allies' national policies on parental leave, for example Norway and United Kingdom with fifty-two weeks.[54]

3.3 Fundamental understanding

This chapter explores the staff's knowledge about the Policy's objectives and the understanding of basic concepts, such as WPS, gender mainstreaming and the gender perspective. It also assesses the staff's opportunities for participating in gender training.

3.3.1 Gender awareness

This Assessment found that a clear majority of the respondents across all divisions, offices, and commands were aware of the WPS agenda, although not everyone knew its content exactly. Several respondents defined gender as a question of recruiting more female staff. The main challenge is to see the relevance of the WPS agenda for the daily work and one's area of responsibility, and to understand what has to be done in order to integrate a gender perspective. As mentioned above, the question *"What and how should we do it?"*[55] was frequently raised during the interviews. GENADs in the military shared the same experience.[56]

One factor that accentuates the lack of understanding of the different gender concepts is the absence of definitions. Neither the Policy, nor the Action Plan, offer any explanations; in addition, *Women, Peace and Security* is used as the overarching concept. To some extent it explains the confusion between the terms "women" and "gender." Definitions can only be found in Bi-SCD 40-1, which is primarily a directive for the military.

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[52] NATO Diversity and Inclusion Action Plan (DIAP) 2016 – 2020.

[53] Interviews IS, June 2017.

[54] UN Data, http://data.un.org/DocumentData.aspx?id=344, accessed 2017-08-15.

[55] Interviews IS, June/August 2017.

[56] Interviews IS, IMS, ACO and ACT, June/August 2017.

3.3.2 Gender Training

Training is a common tool for raising awareness, increasing support and building capacity in gender mainstreaming. It can be a key opportunity to assist staff in understanding the relevance of gender equality and fostering support throughout the organisation. However, it is important that it is seen as the start rather than the completion of a gender mainstreaming effort.

Not a single individual among the IS staff who was interviewed for this assessment had been offered gender training at NATO. A few respondents had taken gender courses, provided by the armed forces or a civilian institution in their country of origin. It was noteworthy that those who had been gender-trained had a greater degree of knowledge about what could be done. NATO headquarters are in the process of developing a gender training programme as part of the DIAP. A pilot course has been tested on GFPs. Their assessment is that the course was too general and did not provide tools for everyday work.[57]

The military side, on the other hand, has an impressive track record of gender training courses. ACT has developed a NATO *Gender Education and Training Package on Gender Perspective for Nations and Partners*, which is also available to the public online. ACT has also developed gender e-learning courses as standard pre-deployment training, which is a success, according to ACT.[58] All students have to take the course before starting training at the *NATO School Oberammergau*, Germany. Gender training is also offered through the *Nordic Center for Gender in Military Operations* (NCGM), Sweden, which is a NATO *Department Head*. They offer key leader seminars for high-level commanders, courses for commanders and GENADs. All these training opportunities have attracted military personnel from Allies and Partners. However, none of these courses and training programmes have been evaluated with regard to impact and effect.[59]

3.4 Activities

In the *Secretary General Annual Report 2016* and the *Progress report on the implementation of the NATO/EAPC Policy and Action Plan on WPS,* a host of activities are reported. Thus, this Assessment will not provide a complete account, but mention a few activities under the headings of NATO's core tasks, of collective defence, cooperative security, and crisis management.

Collective defence

- GENADs are being provided to the Ministry of Defence in Latvia and Estonia, within the framework of NATO's Enhanced Forward Presence.

Cooperative security

- A gender perspective has been introduced as a key principle in some of the initiatives with Allies, e.g. as part of Defence Capacity Building and the framework for Projecting Stability.

- A gender component has been included as part of Ukraine's partnership package.

- NATO and EU staff-level meetings on WPS have taken place in 2017.

