

ADVANCING GENDER CONSIDERATIONS  
IN MILITARY OPERATIONS

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General Studies

by  
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## ABSTRACT

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The purpose of this study is to recommend ways gender considerations and gender mainstreaming can be advanced in military operations. To accomplish this end, the study reviews international, national and campaign level policy regarding Women, Peace and Security. Next, a case study of Female Engagement Teams and Cultural Support Teams in Afghanistan is conducted to examine the contributions, and make recommendations for improving the capability. Finally, the North Atlantic Treaty Organization's policy for integrating gender considerations in operations via gender advisors is considered for implementation in the United States military. The study provides recommendations for advancing gender considerations in operations that includes: United Nations Security Council Resolution 1325 and gender education for United States military forces, Female Engagement Teams capability and utilization education for commands, establishing Female Engagement Teams proponency and implementing the North Atlantic Treaty Organization's model of gender advisors.

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## ACRONYMS

CA	Civil Affairs
CST	Cultural Support Team
DoD	Department of Defense
FET	Female Engagement Team
ISAF	International Security Assistance Force
LOE	Line of Effort
MOE	Measure of Effectiveness
MOP	Measure of Performance
NAP	National Action Plan
NATO	North Atlantic Treaty Organization
SGBV	Sexually and Gender Based Violence
UNSCR	United Nations Security Council Resolution
WPS	Women, Peace and Security

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## CHAPTER 1

### INTRODUCTION

Gender equality is more than a goal in itself. It is a precondition for meeting the challenge of reducing poverty, promoting sustainable development and building good governance.

— Kofi A. Annan, quoted in AnnVeneman, “Statement of UNICEF Executive Director on International Women’s Day”

#### Statement of the Problem

The U.S. military is in the beginning stages of institutionalizing gender considerations in operations and senior leaders are still developing methods to best leverage women in combat. Currently, there are strategy, policy and activity gaps at the international, national and Department of Defense (DoD) levels, which trace back to the landmark United Nations Security Council *Resolution (UNSCR) 1325 (2000)* for women, peace and security (WPS). Furthermore, the DoD is currently seeking research to develop its guidance in response to the prescribed activities of the *United States National Action Plan (NAP) on Women, Peace and Security (WPS)*. One of these prescribed activities specifically calls for the DoD to: “Leverage the participation of female U.S. military personnel to encourage and model gender integration and reach out to female and male populations in partner nations” (Obama 2011, 15).

During the war in Afghanistan, there have been numerous lessons learned from gender integration in operations. Many came from female population engagements by military Female Engagement Teams (FETs) and Cultural Support Teams (CSTs). Analysis of these lessons determined best practices and recommendations for application in ongoing and future operations. As the United States (U.S.) military continues to work

bilaterally with the North Atlantic Treaty Organization (NATO) and foreign militaries, the opportunity exists for the U.S. military to study and potentially adopt methods of gender mainstreaming in operations for interoperability and insight into operations.

### Research Questions

In order to analyze the integration of gender in military operations, this study seeks to answer the primary question: How can gender mainstreaming be further integrated in U.S. military operations? The primary question is explored further through the following secondary questions:

1. Why does the military need a gender approach?
2. What did we learn in Afghanistan from integrating a gender perspective?
3. What is NATO's policy for gender mainstreaming in operations?
4. What are foreign strategies for gender considerations in military operations?

### Background and Necessity

On 31 October 2000 the United Nations Security Council (UNSC) unanimously adopted *UNSCR 1325 (2000)* regarding WPS. This resolution was the Security Council's first legal document that urged parties to respect the rights of women and girls in conflict. It highlighted the additional challenges women and girls face during conflict to include sexual violence and exploitation. It recognized the need for evaluating the consequences of such an action for women and men; otherwise known as gender mainstreaming. Finally, the resolution expressed the necessity for women to increase their roles in decision making during conflict prevention and reconciliation, while recognizing that women significantly contribute to a state's internal peace and security (UNSC 2000).

In order for nation states to implement *UNSCR 1325 (2000)*, many have developed NAPs. NAPs provide context for governments to set priorities and coordinate the implementation of *UNSCR 1325 (2000)*. NAPs also serve as a guiding national policy document for government bodies tasked with security, foreign policy, development and gender equality according to the Women For Peace website. In December of 2011, President Obama issued an Executive Order instituting the *NAP on WPS* with the following aim:

The goal of this National Action Plan on Women, Peace, and Security is as simple as it is profound: to empower half the world's population as equal partners in preventing conflict and building peace in countries threatened and affected by war, violence, and insecurity. Achieving this goal is critical to our national and global security. (Obama 2011, 1)

The plan describes the course of action the U.S government will take to advance efforts for women's inclusion in peace negotiations, peace building and conflict prevention. The plan lists actions the DoD is responsible for, which include incorporating the NAP objectives into DoD strategic guidance and planning documents.

The DoD is charged with submitting an implementation plan, which was due in May of 2012. However, this plan has not been released and there are currently seven research requests on the Joint Professional Military Education Prospective Research Topic Database (PRTD) related to its development and establishment with three of the seven requests relating to topics in this study on institutionalizing gender in military operations. The topics this thesis contributes to from the JPME PRTD database are:

1. U.S. NAP on Women, Peace, and Security Contributions to U.S. National Security
2. The Operational Effectiveness of U.S. FETs

### 3. How Does Gender Analysis Effect Military Operations and Readiness

Institutionalizing gender considerations in military operations is a relatively new development. Historically, a country's female population is not sought out for their insights into military operations. However, today and into the future, there are an increasing number of blurred front lines. In these environments, women are in the battle space, and winning their 'hearts and minds' is vital for success and stability.

The goal of the study is to analyze gender mainstreaming in military operations as a combat multiplier. The analysis includes a review of gender as it relates to international policy and national strategy. Next, it reviews the history of female population engagements in Afghanistan to analyze their contributions, issues, lessons learned, and potentially show through research how gender mainstreaming can be further integrated into military operations in the future. Lastly, the study evaluates NATO and foreign nations to identify any best practices to consider in U.S. military strategy, policy and activities. This approach will seek to fill knowledge gaps and further gender mainstreaming in military operations.

#### Assumptions

There are two assumptions that are critical to the objectives of this study. First, the current assessment reports from FETs are indicative of their current and projected mission impact in both present and future combat zones of similar culture. Second, the study assumes that there is a population of experienced Soldiers stationed at Fort Leavenworth who attend the Command and General Staff College who can provide analysis of female population engagements.

## Definitions

Cultural Support Team Member: A female soldier attached to special forces (SF) units to engage host nation females and males in support of Army Special Forces (ARSOF) missions. Members perform various missions to include outreach programs, civil-military operations, key leader engagements and searches and seizures (U.S. Army John F. Kennedy Special Warfare Center and School 2013).

Female Engagement Team: Refers to a team of female Soldiers/Marines whose mission is to engage women in the local population in order to obtain information from the female perspective regarding civil and security concerns (Center for Army Lessons Learned 2010).

Gender: The behavior, cultural, and social differences associated with one sex. A person's gender is learned through socialization and is influenced by their culture and society. The gender of a person may result in different roles, responsibilities, opportunities, needs and constraints for individuals (NATO 2009, A-1).

Gender Mainstreaming: "Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated" (UN 1997, 27).

Line of Effort: "A line of effort links multiple tasks to focus efforts toward establishing the conditions that define the desired end state. LOEs are essential in

operations characterized by stability tasks, where physical, positional references to an enemy or adversary are less relevant. In these operations, where the human dimension typically becomes the focus of the force, lines of effort often work best to link tasks, effects, conditions, and the end state” (Department of the Army 2012, 4-7).

### Scope of the Study

The scope of the study assesses gender considerations and gender integration at strategic, operational and tactical levels. The case study focuses on lessons learned from integrating gender in operations by looking primarily at FETs. It also examines successful NATO and foreign country actions that have further instituted gender perspectives in national strategy and military operations. The analysis will consider various points of view from military women and men who have experience with gender integration in operations. Lastly, the study was conducted from September 2012 to June 2013 and primarily used the population at Fort Leavenworth, Kansas, which includes mostly active duty, reserve and retired U.S. Army personnel.

### Limitations

The limitations of the study include the constraint of keeping the thesis to the unclassified level. Currently, some records are For Official Use Only (FOUO) and classified due to ongoing missions. Other limitations include the narrow timeframe of 10 months and the available research population at Fort Leavenworth. Finally, exploratory research is used for the study, which does not inherently provide definitive answers for an overall population (Singhania 2011).

### Delimitations

Although the study may discuss the assignments of military females and the rescinding of the combat exclusion policy, the study does not present extensive arguments for or against the women in combat. This delimitation is necessary for clarity of the primary research focus as well as feasibility of the study.

### Significance of the Study

This study seeks to further institutionalize gender considerations in military operations for improved security and stability of civilian and military members. The study reveals gaps and makes recommendations for gender mainstreaming in the future. The issues encountered by FETs in Afghanistan are analyzed in order to improve female population engagements and explore how this capability can be levied in future operations. The study evaluates NATO's gender approach and foreign military gender strategies for consideration in U.S. policies. Additionally, the analysis adds to the limited body of knowledge on the subject of gender integration in operations. In order to advance the emerging topic of gender considerations in operations, the researcher chose three diverse sub-categories for the study as follows:

1. Policy Review–Women, Peace, and Security
2. Gender Integration in Afghanistan–FET and CST Case Study
3. NATO and Foreign Gender Strategies

### Methodology

To begin a review of international strategy and national policy it is necessary to understand the deliberate guidance from the United Nations (UN) and the White House

concerning WPS. It is essential to grasp these frameworks in order to recognize how gender integration in operations contributes to enhanced security, stability, peace, humanitarian and human rights efforts for the DoD.

To contribute to the primary research topic, the case study analyzes gender integration in operations in Afghanistan. A qualitative study was conducted using a review of the literature, an interview and subject matter expert consultations. The study examines lessons learned, best practices and problems encountered in order to determine the emerging issues for supplemental analysis.

Finally, the research studied the actions of NATO and foreign nations to integrate gender into military operations. This highlights organizational and training methods of leading nations to better understand gender mainstreaming in operations for improved security. It also includes a discussion of ongoing worldwide operations that have incorporated a gender focus.

In essence, the researcher used various qualitative methods to include review of strategic policy, historical case study, an interview, class discussion, and subject matter expert consultation. These findings are explained further and provided as recommendations in chapter 5.

### Summary

In summary, the thesis seeks to analyze methods to further integrate gender mainstreaming in U.S. military operations for improved security and stability of civilian and military members. The study reviews international and national strategies, gender integration in Afghanistan operations and evaluates the gender approach of NATO and

principal foreign nations. The emerging research topics are analyzed further and conveyed in chapters 4 and 5.

## CHAPTER 2

### LITERATURE REVIEW

From Northern Ireland to Liberia to Nepal and many places in between, we have seen that when women participate in peace processes, they focus discussion on issues like human rights, justice, national reconciliation, and economic renewal that are critical to making peace, but often are overlooked in formal negotiations. They build coalitions across ethnic and sectarian lines, and they speak up for other marginalized groups. They act as mediators and help to foster compromise. And when women organize in large numbers, they galvanize opinion and help change the course of history.

— Hillary Rodham Clinton, “Secretary Clinton’s  
Remarks on Women, Peace and Security”

This research pursues ways to advance gender considerations in military operations for increased mission success. It seeks to understand how human rights for women and girls correlate to nation state stability and support long-term national security interests. The study is accomplished using three areas of research. First, there is a strategic review of international and national policy. Second, the study examines the value of gender integration in operations through a case study of FETs and CSTs. Third, the research reviews gender integration in NATO operations and assesses strategies of forward thinking foreign militaries regarding gender planning in operations.

The literature review is organized into three sections that contribute to answering the primary research question: How can gender mainstreaming be further integrated in U.S. military operations? The first section consists of a strategic review of UN and national policy regarding WPS; surveying exactly how the rights of women and girls lead to nation state security and stability. The second section includes a FET and CST case study of gender integration in operations in Afghanistan. The third section discusses NATO and the leading foreign nations’ gender strategies.

1. Policy Review–WPS
2. Gender Integration in Afghanistan–FET and CST Case Study
3. NATO and Foreign Gender Strategies

### Policy Review–WPS

This section of the literature review considers correlations between human rights of women and state stability. A review of international and national policy is conducted that discusses women’s roles as they relate to peace and security. The sources examine various trends that include the reduction of violence against women, empowering women for human capital development, and how these factors contribute to long-term stability. An examination of literature through a policy review answers the secondary research question: Why does the military need a gender approach? This section reviews various key literature sources. The sources are listed chronologically according to publication date to show the progression of policy.

### *UNSCR 1325 (2000)*

The *UNSCR 1325 (2000)* on WPS outlined the essential role of women in conflict resolution, and mandated a review of the specific impacts war has on women and girls. The resolution highlights the importance of bringing gender perspectives to the center of all UN conflict prevention and resolution, peace building, peacekeeping, rehabilitation and reconstruction efforts. *UNSCR 1325 (2000)* expresses:

concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and recognizing that consequent impact this has on durable peace and reconciliation. (UNSC 2000, 1)

In addition, the resolution brings to light the need for women's involvement in decision-making and conflict resolution and requests the Secretary-General to report progress on gender mainstreaming in peacekeeping missions.

### *Women, Peace and Security*

*Women, Peace and Security* published in 2002 by the UN, is a study conducted in response to *UNSCR 1325 (2000)*. The study highlights many positive steps toward instituting the policy; however, it concludes that women remain a minority when it comes to their involvement in peace and security negotiations, post-conflict agreements, disarmament and reconstruction. The study also discusses the various roles women play in conflict, including civilians, combatants and peace activists. The study used existing research, input from the UN, member states, and scholars, as well as local and international Non-Governmental Organizations (NGOs). The section of the literature review discusses: (1) Civilians in warfare; (2) International law; (3) Indicators prior to conflict; (4) Women in peace negotiations; (5) Peacekeeping; (6) Humanitarian efforts; (7) Reconstruction and Disarmament, Demobilization, and Reintegration (DDR).

To begin, in contemporary armed conflicts, civilians are often the targets of warfare. Mass displacement and gender-based violence are common in the operating environment. Furthermore, in cultures where violence and discrimination against women and girls exists prior to warfare, it is exasperated during conflict. Women and girls can become valuable targets because they are often seen as the bearers of cultural identity (UN 2002). That is why tactics such as rape, forced impregnation, forced abortion, trafficking, sexual slavery and the threat of sexually transmitted disease, to include human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS), are

part of contemporary conflict (UN 2002). In Angola and the Democratic Republic of the Congo, women and girls were used as sex slaves for militia commanders and soldiers (UN 2002). Raping women can also be a means for the aggressor to humiliate defeated men. In Rwanda, women and girls were raped and mutilated by opposing groups in order to exercise power and demoralize men in the women's family, clan or ethnic group (UN 2002).

From an international law perspective, female civilians and combatants are included in the general rules of the Geneva Convention. Article 27 of the Fourth Geneva Convention specifically addresses violence against women, stating, "Women shall be especially protected against any attack on their honour, in particular against rape, enforced prostitution, or any form of indecent assault" (International Committee of the Red Cross, 1949, 10). In Yugoslavia, defendants who held women captive for sex were convicted for crimes against humanity via an International Criminal Tribunal for the former Yugoslavia (UN 2002). However, international humanitarian law generally ceases to apply upon the conclusion of military operations.

The UN study highlights examples of a gender analysis yielding indicators prior to conflict. For example, farmers of both sexes, but especially women, may switch to planting short cycle crops if a long conflict is anticipated. Discussions with women's organizations can also convey more insight as to why a conflict is unfolding, as well as on the ground intelligence. However, information is only as good as the attention formal actors pay to it. For example in Liberia, women reported on several occasions unusual movements of men and supplies along border waterways at night. The women's integrity

was questioned and the information, which later was proven to be true, was dismissed (UN 2002).

This study also recommends the full involvement of women in negotiations of peace agreements at the national and international level. The findings highlight that women are often involved in the informal peace process but are largely excluded in formal peace negotiations. Furthermore, central issues that are of concern to women such as political, social, civil, economic and judicial structures do not always reach the negotiation table. Women cannot voice their concerns if they are not consulted or included in peace negotiations (UN 2002).

In peacekeeping missions, gender inputs are essential for the monitoring of human rights, the establishment of security, and developing a rule of law. In the establishment of security, it is necessary to remember that men and women may have different security needs, and women may experience restrictions on their movement (UN 2002). For example, in elections it is important for peacekeepers to understand these constraints so they can help remove obstacles in order for women to exercise their right to vote.

In regards to humanitarian operations, the UN study finds it vital to appoint gender specialists at field locations to ensure that the rights of women are upheld, human rights violations are reported, and gender perspectives exist in humanitarian activities. The study concludes that women's representation in field offices and humanitarian operations on the ground were poor. Evidence also suggests that while UN workers are sympathetic to the needs of women and girls, they need appropriate training on gender perspectives, which include the human rights abuses that women and girls face during conflict (UN 2002).

The study also concludes that if gender perspectives are not included in the planning stages of humanitarian support, it is difficult to include them later in the reconstruction phase (UN 2002). Reconstruction includes political, civil, judicial, economic and social activities, efforts and programs. Post-conflict reconstruction often includes the reorganization and training of a security force. Military forces should strive to be representative of the nation's population and must maintain strict adherence to human rights standards and humanitarian law.

The final category of the UN study on *Women, Peace and Security* is DDR. That section discusses female combatants being identified in DDR efforts. DDR programs for women are rare because the women are often overlooked as a minority (UN 2002). The section also highlights that women have historically played key roles in advocating for disarmament; therefore, it is important for women and girls to be actively involved in DDR programs.

*Women, Peace and Security* reviews various topics that include: women in contemporary conflict, the impact of armed conflict on women and girls, and how women are part of various peace, humanitarian, reconstruction and DDR activities. This source contributes to a foundational understanding of female roles, contributions and struggles in conflict zones. The review contributes to answering the secondary thesis question: Why does the military need a gender approach? Next, the literature review examines future trends that relate to the thesis.

#### *Global Trends 2025*

The information reviewed from *Global Trends 2025* conducted by the U.S. National Intelligence Council (2008), contributes to this thesis as it considers why the

military needs a gender approach in the future. The U.S. National Intelligence Council determined that human capital development relates directly to economic and political empowerment of women. The research further concluded that the recent surge in economic productivity can be attributed to improvements in women's health, education and employment opportunities (U.S. National Intelligence Council 2008). Furthermore, demographic data indicates a sound correlation between female literacy and a robust Gross Domestic Product (GDP) within a region. For example, southern and western Asia, the Arab world, and Sub-Saharan Africa are among the most impoverished regions in the world, they also have high female illiteracy rates (U.S. National Intelligence Council 2008).

The research also concludes that countries with relatively large numbers of women in politics place more importance on societal issues such as health care, the environment and economic development. An example of this is in the disparate countries of Sweden and Rwanda. Both countries have large numbers of politically active women, and both place extra importance on societal issues and programs. Furthermore, if this tendency continues over the next 20 years, it is likely that many other countries will favor social programs over military activities (U.S. National Intelligence Council 2008). An additional benefit of women in senior government includes lower levels of corruption, according to the study.

The U.S. military will continue to operate in regions of the world where poverty and instability reign. Understanding how women contribute to stability allows broader support for female education and political empowerment efforts, which ultimately help a society to grow through human capital development.

## *National Security Strategy*

The *National Security Strategy*, published in May 2010 by The White House provides a comprehensive security strategy that calls for the renewal of leadership through innovation and capacity, openness and moral imagination (Obama 2010). The strategy states that the U.S. must defeat Al-Qaida and deny them safe haven, while strengthening at risk states. Al-Qaida cannot flourish in stable societies, therefore a strategy which promotes democracy, human rights and development is necessary (Obama 2010).

The human rights of women are specifically addressed in the strategy, concluding that women should have access to the same opportunities as men. The strategy affirms that states are more peaceful and prosperous when women have full rights and equal opportunity. When those rights and opportunities are denied, countries lag behind (Obama 2010).

The strategy states that women and girls often disproportionately bear the burden of conflict. Therefore, the U.S. plans to work with international and regional partners to prevent violence against women and girls, particularly in conflict zones (Obama 2010). The strategy also commits to supporting women's equal access to justice and participation in the political process. The strategy pledges to promote child and maternal health, combat human trafficking and support education. It also engages in employment and micro-finance efforts to empower women globally.

The U.S. military carries out elements of the *National Security Strategy* to include the preventative education, monitoring and enforcement of applicable laws that seek to prevent sexually based violence against women and girls. In non-secure nation states, the

military often provides support that enables broad participation in elections for women and men (Department of the Army 2008). Lastly, the U.S. military educates and enforces anti-human trafficking practices and laws in conflict zones.

### *U.S. NAP on WPS*

The *U.S. NAP on WPS*, published by The White House in December 2011, describes the course of action the U.S. government plans to take to address women's inclusion in peace negotiations, peace building and conflict prevention activities. It also commits to the protection of women and girls from sexual and gender-based violence (SGBV), while ensuring access to relief and recovery assistance in areas of conflict and instability. The action plan describes desired outcomes, actions needed and responsible departments or agencies for implementation within the U.S. government. The plan builds upon the goals for gender integration described in *UNSCR 1325 (2000)*, *Women, Peace and Security (2002)* and the *U.S. National Security Strategy (2010)*.

The *NAP* begins with a case study for WPS stating that more than half of all peace agreements fail within the first 10 years (Obama 2011). However, when women are included in peace negotiations they enlarge the scope to include a broader set of societal priorities required for lasting peace. Furthermore, even when peace initiatives have failed, women have contributed to advances in security and stability through negotiations. For example, Darfurian women provided expertise to African Union mediations talks in 2005 (Obama 2011). They brought to light the need for protection of displaced people, and relayed concerns over land rights and physical security. The women inserted critical issues into the discussions that were not previously addressed.