- The Science for Peace and Security (SPS) Programme supports gender projects with Allies and Partners. Three projects are ongoing: one with Georgia on gender equality and sexual harassment in the armed forces; one pilot course for NATO HQ staff in order to teach security and defence professionals how to integrate the gender

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[57] Interviews IS, June/August 2017.
[58] Interviews ACT, August 2017.
[59] Ibid.

perspective in their work practices; and, one project with Moldova, with the aim of developing a national strategy on UNSCR 1325. One research project on women's role in countering violent extremism has been approved.

- A total of twenty-one partnership documents (forty-one partners in total) have references to gender.

Crisis management and NATO-led operations and missions

- IMS GENAD took part in all phases of the crisis management exercises (CMX), including the execution phase of CMX 2016 and the planning phase of the exercise for CMX 2017.

- A gender perspective is being further integrated in the *Comprehensive Operational Planning Directive* (COPD), which is under revision.

- A workshop on the *Military Guidelines on Sexual and Gender Based Violence* (SGBV), which were approved in 2015, was held in October 2016, bringing together experts from NATO, EU, UN, and civil society organisations to discuss progress and the way ahead. The guidelines are being operationalized.

None of the above activities have been evaluated with regard to impact and effect. This is also true for all activities throughout the assessed period. In addition to the above-listed activities, this Assessment finds that references to gender and UNSCR 1325 are included in several documents and agreements of importance to the Alliance and its Partners, although more often as an afterthought than as a goal to be achieved. The references are often general and consist of a commitment to UNSCR 1325, yet seldom provide tangible goals or descriptions of actions to be taken. This Assessment was also informed that in cases where a gender perspective is not included, it is simply because the counterpart has not requested it. This is in spite of the issue of gender's being at the core of the situation at hand.[60]

A defined objective in the Action Plan is Cooperation with EU, OSCE, and UN. The aim is to create synergies and more effective implementation of UNSCR 1325. Respondents have reported that the cooperation is weak – especially with EU. This is a significant observation, since many of the Allies and Partners are members of EU and provide troops to EU missions and operations.[61]

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[60] Interviews IS, June 2017.
[61] Ibid.

Acronyms

ACO	Allied Command Operations
ACT	Allied Command Transformation
ASG	Assisting Secretary General
Bi-SCD	Bi-Strategic Command Directive
CMX	Crisis management exercise
COPD	Comprehensive Operational Planning Directive
CSAP	Civil Society Advisory Panel
DIAP	Diversity and Inclusion Action Plan
DID	Defence Investment Division
DPP	Defence Policy Planning Division
DSG	Deputy Secretary General
EAPC	Euro-Atlantic Partnership Council
ESC	Emerging Security Challenges Division
EU	European Union
FOI	Swedish Defence Research Agency
GENAD	Gender Advisor
GFP	Gender Focal Point
HQ	Headquarter
IMS	International Military Staff
IS	International Staff
KFOR	Kosovo Force
NAC	North Atlantic Council
NATO	North Atlantic Treaty Organisation
NCGP	NATO Committee on Gender Perspectives
NMA	NATO Military Authority
NCGM	Nordic Centre for Gender in Military Operations
OPS	Operations Division
OSCE	Organisation for Security and Co-operation in Europe
PASP	Political Affairs and Security Policy Division
PO	Private Office
PDD	Public Diplomacy Division
SACT	Supreme Allied Command Transformation
SC	Strategic Commands
SG	Secretary General
SGBV	Sexual and Gender Based Violence
SHAPE	Supreme Headquarters Allied Powers Europe

SPS	Science for Peace and Security Programme
SRSG	Special Representative of the Secretary General
TOR	Terms of Reference
UN	United Nations
UNSCR	United Nations Security Council Resolution
WPS	Women Peace and Security

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FOI has a Platform on Gender, Peace and Security, which carries out research and analysis on security and defence policy in Sweden and abroad, provides knowledge support to the crisis management system, and develops tools and concepts for the Armed Forces. The Platform brings together expertise in a variety of relevant fields and is highly specialized in gender in military operations.