The U.S. NAP states that conflict prevention efforts include investment in women's economic empowerment, education and health. The NAP further discusses a growing body of evidence that supports the theory that empowering women and reducing gender gaps in health, education, and labor markets; leads to lower poverty, higher economic growth, improved agricultural productivity, and better nutrition and education of children (Obama 2011). These factors contribute to a stable and secure society.

The NAP also states that women and children represent the vast majority of displaced persons in the world. Therefore, women's perspectives are especially important for relief and recovery efforts because they are usually the primary care givers. For example, women's involvement in refugee camps helps to ensure programs are available to women, children and disabled persons (The White House 2011).

Recently, there have been achievements in DoD for gender integration in operations. Africa Combatant Command (AFRICOM) established a group focused on gender considerations across programs and engagements with African militaries (Obama 2011). In Afghanistan, U.S. Central Command (CENTCOM) and NATO's International Security Assistance Force (ISAF) have gender advisors to support commanders in performing gender analysis to determine the effects an operation may have on women and men in the population. In addition, Marine Corps FETs, Army FETs, and Army CSTs are supporting ongoing operations through engagements with women in local populations (Obama 2011).

In Afghanistan, the U.S. is promoting women's participation in political decision making as a strategy to secure Afghanistan's long-term stability and development. Afghan women successfully advocated for protection of women's rights and obtained a

25 percent quota for female representation in Parliament (Obama 2011). Furthermore, Afghan women are participating in the Afghan Peace and Reintegration Program, and a gender advisor works on the Joint Secretariat for implementing the program (Obama 2011).

Despite these achievements women are still largely absent in peace negotiations representing less than three percent of mediators and eight percent of negotiators in major peace talks (Obama 2011). This statistic has not changed much since the landmark *UNSCR 1325 (2000)*. The *NAP* states: “In country after country, women who risked their lives to confront and persuade armed actors to join peace negotiations and foster the trust necessary to initiate negotiations have found themselves sidelined once official talks began. This exclusion is as much a blow to peace and international security efforts as it is to women” (Obama 2011, 5).

The exclusion of women is also apparent when peace agreements focus merely on ending the fighting. They often fail to consider the vital tasks needed in order to build a society, to include providing security, delivering basic services, and fostering institutions. Engaging female leaders and participants can help avoid these oversights.

By instituting the *NAP*, the U.S. joins other countries around the world in implementing *UNSCR 1325 (2000)*. The plan represents a whole of government approach involving U.S. diplomatic, defense, and development resources to prevent conflict, protect women and girls, and provide access to relief. Per Executive Order, the *NAP* is targeted to meet the following five objectives:

1. National Integration and Institutionalization
2. Participation in Peace Process and Decision-making

3. Protection from Violence
4. Conflict Prevention
5. Access to Relief and Recovery

The *NAP* discusses desired outcomes for each objective, actions needed to obtain the objective, and the responsible agency or department. The DoD assigned actions are listed in appendix A.

The *NAP* calls for U.S. departments and agencies to develop their action plans by May of 2012. To date the Department of State and U.S. Agency for International development (USAID) have completed their NAPs. These NAPs presents an opportunity for the DoD to further its policies, strategies and activities to advance gender mainstreaming as required per the Executive Order. The NAPs make a case for women in peace and security. It discusses conflict prevention efforts, women's access to recovery, and spells out a plan with specific objectives, desired outcomes, actions that contribute to the desired outcomes, and departments and agencies responsible for implementation.

*Report to Congress on the Review of Laws, Policies and Regulations Restricting  
the Service of Female Members in the U.S. Armed Forces*

In February of 2012, the Office of the Under Secretary of Defense, Personnel and Readiness authored the *Report to Congress on the Review of Laws, Policies and Regulations Restricting the Service of Female Members in the U.S. Armed Forces*. The report included the findings of a DoD study concerning gender-restricting policies (Office of the Under Secretary of Defense, Personnel and Readiness 2012).

The report contained several findings that bear on this research. First, it included the removal of the co-location restriction, which restricted female soldiers from co-

locating with direct ground combat units (Office of the Under Secretary of Defense, Personnel and Readiness 2012). This restriction contributed to confusion and hesitation of commanders attaching women to combat units for operations.

The second policy change opened additional positions to female service members by modifying the Direct Ground Combat policy. Prior to this change, female service members in the Army and Marine Corps were not permitted to serve in combat unit billets below the level of brigade, even in non-restricted Military Occupational Specialties (MOSs). For example, logistician MOSs are open to male and female soldiers; however, only male logisticians could serve in direct combat unit billets below brigade. This change in policy allows female soldiers in non-gender restricted MOSs to serve in direct combat unit billets at the battalion level. This policy adjustment immediately increased the number of females in direct combat units. In addition, the congressional report mandated the armed services further analyze and develop gender-neutral physical standards for MOSs that are still closed to women (Office of the Under Secretary of Defense, Personnel and Readiness 2012).

#### Elimination of the 1994 Direct Ground Combat Definition and Assignment Rule

On 24 January 2013 Leon E. Panetta, Secretary of Defense, along with General Martin E. Dempsey, Chairman of the Joint Chiefs of Staff, announced the rescinding of the Direct Ground Combat Definition and Assignment Rule effective immediately (Dempsey and Panetta 2013). “We are fully committed to removing as many barriers as possible to joining, advancing and succeeding in the U.S. Armed Forces” (Dempsey and Panetta 2013, 1).

The decision calls for military departments to submit their detailed plan for implementation by 15 May 2013 and complete gender integration by 1 January 2016. The memorandum states, “Any recommendation to keep an occupational specialty or unit closed to women must be personally approved first by the Chairman of the Joint Chiefs of Staff, and then by the Secretary of Defense; this approval authority may not be delegated” (Dempsey and Panetta, Dempsey 2013, 2).

### Section Summary

The strategic review of policy found in this literature review summarized existing works tied to the secondary research question: Why does the military need a gender approach? It discussed key documents from the UN, National Intelligence Council, The White House and the DoD. The themes that have emerged are gender and human rights development, gender analysis for insight into operations, and gender mainstreaming for peace and stability. The needs that have been addressed include access to health care, education, justice and political representation. The *U.S. NAP on WPS* calls on various U.S. government departments and agencies to take specific actions to implement *UNSCR 1325 (2000)*. Finally, we see changes in DoD personnel policy with the rescinding of the 1994 Direct Ground Combat Definition and Assignment Rule providing opportunities for increased gender integration in the U.S. Armed Forces. These topics are analyzed further in chapter 4.

### Gender Integration in Afghanistan–FET and CST Case Study

This section of the literature review ties to the secondary research question: What did we learn in Afghanistan from integrating a gender perspective? It includes a case

study of gender integration in Afghanistan by focusing on FETs, CSTs and gender integration policy. FET refers to a team of female soldiers, usually from the Army or Marines, whose mission is to engage women in the local population in order to obtain information from the female perspective regarding civil and security concerns according to the Center for Army Lessons Learned (CALL) website. A CST is similar to a FET; however, the female soldiers are attached to SF units to engage host nation females and males in support of ARSOF missions (U.S. Army John F. Kennedy Special Warfare Center and School 2013).

The examination of literature reveals lessons learned, best practices, and problems encountered. The sources reveal various trends, to include the need for FETs and CSTs in a gender-segregated society of limited security, the underutilization of FETs and CSTs due to a lack of understanding its usefulness, and the need for proponency of FET and CST members in a career field. This section reviews several key literature sources. The sources are in chronological order according to publication date to show the history of events. Where sources contain duplicate information, effort was made to minimize redundancy.

### Engaging the Female Populace

“Engaging the Female Populace” is a comprehensive report by Marine Corps Major Maria Vedder, released in February of 2010. In the report, she requests ISAF to establish guidance for FETs to standardize operations. She recommends a comprehensive engagement strategy for building confidence with the population. She also concludes that a coordinated effort is necessary to achieve this desired goal. This foundational source is

reviewed in some length for purposes of understanding the strengths and weaknesses of the FET program.

The report begins by describing the purpose for female population engagement in counter insurgency operations where population support is fundamental to success. The Afghanistan population is approximately 50 percent female; however, this half is difficult to engage due to their culture of segregating by gender. Therefore, FETs were developed to increase information gathering and further develop the campaign lines of effort (LOEs). These LOEs link multiple tasks that work toward the desired end state (Department of the Army 2012, 4-7).

In a hostile environment, military service members are often the first personnel to interact with the local populace. Therefore, military members develop the initial contacts, and gather information to fulfill the commander's critical information requirements (Vedder 2010). The commander's critical information requirements are essential to enabling timely decision making for the commander (Department of the Army 2012). If coalition forces want to engage the female population, military females need to do this (Vedder 2010), because the existing security environment restricts other development partners such as interagency, intergovernmental, and NGOs from operating until security improves (see figure 1).

## FET Influence & Informative Value



Figure 1. Influence and Informative Value of Female Engagement

*Source:* Marla P. Vedder, “Building Confidence with the Population: Proposal for Military Females to Engage Afghan Females” (International Security Assistance Force, Kabul, Afghanistan, 2010), 8.

Many additional teams have military females on them who interact with the female population. It is important that these teams (see table 1) collaborate for maximum effectiveness.

Table 1. Enablers with Female Team Members

US Enabler Teams with Females	GIRoA	European Military Units with Females	NGOs
Civil Affairs Units – females are on teams but are not required as an organizational construct. The females do not focus solely on female engagements.	MRRD	Regional Command: Gender Advisor (GA) – Command advisors	OXFEM
Human Terrain Teams - females are on teams are not required as an organizational construct. The females do not focus solely on female engagements.	ANSF *ANP have females in AUP, ABP *ANA have females	Division: Gender Field Advisor (GFA) – Command advisors	Mercy Corps
Intelligence Community: FHETT		Gender Focal Points (GFP) – Military observations teams; conduct direct engagements Examples: Swedish PRT in Masari al Sharif; Norwegian PRT; British PRT in Helmand	

*Source:* Marla P. Vedder, “Building Confidence with the Population: Proposal for Military Females to Engage Afghan Females” (International Security Assistance Force, Kabul, Afghanistan, 2010), 13.

The report discusses the importance of understanding the culture. In Afghanistan’s culture, women have considerable influence over their families. Additionally, approximately 45 percent of the Afghan population is under the age of 14 (Vedder 2010), this signifies the need to engage women who are the primary influencers of their children. It is important to set up female population engagements using the

correct customs. ISAF cannot bring FETs into a population to provide support if the men do not agree to it (Vedder 2010).

Understanding women's needs is important because they often reflect the needs of the community. This understanding informs short- and long-term efforts, to include future operations decisions, application of Civil Affairs (CA) personnel, and the use of Commander's Emergency Response Program (CERP) funds, Information Operations (IO) and security missions (Vedder 2010). CERP funds "enables local commanders in Afghanistan and Iraq to respond with a nonlethal weapon to urgent, small-scale, humanitarian relief and reconstruction projects and services that immediately assist the indigenous population and that the local population or government can sustain" (Center for Army Lessons Learned 2010, 11).

Female population engagements support all LOEs in the ISAF campaign, to include Governance, Afghanistan National Security Force, Security, Reconstruction and Development (R&D), and Reintegration & Reconciliation. The greatest impact is in the R&D LOE. The R&D LOE includes Education, Economic Development, Medical, Preventative Medicine and Infrastructure (Vedder 2010).

Another key mission is Village Medical Outreach (VMO). One should note that when female medical providers are incorporated into the FET patrol, the engagements will center on medical needs (Vedder 2010). In addition, it is important to coordinate medical outreach with local providers so that their local business is not inadvertently affected. In this way, the FET and the village medical team can collaborate for the medical outreach.

The FETs are also working with Afghanistan National Security Force (ANSF) to help develop its female security force. The Ministry of Interior (MOI) has established a recruitment and scholarship plan to entice female recruits (Vedder 2010). ANSF should be leading engagement efforts as their capacity grows. FETs provide support to ANSF through partnership, training, and professional development (Vedder 2010). However, female ANSFs have encountered significant challenges to their success, which include being perceived as immoral and illiterate, and not having credibility because of cultural norms (Vedder 2010).

The report states that FETs have been involved in numerous missions, but for the most part the missions can be classified as Civil Military Operations (CMO). CMOs are defined as activities to maximize civil support for military operations. During these operations, FET members are well known for their ability to interact with females. It is important to note they can also interact with men. Sometimes men feel more comfortable speaking with military females because they find them less threatening (Vedder 2010).

FETs should have measures of performance (MOPs) and measures of effectiveness (MOEs) linked to their missions (Vedder 2010, 26). MOP is a criterion used to assess friendly actions that is tied to measuring task accomplishment (Department of the Army 2009b). MOE is a criterion used to assess changes in system behavior, capability, or operational environment that is tied to measuring the attainment of an end state, achievement of an objective, or creation of an effect (Department of the Army 2009b). MOPs and MOEs are linked to LOEs and used to gauge a unit's success. MOPs and MOEs would help the unit understand and evaluate FET contributions towards the commander's intent.

Furthermore, FETs should enter their mission reports in a collaborative database similar to other operational teams. This allows for trend analysis and data triangulation of information. The study recommends the Combined Information Data Network Exchange that is available through the classified network, or the International Distributed Unified Reporting Environment (INDURE) that is available on the unclassified side (Vedder 2010). The Combined Information Data Network Exchange is the U.S. CENTCOM directed reporting tool for the majority of operational reporting within Afghanistan and Iraq as per the Intelligent Software Solutions (ISS) website. INDURE is a structured, unclassified yet secure, multi-lingual database on the Internet according to the ISS website. It provides a capability for National, International, and non-governmental groups to manage and share their individual and collective data within a single reporting environment in support of stability operations.

Service women are often pulled from combat support units that contain more females in order to make up the FET. Those support unit commanders lose valuable personnel, which is detrimental to the overall unit mission. The female service member finds a challenge in balancing the demands of their supervisors, progressing in their primary MOS, and fulfilling the collateral FET mission (Vedder 2010).

The assignment of FETs should be a full-time duty valued by the DoD (Vedder 2010). The intent of a FET team is to build relationships with the local population. This cannot be accomplished with ad hoc teams that engage the population once.

The intent of the FET is to develop long term relationships with the host nation female populations to facilitate ethnographic collection of information that reflects the longitudinal of change in population sentiment that may otherwise be overlooked on a macro level. A unique skill set is required to be a member of a

FET sensor team; therefore, the selection process must incorporate screening considerations to effectively recruit quality candidates. (Vetter 2010, 42)

These challenges reduce the likelihood that the program has longevity as it is currently structured. The program needs proponency. Major Vetter's report recommends CA be the proponent for FETs. She states this allows for proper recruitment, training, resourcing and force management (Vedder 2010). Furthermore, members have a career path and are better rewarded for their efforts. The "U.S. Army John F. Kennedy Special Warfare Center and School--The CA Proponency Office has the responsibility for managing the careers of all SF, CA and Psychological Operations soldiers from the time they enter one of the career fields until they leave" (Vedder 2010, 40). They are also responsible for all Doctrine, Organization, Training, Material, Leadership & Education, Personnel and Facilities changes in those career fields.

This review of Major Vedder's analysis report to ISAF, dated February of 2010, highlights the value and challenges of female population engagement. It explains why military females are necessary in conducting engagements in operating environments with a gender-segregated population having insufficient security. The study discusses FETs collaborating with partners for female engagements, and training female ANSFs. The study reviews the operational challenges to the existing FET program, to include missions being tied to LOEs, having MOPs and MOEs, and being reported in a central database. The report discusses the program's lack of proponency, and recommends that FETs fall into the CA career field.

## Engagement with Afghan Females Directive

On 31 May 2010, General Stanley A. McChrystal, Commander of International Security Assistance Force (COMISAF), issued a directive titled “Engagement with Afghan Females,” which provides guidance for standardizing engagements. The directive calls upon units to conduct female engagements in a culturally respectful manner to garner support for the Government of the Islamic Republic of Afghanistan (McChrystal 2010), and goes on to say: “It is important that we conduct engagements with Afghan females to support the battle space owners’ priorities, including, but not limited to, comprehensive understanding of the operating environment, civil-military operations, medical capabilities visits, and education programs” (McChrystal 2010, 2).

The directive provides guidance for U.S. units and Troop Contributing Nations (TCNs) for the employment of FETs. The directive also provides guidance regarding training, mission planning, team composition, engagements, reporting, and analysis (McChrystal 2010). The review of this source highlights recommendations that were not reviewed in “Engaging the Female Populace” by Major Maria Vedder.

The directive provides several methods and recommendations regarding training and mission planning for FETs. The directive calls for team members to be identified and trained prior to deployment when possible. It states that female engagements should be incorporated into the planning process to support the commander’s priorities in the area of operations. Finally, it mentions the teams should not be tasked to gather intelligence for offensive operations because this is not the intent of FETs (McChrystal 2010).

The directive also provides guidance for the employment and reporting of FET information. First, it mentions that mixed gender patrols provide a good balance of

security and the ability to engage males and females in the population. Upon completion of a mission, teams would be required to submit reports to the CIDNE system (McChrystal 2010). Finally, commanders should continuously monitor the program and submit Observations, Lessons and Best Practices (OLBP) to the ISAF lessons learned process so that all coalition forces can benefit (McChrystal 2010).

To summarize, the directive articulates the value of female population engagements in counter insurgency. It discusses the ways teams are to be trained and incorporated into mission planning. It provides guidance for the employment, reporting and monitoring of FET activities. The directive concludes with General McChrystal stating, “I expect all leaders at all levels to employ this critical mission-enabler as another means of effective counterinsurgency” (McChrystal 2010, 4).

*U.S. Government Integrated Civilian-Military Campaign  
Plan for Support to Afghanistan (Revision 1)*

*U.S. Government Integrated Civilian-Military Campaign Plan for Support to Afghanistan (Revision 1)* published by the U.S. Embassy, Kabul and U.S. Forces Afghanistan, was published in February 2011. This version, updated from the 2009 plan, includes two additional campaign objectives, one of which addresses gender issues. The overall civil-military campaign statement is:

The U.S. Mission and U.S. Forces in Afghanistan, in partnership with ISAF and the international community, enable the Afghan government and its people to: counter the insurgency and prevent the use of Afghan territory by international terrorists, build a state that is accountable and responsive to its people, and establish a foundation for longer-term development. (Eikenberry and Petraeus 2011, 6)

The plan focuses on the execution of missions throughout 2014.

The civil-military campaign plan describes three primary campaign objectives and three crosscutting objectives. The primary objectives include Security, Governance and Development. The crosscutting objectives include: Claiming the Information Initiative, Improving the Status of Women, and Reconciliation and Reintegration (Eikenberry and Petraeus 2011).

Improving the Status of Women is defined as, “Afghan women have improved access to health care, education, economic, the political system, and justice” (Eikenberry and Petraeus 2011, 6). The Improving the Status of Women campaign objective uses a two-pronged approach for execution. First for Afghan women who need basic services for themselves and their family, U.S. government programs should focus on health care, education and security. Second, strategies should focus on women’s access to the justice system and women’s participation in politics. As part of its strategy, the U.S. government seeks to improve the status of women and girls while realizing that persistent engagement is a vital part of restoring the nation (Eikenberry and Petraeus 2011).

ISAF Joint Command’s Female Engagement Team  
Program Comprehensive Assessment Report

“ISAF Joint Command’s Female Engagement Team Program Comprehensive Assessment Report” dated 15 January 2012 by Major Shelia Medeiros was completed during her time as the FET Program Manager for International Joint Command (IJC) ISAF. The assessment reports the strengths and weaknesses of the FET program. This empirically based source is reviewed at some length, as it provides a thorough and recent account of lessons learned by FETs through qualitative analysis. The review discusses the

background of FETs throughout NATO, the methodology of the research, and data findings.

The assessment provides a brief background and history of events relating to female engagement. In 2009, NATO began placing more emphasis on outreach to Afghan women, which fell in line with *UNSCR 1325 (2000)* (Medeiros 2012). Next, in May 2010, the directive from COMISAF directed all brigades to deploy with trained FET teams at the company level. This resulted in 149 FETs in Afghanistan directed by 14 NATO countries (Medeiros 2012). The following quote describes how the mission developed:

Within the last 3 years, Female Engagement Teams (FET) have evolved from solely being on hand to conduct searches on the local female population to more robust capabilities that include key female engagements with individuals, families and villages. In addition, FETs conduct community relationship building; information gathering through Information Operations (IO) sensing; messaging and atmospherics; and connecting Afghan families to Government of the Islamic Republic of Afghanistan (GIROA)-provided social and legal services, medical and community health clinic outreach and special skills clinics. (Medeiros 2012, 2)

FETs in Afghanistan consist of members from the following countries: Australia, Lithuania, Czech Republic, New Zealand, France, Italy, Korea, Jordan, Norway, Romania, Spain, Sweden, United Kingdom and the U.S, who operate across five regional commands. The U.S. FET members come from all services with 65 percent of female engagers from the U.S. Army (Medeiros 2012). These members come from a variety of career fields with Italy, Norway and Spain selecting their Civil-Military Cooperation (CIMIC) women for the FET mission.

The assessment's research methodology included a questionnaire completed by 152 female engagers, representing 37 percent of the target population, with representation from each of the regional commands. The staff also conducted Staff Assistance Visits

(SAVs) to obtain the personal views of FET members regarding the program. For purposes of this literature review, results from the following categories are discussed: selection and training, composition, combat exclusion, mission integration and proponentcy.

According to the study, FET selection and training needs increased standardization. This is especially true regarding selection. There is no standardized process for selecting FET members. The study indicates the CST model, used by Special Forces Command, is under consideration for FET selection (Medeiros 2012). The study recommends the FET skill set should be a combination of CA and infantry because of the diverse set of skills it employs. In regards to training, the curriculum has been standardized for ISAF forces (Brooks 2013). However, at the time of the study, approximately half of all female engagers were “volun-told,” and did not receive the required engagement training prior to deployment (Medeiros 2012). Because of these issues, U.S. Force Command (FORSCOM) directed brigades to select and train full-time FETs prior to deployment. The first full-time teams were scheduled to arrive in the spring or summer of 2012 (Medeiros 2012).

The composition of FET teams across NATO forces also lacks standardization. The study notes that there are two primary types of teams: female only and mixed gender teams. Norway and Sweden employ mixed gender teams primarily because they have women integrated in infantry, armor and field artillery, and this approach works in the more liberal northern Afghanistan (Medeiros 2012). Also of interest is that 52 percent of study participants oppose mixed gender teams, while 42 percent support mixed gender teams (Medeiros 2012). The individual comments for support of mixed gender teams are:

“(1) to increase the males’ understanding of FET capabilities; (2) to engage the male population in order to educate Afghan males on women’s rights; (3) to be used as security elements; and (4) remove the stigma surrounding gender issues” (Medeiros 2012, 6). The individual comments for opposing mixed gender teams are: “(1) adding males defeats the purpose of FETs;(2) Afghan women will not speak to males; and (3) a large majority of our males do not support the FET concept and to add them will only create a challenge of not being permitted to speak with the local Afghan women and impede our missions” (Medeiros 2012, 6-7). The decision to deploy female or mixed gender teams must be made according to the operating environment (Medeiros 2012).

At the time of the study, the DoD Combat Exclusion Policy was still in effect for U.S. FETs. This contributed to commanders employing different strategies for use of their FETs. Despite the policy, FET members were “attached” to combat units. The study reveals that 87 percent of the trained female engagers did not mind being part of ground combat operations (Medeiros 2012). The majority of female respondents want to be used in all aspects of operations.

However, this can be a challenge as the study indicates that 45 percent of respondents state they are underutilized by their command in mission operations for three primary reasons:

1. Not knowing how to employ FETs
2. Not knowing their capabilities
3. Not integrating them into the planning cycle (Medeiros 2012).

This results in FETs developing their own missions without clear guidance from leadership. A few FETs from infantry line units indicated that they are fully integrated

into the planning cycle and effectively utilized by their units (Medeiros 2012). Another limiting factor to FET operations is lack of vehicle resources. FETs do not have their own vehicle so they depend on their maneuver unit, and FET does not have priority for seats (Medeiros 2012).

Proponency is one way to address the limiting factors. Currently FET does not have a career track; this is a restraint to the members and the mission. Sixty-three percent of respondents supported FETs as a career track (Medeiros 2012). Some envision the use of FETs in AFRICOM. The author recommends the following branches for proponency consideration: CA, Foreign Affairs Office, Military Police and Military in Support Operations.

The assessment recommends several best practices for mission success. One recommendation is to work with the Department of Women's Affairs (DOWAs). This is important because they can request assistance from the Ministry of Women Affairs for additional funding for women's services, such as education. Another best practice is the use of FET-CST Wiki, developed by the National Defense University that provides a collaborative website that allows users to add content. In addition, the CALL and the Marine Corps Center for Lesson Learned has collected best practices from operations for review.

In summary, this qualitative source provides findings for selection and training standardization, single and mixed gender teams, command education for FET integration, and the need for proponency. FET proponency is necessary for members to have a career path, resources, training and guidance required for long-term success. This lack of proponency is a major challenge for the U.S. FETs.

## CST Interview

On 30 January 2013, Captain Jackie Munn participated in an oral history interview conducted by the researcher at Fort Leavenworth, KS. Captain Munn recently completed a deployment to Afghanistan as a CST lead. Her team was part of U.S. Army Special Operations Command (USASOC) attached to a SF unit in Regional Command East. CST is a SF enabler that performs various missions to include outreach programs, civil-military operations, key leader engagements and searches and seizures according to the U.S. Army SWCS website. Captain Munn provided insights into the CST Program's selection process, mission and operations, and command relationships. She also provided recommendations and final thoughts regarding the program.

When the need for military women to engage Afghan women in the population became a priority, USASOC initially leveraged the female population with individuals from their CA and Military Information Support Operations (MISO) organizations (Munn 2013). However, this was not enough for the mission requirement, so an All Army Activities (ALARACT) message came out soliciting females for consideration from all branches of the Army to include Guard and Reserve component members (Munn 2013). In Captain Munn's group, there were initially about 300 candidates with 70 selected to be vetted, after the 10-day vetting process, 50 were selected for additional training to become CST members (Munn 2013).

The CST mission is to engage the entire Afghan population, particularly the women (Munn 2013). Either CST members are attached to Ranger units with a primary mission of search and secure, or they are attached to SF units with a primary mission of stability (Munn, 2013). Captain Munn's team supported SF with three LOEs to include

security, governance and development. The CST worked to build relationships, especially with women in order to identify instabilities. These instabilities were then addressed through development projects. The CST worked with several partners to include NGOs, Provincial Reconstruction teams, CA and MISO in order to collaborate for resources, training, development projects and messaging. On one occasion, her team addressed a problem with the Afghan Local Police (ALP) who was wavering regarding the renewal of their contract in order to continue resisting the Taliban. Captain Munn's CST team influenced the ALP to renew their contract by working with the district to bring education and medical training to the province. These results encouraged the ALP to continue to resist the Taliban and they renewed their contract (Munn 2013).

In reference to command relationships, Captain Munn's team supported two different SF units, the first team for eight months and the second team for two months. The first unit was focused on using enablers and if there was a dismounted foot patrol, the CST was going in case the capability was needed (Munn 2013). The second unit had a dynamic where they wanted to take care of things themselves (Munn 2013). Unfortunately, she was not very successful in selling the capability during the two months the CST was attached to the second unit (Munn 2013).

Captain Munn provided several recommendations. First, she recommended proper vetting of CST candidates by emphasizing that professionalism is key for CST members. Young E-4s and lieutenants without life experience behind them can be problematic for CST (Munn 2013). "Some units do not want them and some units are too eager to have them" (Munn 2013). She also recommended investment in language skills if the program has longevity. Captain Munn indicated that she would do this for the rest of her career if

there were a career path, she believes it will take a couple years for the Army to determine a career path, and how that career path would be structured (Munn 2103).

Captain Munn closed the interview by stating that women do have a place in the environment. The CST can influence the operations that occur and women's roles will continue to evolve into the future (Munn 2013).

#### Perspectives from Male Officers who Have Recently Worked with CSTs and FETs

On 20 February 2013, during a student briefing on Key Leader Engagement the researcher asked the briefing team if any of them had experience with female engagements. Two of the briefers had experience and shared their experiences with the class.

One of the briefers had experience working with CSTs as a SF officer He indicated that the FET was helpful and that the female soldiers obtained a significant amount of information because "women like to talk." Offline, he also indicated there were some issues with his SF members wanting to hang around the females too much instead of "killing bad dudes;" however, he indicated that it was an overall gain for his unit and the mission to have the CST enabler.

The second breifer had experience working with FETs as an Army Infantry Officer. He indicated that the FET was "surprisingly pretty good." He discussed how the FET would do female engagements while his team performed Key Leader Engagements. After the meetings, they would compare information to see if things were adding up. This allowed for the verification, vetting of information, and provided another perspective according to the infantry officer.

## SME Consultations

Dr. Lisa Brooks of the U.S. Army Research Institute was instrumental in the Human Terrain Team concept and later she stood up the FET Program by developing the training model and curriculum, teaching program managers and leading female engagements.

On 24 May 2012, I met with Dr. Brooks regarding the research. During this meeting, we discussed proponentcy for FETs. Dr. Brooks indicated that the debate is constantly evolving; however, if she had to say today a direction the FET program would take, it would be for the conventional Army FET Program to partner with USASOC's CST Program. This partnership would allow the conventional Army to use the more comprehensive training model at the Special Warfare Center of Knowledge (SWCK) (Brooks 2013). Furthermore, this training could provide an Additional Skill Identifier (ASI) that would allow the Army to identify personnel with female population engagement training. Once ASIs are created, a detachment that meets the needs of the brigade can be formed more easily. Finally, if a brigade is regionally aligned to a culture and government that is already established, males could possibly support the female engagement requirement.

During this meeting, we also discussed the rescinding of the direct ground combat exclusion policy. Dr. Brooks indicated that SOCOM, under the leadership of Admiral McRaven, and USASOC, under the leadership of General Cleveland are leaning forward on their plans for opening positions to women.

## Section Summary

This section of the literature review examined works tied to the secondary research question: What did we learn in Afghanistan from integrating a gender perspective? The review identifies why gender integration is needed in military operations by describing its input into campaign LOEs. It discusses the role of FETs and CSTs in CMO, to include collaborating with partners. Problems are identified, such as integrating FET capabilities into operation planning, and command understanding of capabilities. The multinational FET composition is discussed, including single gender and mixed gender teams. The crosscutting CMO campaign objective, “Improving the Status of Women,” is reviewed to understand gender mainstreaming across CMO objectives. Other issues are reviewed, to include standardization of program selection, training, employment and reporting. Many of these issues are improved through FET and CST program proponentcy tied to a career field.

Although FOUO information was excluded from this study, additional FOUO information on FET training, lessons learned and best practices can be found at the CALL website. The FET Handbook Sep 2012, Engagement Multi-service Tactics, Techniques and Procedures (MTTP) 2013 and After Action Reports (AARs) are excellent sources for additional information at the FOUO level.

### NATO and Foreign Gender Strategies

This section of the literature review examines NATO’s policy for integrating *UNSCR 1325 (2000)* and gender perspectives, the Nordic Centre for Gender in Military Operations, and a consortium on gender in military education. The examination of literature uncovers actions that NATO and foreign nations have made to advance gender

mainstreaming in military operations. This review highlights organizational practices of gender mainstreaming in foreign nations.

#### Bi-Strategic Command Directive 40-1

Bi-Strategic Command (Bi-SC) Directive 40-1, *Integrating UNSCR 1325 and Gender Perspectives in the NATO Command Structure Including Measures for Protection during Armed Conflict*, published September 2009, implements *UNSCR 1325 (2000)* on WPS, and supplements country NAPs. The directive seeks to protect women and girls, during and after conflict, as part of NATO's objectives for enhancing security and stability (NATO 2009). It defines the gender advisor role and describes their responsibilities.

The gender advisor provides distinct support to the commander and staff for gender integration in operations. The gender advisor is a dual-hatted position that should be assigned at a static headquarters that is involved in operations (NATO 2009). Below is a complete list of NATO Gender Advisor roles and responsibilities:

- a. Directly support commanders in planning, conduct and evaluation of operations by integrating gender dimensions and UNSCR 1325 awareness into the operational processes and procedures.
- b. Report to commander via chain of command.
- c. Provide advice on information and guidelines related to UNSCR 1325 gender perspectives.
- d. Support J1 in maintaining an up-to-date overview of the number and positions of women deployed on NATO operations and missions.
- e. Establish and oversee a system of gender awareness education and training programmes (in garrison and deployed).
- f. Proactively establish and maintain contacts with the NATO Committee on Gender Perspectives (NCGP) and other international organizations such as the

UN, the OSCE, EU, ICR and NGOs, as well as local and international women's organizations to facilitate sharing of information during peacetime, crisis operations and during exercises.

- g. Provide input to force generation and manning conference, operational updates, staff meetings, periodic and final mission reviews with regard to issues related to UNSCR 1325 and gender perspectives.
- h. Provide commanders and operational planners' gender and UNSCR 1325 assessments (e.g. cultural issues which may impact operations effectiveness, intelligence, etc.) in areas of operation, and include this analysis during in-theatre training and education programmes.
- i. Support the commander, J1 and LEGAD in any inquiry or investigation initiated by the commander concerning a breach of NATO Standards of Behaviour, or an allegation of violence, rape or other forms of sexual abuse. (NATO 2009, 1-5)

The directive also states that gender advisors must liaise throughout the staff, and lists organizations that gender advisors should focus their liaison efforts on:

- a. J1: Advise on gender dimension policy, standards of conduct, recruitment, in garrison/deployed training.
- b. J2 and J9: Highlight gender issues which may impact intelligence collection/production and Civil Military Cooperation (CIMIC) activities.
- c. J3 and J5: Provide assessments (e.g. local cultural sensitivities with regard to women and gender) and analysis, which may support the operational planning process.
- d. J4: Advise on related medical and logistics aspects.
- e. J7: Provide guidance with reference to embedding UNSCR 1325 and gender awareness scenarios into exercises. (NATO 2009, 1-5 and 1-6)

The directive emphasizes the importance of a gender dimension when developing strategies for crisis operations. The directive states, "The Alliance recognizes that female perspectives, insights and skills add value across all its activities, and will pursue all practical measures to optimize this integration" (NATO 2009, 3-1). The following direction is given for operational planning, execution, and evaluation:

- a. Utilize Gender Advisors' expertise early in the planning process to ensure the full integration of UNSCR 1325 and gender perspectives in the conduct of operations and missions.
- b. Use Gender Advisors to provide expertise to planners and commanders on 1325, gender dimensions based on a gender analysis specific to areas of operation. During force generation and CE manning conference, specify Gender Advisors' requirements.
- c. Provide mission-specific training and information handouts/brochures on gender-related issues. Incorporate lessons learned from NATO, EU, UN operations and missions, in addition to information from international women's and non-governmental organizations.
- d. Analyze for a given operation whether procedures should be implemented (e.g. rules of engagement) to protect civilians with specific consideration given to women and girls, from violence, rape and other forms of sexual abuse in order to comply with UNSCR 1325.
- e. OPLANs for NATO-led operations and missions shall include an annex depicting the NATO Standards of Behaviour in Chapter 2.
- f. Ensure all personnel contributing to a NATO-led operation or mission are aware of, and comply with the NATO Standards of Behaviour. Operational commanders have authority to establish stricter rules and tailor their guidance to best meet the specific operation or mission.
- g. Ensure personnel are aware of their responsibilities to report through the chain of command any allegations and incidents of harm to civilians. This should be with specific consideration given to the protection of females, from violence, rape and other forms of sexual abuse, as well as breaches to NATO Standards or Behaviour.
- h. Where appropriate in a cultural context, include women from NATO-led forces in activities that involve contact with local populations. Such activities may include CIMIC, investigations, information operations, public affairs and relations. (List is not all-inclusive)
- i. In accordance with OPLAN requirements and Bi-SC Directive 75-2, Education, Training, Exercise and Evaluation, include statements in final mission reviews with regard to how females' perspectives and gender dimensions were integrated as well as any lessons learned. (NATO 2009, 3-2)

To review, Bi-SC Directive 40-1, *Integrating UNSCR 1325 and Gender*

*Perspectives in the NATO Command Structure Including Measures for Protection during*

*Armed Conflict*, provides a model to further *UNSCR 1325 (2000)* and NAPs in operations through Gender Advisors and command education. The roles, responsibilities, liaison functions and employment of gender advisors should be considered to further gender mainstreaming in U.S. military operations.

### Nordic Centre for Gender in Military Operations

The Nordic Centre for Gender in Military Operations in Kungsängen, Sweden opened on 24 January 2012 to provide education for gender perspectives in military operations. The intention of the center is to strengthen efforts to integrate gender perspectives into the planning, execution and evaluation of military operations. According to the Swedish Armed Forces website, the centre's mission is: "A leading competence centre for Peace Support Operations, characterized by integrated education and training of individuals in a comprehensive international operation and environment including Gender in Military Operations."

The centre conducted a Gender Advisor course from 6 to 15 March 2013. Twenty-eight students from 13 nations participated. According to the Swedish Armed Forces website, eight of the graduates are deploying to ISAF, with two slotted to serve as gender advisors to ISAF HQ, one to International Joint Command (IJC), a few positioned at Regional Command level, and the remaining gender field advisors (GFAs) at the tactical level.

According to the website, class attendant Lieutenant Colonel Kristine Petermann of the U.S. Army Civil Affairs & Psychology Operations Command, stated: "The most essential factor is to teach commanders and soldiers that a gender perspective is an operational tool for the Commander's toolbox and that it cuts across the whole range of

military operations.” Captain Stephen Tolbert of the U.S. Army asserts the Gender Field Advisor and case studies provided a solid base to be able to incorporate gender into the planning process. Captain Tolbert is assigned to go to ISAF IJC in Afghanistan as a gender advisor.

### Partnership for Peace Consortium

On 12 to 14 December 2012, in Garmisch-Partenkirchen Germany, a workshop on gender in military education and training was the focus of a Partnership for Peace Consortium. According to the George C. Marshall European Center for Security Studies website, the group met to enhance the understanding of gender integration in military education and training. The workshop was led by Dr. Kathleen Reid-Martinez, provost at Mid-American Christian University, Oklahoma City, OK. Participating countries included Canada, Finland, Germany, Netherlands, Romania, Spain, Sweden, Switzerland, Ukraine, United Kingdom, and the U.S.

The agenda included, but was not limited to, teaching gender considerations in the military. Dr. Iryna Lysyckina, professor of the Academy of the Interior Troops at the Ukraine ministry of internal affairs, said, “It pointed out the necessity of mainstreaming gender into military curriculum in NATO countries as well as in Partnership for Peace partner countries.” Aiko Holvikivi, project officer at the Geneva Center, said, “Educators face on one hand the challenges of developing new curricula and teaching materials on gender . . . and on the other, the broader call to integrate gender dimensions across all military education and training.” The participants produced lesson plans for teaching gender to the military. According to the article, the plans had different target audiences ranging from soldiers to senior officers.

## Section Summary

This section reviews sources related to the secondary thesis questions: what is NATO's policy for gender mainstreaming in operations; and what are foreign strategies for gender integration? The review identifies NATO's policy for gender integration through employment of gender advisors. It discusses NATO's goal of mainstreaming gender considerations in military operations and provides a model for implementing gender perspectives into operations. The review discusses the mission of the Nordic Centre for Gender in Military Operations and reveals a recent graduating class of 28 gender advisors, from 13 nations. Finally, this section discusses a recent Partnership for Peace Consortium that focused on gender integration in military education and training. The review of these sources provides ideas and models for consideration to further U.S. gender integration in operations.

## Summary

The literature review appraises several key sources to answer the secondary research questions. By answering the secondary research questions, it provides a sound foundation for understanding international policy on WPS. The review looks at the *U.S. NAP on WPS* and identifies actions the DoD is responsible for implementing. The review researches gender integration in Afghanistan through a case study of FETs and CSTs. The review provides an understanding of the female engagement missions and identifies areas for improvement in operations. Of primary concern is the need for FET and CST proponency. Finally, NATO's policy for integrating *UNSCR 1325 (2000)* and gender considerations in operations is evaluated as a potential model to further gender integration in U.S. military operations.

## CHAPTER 3

### RESEARCH METHODOLOGY

I measure the progress of a community by the degree of progress which women have achieved.

— B. R. Ambedkar, quoted in Ratnesh Katulkar,  
“Dr. Ambedkar on Women Liberation”

The purpose of this study is to examine how gender mainstreaming can be further institutionalized in U.S. military operations. First, the research includes an examination of international and national policy on WPS, to understand the strategy of women’s contributions to stability. Second, the analysis explores a case study of FETs and CSTs in Afghanistan to analyze results of how existing policies were applied in operations. Third, the study examined NATO and foreign military policies and actions regarding gender integration in military operations to determine any leading trends for institutionalizing gender considerations in military operations. The study uses a variety of qualitative research methods to include: review of strategic policy, historical case study, an interview, class discussion, and subject matter expert consultation.

Key to this research are the primary and secondary thesis questions. Gender analysis is relatively new in military application, therefore exploratory research is necessary to understand and then describe the trend. This method also facilitates the development of the appropriate primary and secondary research questions. A weakness of qualitative research is that it does not provide definitive answers for the overall population (Singhania 2011). However, due to the need for research flexibility, qualitative research methods were used to answer the secondary research questions.

The analysis of the secondary research questions contributes to answering the primary research question of the thesis. The first two research categories follow the progression in operations, from reviewing existing policy to evaluating how the policy applied in Afghanistan operations. The first two categories of research, Policy Review–WPS, and Gender Integration in Afghanistan–FET and CST Case Study, answer the secondary research questions: why does the military need a gender approach; and what did we learn in Afghanistan from integrating a gender perspective in operations? This allows the research to begin with an examination of policy, and then evaluate how the application of policy manifested in recent military operations. Then, the research seeks best practices for gender integration in operations. The category, NATO and Foreign Gender Strategies, is used to research the secondary thesis questions: what is NATO’s policy for gender mainstreaming in operations; and what are foreign strategies for gender considerations in military operations? Next, we will examine in further detail each major research category and the research methods used.

The first research category, Policy Review–WPS, uses document based research and subject matter expert consultation to answer the secondary research question: Why does the military need a gender approach? During the literature review, several topics emerged for analysis. These include gender and human rights development, gender analysis for insight into operations, and gender mainstreaming for peace and stability. These three topics are further analyzed in chapter 4. The research provides a cursory review of actions the DoD is responsible for implementing per Executive Order 13595–The *U.S. NAP on WPS*. The recommendations in this thesis seek to contribute to the DoD’s portion of the *NAP*. As of 1 April 2013, there are seven research requests on the

JPME PRTD related to the development and establishment of the *NAP* with three of the requests relating to topics in this study on gender mainstreaming in military operations.

The second research category, Gender Integration in Afghanistan–FET and CST Case Study, utilized document based research, oral history interview, classroom discussion, and subject matter expert consultation to answer the secondary research question: what did we learn in Afghanistan from integrating a gender perspective? During the review of primary and secondary sources, trends emerged which were suitable for analysis. These include the need for the FET capability now and in the future, a shortfall in command leadership and education of gender issues and FET capability, and the need for pronency with a career path in order to take care of service members and retain the capability for future use. These topics are further analyzed in chapter 4.

There are challenges inherent with the qualitative research methods of document based research, subject matter expert consultation and oral history interviews. First, the task of transcribing, coding and analyzing qualitative data is detailed and time consuming. Second, interpreting and remaining unbiased during the analysis of thick qualitative data is a challenge.

The third research category, NATO and Foreign Gender Strategies, primarily uses document based research to answer the secondary research questions: what is NATO's policy for gender mainstreaming in operations; and what are the foreign gender strategies? During the review of primary and secondary documents, a directive for gender integration in NATO via gender advisors is discovered and reviewed in some length. NATO's approach to integrating gender mainstreaming is analyzed for consideration in U.S. operations in chapter 4. Furthermore, recent gender strategies from the international

community emerge which can be categorized as organizational, training and education for analysis in chapter 4.

Finally, the analysis and reporting of findings in chapter 4, leads to the recommendations in chapter 5 that answer the primary research question: how can gender mainstreaming be further integrated in U.S. military operations? The findings also contribute to gaps in the *U.S. NAP on WPS*.

### Summary

The research begins as exploratory in order to define the problem and determine a research design for the recent developments of gender integration in operations though engaging women in conflict zones. The research progresses using several qualitative research methods to include documentation review, case study, subject matter expert consultations and an oral history interview. In each category of research, key documents are selected for their relevance in the category and merit in the field.

## CHAPTER 4

### FINDINGS AND ANALYSIS

Most of today's conflicts take place within states. Their root causes often include poverty, the struggle for scarce resources, and violations of human rights. They have another tragic feature in common: women and girls suffer their impact disproportionately. While women and girls endure the same trauma as the rest of the population -- bombings, famines, epidemics, mass executions, torture, arbitrary imprisonment, forced migration, ethnic cleansing, threats and intimidation -- they are also targets of specific forms of violence and abuse, including sexual violence and exploitation.

— Kofi A. Annan, quoted in United Nations,  
*Women, Peace and Security*

#### Introduction

The purpose of chapter 4 is to examine the data, using the methodology developed in the previous chapter, to answer the secondary research questions. The answers to these secondary research questions will contribute to answering the primary thesis question: how can gender mainstreaming be further integrated in U.S. military operations? The analysis draws from the literature review, oral history interview, classroom discussion and subject matter expert consultation. The chapter is organized by the secondary research questions.

#### Why Does the Military Need a Gender Approach?

Women are involved in contemporary warfare that contains blurred front lines of battle. This includes both women in the civilian population and military females. The U.S. military specifically needs a gender approach in operations to insure it understands the needs and motives of both men and women in the battle space. The NAP states:

The United States Government will improve the prospects for inclusive, just and sustainable peace by promoting and strengthening women's rights and effective leadership and substantive participation in peace processes, conflict prevention, peace building, transitional processes, and decision-making institutions in conflict-affected environments. (Obama 2011, 12)

The research revealed three key reasons why the military needs a gender approach in operations:

1. Preservation of human rights of women and girls directly enhances diplomatic, informational, military, and economic well-being
2. Gender analysis provides enhanced insight into operations
3. Female empowerment contributes to long term stability

#### Preservation of Human Rights of Women and Girls Directly Enhances Diplomatic, Informational, Military and Economic Well-being

The U.S. military needs a solid education in human rights and gender equality in order to display and teach these principals to foreign partner nations. High levels of discrimination toward women and girls along with a history of human rights abuses are common in countries that have experienced conflict in the last two decades. Military professionals need a firm understanding of human rights to serve as role models in addition to detecting and deterring violations such as SGBV.

When women are safe and free from abuse, the government, security forces, strategic communication, and economy are greatly enhanced. The study further finds that countries are more secure and stable when women are free from SGBV. Per the National Security strategy, the U.S. will work with international and regional partners to prevent violence against women and girls, particularly in conflict zones. The UN is increasing its recruitment efforts for female peacekeepers and the U.S. military has recently rescinded

its combat exclusion policy. Increased numbers of female soldiers in the operating environment may decrease SGBV. It also provides military women for victims of SGBV to reach out to, with less fear and embarrassment in order to obtain help and/or seek justice.

### Gender Analysis Provides Insights into Operations

The military also needs a gender approach to operations because inputs from women provide improved insight into military operations and the operational environment. Whenever we exclude a particular demographic from input and analysis, we can be assured to move forward in ignorance regarding their needs. Furthermore, this presents an opportunity to engage and empower women's contributions for U.S and coalition efforts prior to conflict, in peacekeeping and humanitarian operations.

Before hostilities begin, gender analysis can provide indication and understanding of a developing conflict. For example, farmers of both sexes, but especially women plant short cycle crops if a long conflict is anticipated (UN 2002). In addition, discussions with women's organizations convey improved understanding of why a conflict is unfolding. Women's organizations also present an opportunity to begin considering the social environment from a female point of view. Finally, studies indicate that gender analysis helps to monitor increases in violence and discrimination against women, which are often indicators of future conflict (Clinton 2011).

Gender analysis is also essential in peacekeeping and humanitarian operations. Gender inputs are essential for the monitoring of human rights, the establishment of security, and developing a rule of law in peacekeeping missions. For example in the establishment of security, men and women may have different security needs, and women

may experience restrictions on their movement (UN 2002). In humanitarian operations, the UN study finds it is vital to appoint gender specialists at field locations to ensure the rights of women are upheld, human rights violations are reported, and gender perspectives exist in humanitarian activities.

### Female Empowerment for Peace and Stability

Empowering women and girls yields significant growth for a nation through human capital development. This helps a nation grow economically which ultimately contributes to increased stability and lasting peace. The *U.S. NAP* states that conflict prevention efforts will include investment in women's economic empowerment, education and health. It discusses a growing body of evidence that supports the theory that empowering women reduces gender gaps in health, education, and labor markets; leads to lower poverty, higher economic growth, improved agricultural productivity, and better nutrition and education of children (Obama 2011).

The study found that women who have fought for peace are often excluded from peace negotiations. "In country after country, women who risked their lives to confront and persuade armed actors to join peace negotiations and foster the trust necessary to initiate negotiations have found themselves sidelined once official talks began. This exclusion is as much a blow to peace and international security efforts as it is to women" (Obama 2011, 5). As a result, peace agreements often fail to consider the vital tasks needed in order to build a society, to include providing civil security, delivering basic services, and fostering institutions. Engaging female leaders and participants can help avoid these oversights.

## What Did We Learn in Afghanistan from Integrating a Gender Perspective in Operations?

During the war in Afghanistan, numerous lessons were learned from gender integration in operations. Many came from female population engagements by military FETs and CSTs. These lessons were analyzed to determine best practices and recommendations for application in ongoing and future operations. The sources reveal various findings and trends, to include:

1. Need for FET and CST capability
2. Shortfall in command leadership education
3. The need for proponency of FET members in a career field

### Need for FET and CST Capability

Female population engagement in counter insurgency is fundamental to success. The Afghanistan population is approximately 50 percent female; however, this half is difficult to engage due to their culture of segregating by gender. FETs were developed to address this gap, and begin gathering information from women to further develop the campaign LOEs. These LOEs link multiple tasks that work toward the desired end state of a secure and self-governing Afghanistan.

In a hostile environment, military service members are often the first personnel to interact with the local populace. Therefore, military members develop the initial contacts, and gather information to fulfill the commander's critical information requirements (Vedder 2010). FETs and CSTs are needed in an environment with little security because development partners such as interagency (IA), intergovernmental (IG), and NGOs will not come in until security improves.

Understanding women's needs is important because they often reflect the needs of the community. This understanding informs short- and long-term efforts, to include future operations decisions, application of CA personnel, and the use of Commander's Emergency Response Program (CERP) funds, Information Operations (IO) and security missions (Vedder 2010).

An interesting finding of the study was that FETs and CSTs have significant success engaging with males. The U.S. military assumed that Afghan males would not want to speak with military females. However, literary sources and personal accounts from FETs, CSTs and other military males and females in the environment show that men often feel more comfortable speaking with military females because they find them less threatening. In addition, a natural human curiosity draws one to learn about an atypical cultural occurrence.

#### Shortfall in Command Leadership and Education

The study found several instances of shortfalls in command leadership and education regarding FETs and CSTs. This may be due to the new and evolving role of FETs and CSTs, the very recent implementation of the combat exclusion rule, and removal of the former co-location restriction. Despite these challenges, the study found that integrating FETs and CSTs into operational planning will improve the command's understanding of the capability while better integrating FETs, CSTs and women into operations.

Per the "Engagement with Afghan Females Directive," female engagements should be incorporated into the planning process to support the commander's priorities in the area of operations. However, the interview with the Captain Munn, a CST member,

revealed one of the two commands her team supported did not integrate the CST into mission planning. This could be for a variety of reasons. During a class discussion on female engagements, a male SF officer revealed that his team was distracted by CST members and that some SF members spent too much time hanging around the females. However, he also indicated that the CST capability was overall a win because of the value of information obtained from the female engagements. During the class discussion, a male infantry officer indicated that “surprisingly” the FET was good. He discussed the Key Leader Engagements his team would conduct with males in the village while the FET conducted a female engagement. As a result, they were able to combine the information for verification, discrepancy identification and triangulation.

One way to help leadership understand the female engagement capability is to define MOPs and MOEs linked to LOEs. MOPs and MOEs are used to gauge a unit’s success. MOPs and MOEs would help the unit understand and evaluate FET contributions towards the commander’s intent (Vedder 2010).

### Proponency Needed to Retain Capability

FET proponency is necessary for members to have a career path, resources, training and guidance required for long-term success. This lack of proponency is a major challenge for the U.S. FETs and reduces the likelihood of long-term program success. The assignment of FETs should be an official MOS valued by the DoD (Vedder 2010).

The study revealed several potential proponents to include the U. S. Army John F. Kennedy Special Warfare Center and School. “The CA Proponency Office has the responsibility for managing the careers of all Special Forces, Civil Affairs and Psychological Operations soldiers from the time they enter one of the career fields until

they leave” (Vedder 2010, 40). They are also responsible for all Doctrine, Organization, Training, Material, Leadership & Education, Personnel and Facilities changes in those career fields. A conversation with subject matter expert Dr. Lisa Brooks indicated a partnership between conventional Army FETs and USASOC CSTs might be a way for proponency in the future (Brooks 2013).

Several authors recommended CA as the proponent for FETs. This arrangement would incorporate the capability as a specialty within the CA branch while allowing for proper recruitment, training, resourcing and force management (Vedder 2010). In the study by Major Medeiros, she recommended the following branches be considered for proponency: CA, Foreign Affairs Office, Military Police and MISO.

Proponency is one way to address the limiting factors because the proponent is responsible for all Doctrine, Organization, Training, Material, Leadership & Education, Personnel and Facilities facets of the program or career field. Currently FET does not have a career track; this is a restraint to the members and the mission. Furthermore, without an Additional Skill Identifier (ASI) or Personnel Development Skill Identifier (PDSI) as a minimum, the full capability of the FET may not be maintained or institutionalized for use in future conflicts.

#### What is NATO’s Policy for Gender Mainstreaming in Operations?

The study found NATO’s policy for integrating *UNSCR 1325 (2000)* and gender perspectives in military operations a solid model for advancing gender mainstreaming in U.S. military operations. Former Secretary of State Hilary Rodham Clinton states, “NATO is factoring women and their needs into key planning processes and training courses, [and] stationing gender experts throughout operational headquarters” (Clinton

2011). The NATO gender advisor is a dual-hatted role making this capability practical for military operations to ensure that gender is integrated, while allowing the flexibility of gender advisors to contribute in other planning roles. A gender advisor could be dual-hatted to any member of the staff; however, a CA or Special Staff officer may be a logical choice due to their interaction with civilians and cultural knowledge and experience.

In Afghanistan, U.S. CENTCOM and NATO's ISAF have gender advisors to support commanders in performing gender analysis to determine the effects an operation may have on women and men in the population. The gender advisor provides distinct support to the commander and staff for gender integration in operations. Some of a gender advisor's key responsibilities include: (1) advising the commander and staff regarding gender integration in operations to include guidelines related to *UNSCR 1325 (2000)*; (2) establishing and overseeing gender awareness training in military operations; and (3) interfacing with international organizations to facilitate information sharing regarding gender considerations in operations (NATO 2009).

The directive also emphasized the importance of the gender advisor's role to conduct required coordination and synchronization throughout the staff. Some of the key liaison functions applicable to this study include: (1) liaise with J2 (Intelligence) and J9 (Civil Military Cooperation) regarding how gender issues may impact intelligence collection and Civil Military Cooperation activities; (2) provide assessments to the J3 (Operations) and J5 (Strategy and Plans) regarding cultural sensitive related to women and gender; and (3) provide guidance for integrating *UNSCR 1325 (2000)* and gender awareness into exercises and scenarios (NATO 2009).

In addition to the liaison function of the gender advisor, the directive emphasizes the importance of a gender dimension when developing strategies for crisis operations.

Some of the key considerations include:

1. Use gender advisors early in the planning process to incorporate UNSCR 1325 and gender perspectives into conducting operations.
2. Analyze if procedures should be implemented to protect civilians, especially women and girls against SGBV.
3. Where appropriate in a cultural context include women from NATO lead forces in operations that include contact with the local population (NATO 2009).

#### What are the Leading Foreign Strategies for Gender Integration in Military Operations?

The research highlighted international strategies for furthering gender mainstreaming in military operations by examining The Nordic Centre for Gender in Military Operations and a recent Partnership for Peace Consortium. The review provides ideas and models for consideration to further U.S. gender integration in operations.

The Nordic Centre for Gender in Military Operations in Kungsängen, Sweden provides education for gender perspectives in military operations. Their intention is to strengthen efforts to integrate gender perspectives into the planning, execution and evaluation of military operations. A recent Gender Advisor course was conducted from 6 to 15 March 2013 and had 28 students from 13 nations attending as participants. According to the Swedish Armed Forces website, eight of the graduates are deploying to ISAF, with two slotted to serve as gender advisors to ISAF HQ, one to International Joint

Command (IJC), a few positioned at Regional Command level, and the remaining gender field advisors (GFAs) at the tactical level.

In addition, on 12 to 14 December 2012, in Garmisch-Partenkirchen, Germany, a workshop on gender in military education and training was the focus of a Partnership for Peace Consortium. According to the George C. Marshall European Center for Security Studies website, the group met to enhance the understanding of gender integration in military education and training. The workshop was led by Dr. Kathleen Reid-Martinez, provost at the Mid-American Christian University, Oklahoma City, OK. Participating countries included Canada, Finland, Germany, Netherlands, Romania, Spain, Sweden, Switzerland, Ukraine, United Kingdom, and the U.S. Aiko Holvikivi, project officer at the Geneva Center emphasizes the challenge of integrating gender across operations, “Educators face on one hand the challenges of developing new curricula and teaching materials on gender . . . and on the other, the broader call to integrate gender dimensions across all military education and training.”

### Summary

This chapter answered the secondary research questions of the study using the research methodology developed in chapter 3. By coding the data, the researcher was able to present the dominant findings of the secondary research questions. These findings lead to recommendations for the primary research question: how can gender mainstreaming be further integrated in U.S. military operations? That will be discussed in chapter 5.

## CHAPTER 5

### RECOMMENDATIONS AND CONCLUSION

Empowering women isn't just the right thing to do—it's the smart thing to do. When women succeed, nations are more safe, more secure, and more prosperous. Over the last year, we've seen women and girls inspiring communities and entire countries to stand up for freedom and justice, and I'm proud of my Administration's efforts to promote gender equality worldwide.

— President Barack Obama, “Statement by the President on International Women’s Day”

#### Recommendations

The findings and analysis lead to four recommendations to further integrate gender mainstreaming in U.S military operations: (1) *UNSCR 1325 (2000)* and gender education for U.S. military forces; (2) FET capability and utilization education for commands; (3) FET Proponency; and (4) implement NATO's model of gender advisors.

#### *UNSCR 1325 (2000)* and Gender Education for U.S. Military Forces

Educating the force on *UNSCR 1325 (2000)* and gender considerations will help our nation implement *UNSCR 1325 (2000)* in military operations by providing a foundational education on human rights and SGBV so that the military can recognize and report these offenses. The education could include gender findings of this study such as:

1. Preservation of human rights of women and girls directly enhances diplomatic, informational, military and economic well-being
2. Gender analysis for insights into operations
3. Female empowerment for peace and stability

## FET Capability and Utilization Education for Commands

Another recommendation would be to educate soldiers on FET and CST capabilities at all command levels and specifically introduce FET and CST initiatives into NCO and Officer Professional Military Education curriculum. The curriculum could teach the benefits of FETs and CSTs and provide exercises for integrating the capability into operations planning as well as developing MOPs and MOEs tied to LOEs.

## FET Proponency

The study recommends proponency for the female engagement capability. Potential career fields include CA, Foreign Affairs Office, Military Police and MISO. The study recommends consideration of the U.S. Army John F. Kennedy Special Warfare Center for proponency of the female engagement capability.

## Implement NATO's Model of Gender Advisors

An overarching recommendation that would affect education, gender considerations in planning, and contribute to proponency is the implementation of gender advisors into U.S. military planning. This recommendation would further gender mainstreaming in military operations by providing commanders a trained professional who can fully integrate gender considerations into operational planning.

## Future Research

A cursory review of the *NAP* DoD's directed actions was conducted and is provided in appendix A. Future research could include more detailed recommendations for implementing the DoD actions identified in the *NAP*. In addition, the JPME PRTD J5

(Strategy) office at the Pentagon has seven research requests as follows for NAP research according to their website. This study related to the following three research requests:

1. The Operational Effectiveness of U.S. FETs
  - a. An analysis of the operational effectiveness of FETs.
2. *U.S. NAP on WPS Contributions to U.S National Security*
  - a. How do the *U.S. NAP on WPS* objectives contribute to U.S. National Security interests?
3. How Does Gender Analysis Effect Military Operations and Readiness?
  - a. What is the appropriate application and implications of applying a gender analysis to address the needs of men, women and children and the effectiveness of military operations, readiness and activities?

In addition, these are four other research requests for consideration associated to the *NAP*:

1. The *U.S. NAP on WPS* and the Geographic Combatant Commands
  - a. Analyze and assess the value of incorporating *U.S. NAP* objectives in a given Geographic Combatant Command area of responsibility.
2. Gender and Terrorism: Analysis of WPS within the Ranks
  - a. An analysis of gender and terrorism-why women join terrorist groups.
3. Through the Lens of the *U.S. NAP on WPS*: Gender Analysis of a "Past Conflict" (Conflict not selected at this time)
  - a. Apply a gender-analysis to a conflict the U.S. Government has participated in during the past.

#### 4. Meeting the Intent of WPS

- a. Should the U.S. government compromise on WPS objectives to achieve resolution during a conflict?

Additional research could study various proponents for the female engagement capability and analyze force structure. The analysis of force structure could consider the balance between active duty and reserve component forces. The CA branch, recommended for proponency by several authors, is approximately 95 percent reserve component members. This proponency and force structure research could also include foreign militaries to determine how they organize the female engagement capability.

Also, an analysis of the recent rescinding of the Direct Ground Combat exclusion policy could be conducted to explore the potential impact of more U.S. military females in direct ground combat. The study could examine Israel and Canadian women in direct ground combat and their impact on *UNSCR 1325 (2000)* and gender considerations in military operations.

Finally, this study chose to exclude For Official Use Only and classified information in order to reach a broad audience. However, a more detailed study could be conducted using For Official Use Only information on FET training, lessons learned and best practices. These materials are at the CALL website. The FET Handbook September 2012, Engagement Multi-service Tactics, Techniques and Procedures (MTTP) 2013, and After Action Reports (AARs) are excellent sources for additional information at the For Official Use Only level.

## Conclusion

This study analyzed ways to further integrate gender mainstreaming in U.S. military operations. The study reviewed international and national strategies, gender integration in Afghanistan operations and evaluated the gender approach of NATO and principal foreign nations. Chapter 4 conveyed and described the emerging patterns of the qualitative research and provided analysis of each secondary research question.

This chapter provided recommendations that describe courses of action to advance gender mainstreaming in U.S military operations, which include *UNSCR 1325 (2000)* and gender education for U.S. military forces, FET capability and utilization education for commands, proponency for FETs, and the increased use of Gender Advisors in operational planning. The combination of these recommendations will advance gender mainstreaming in military operations as a combat multiplier. Gender mainstreaming in military operations is important because empowering women helps a nation grow, which ultimately contributes to increased stability now and into the future.

APPENDIX A

DoDNAP Actions

1. National Integration and Institutionalization: “Through interagency coordination, policy development, enhanced professional training and education, and evaluation, the United States Government will institutionalize a gender-responsive approach to its diplomatic, development, and defense-related work in conflict-affected environments” (Obama 2011, 12).

National Integration and Institutionalization

Outcome	Action	Dept. or Agency
1.1 Agencies establish and improve policy frameworks to support achievements in gender equality and women’s empowerment throughout our diplomacy, development, and defense work.	Incorporate NAP objectives into appropriate DoD strategic guidance and planning documents.	DoD
1.2 Agencies enhance staff capacity for applying a gender-sensitive approach to diplomacy, development, and defense in conflict-affected environments.	Pre-deployment and in-theater training for members of the U.S. military and civilians, as well as Professional Military Education, including Commanders’ courses, and intermediate and senior service schools.	DoD
1.3 Agencies establish mechanisms to promote accountability for implementation of their respective gender-related policies in conflict-affected environments.	Designate one or more officers, as appropriate, as responsible for coordination of implementation of the NAP.	State, DoD, USAID
1.4 Agencies establish processes to evaluate and learn from activities undertaken in support of WPS initiatives.	Develop and improve data collection mechanisms to track and report progress on WPS objectives, assess lessons learned, and identify best practices from existing programs.	DoD, USUN

Source: Barack Obama, *United States National Action Plan on Women, Peace, and Security* (Washington, DC: The White House 2011), 12-14.

2. Participation in Peace Process and Decision-making: “The United States Government will improve the prospects for inclusive, just, and sustainable peace by promoting and strengthening women’s rights and effective leadership and substantive participation in peace processes, conflict prevention, peace building, transitional processes, and decision-making institutions in conflict-affected environments” (Obama 2011, 12).

### Participation in Peace Processes and Decision-making

Outcome	Action	Dept. or Agency
2.1 More women are effectively engaged in peace negotiations, security initiatives, conflict prevention, peace-building--including formal and informal processes--and decision-making during all phases of conflict prevention and resolution, and transition.	Assist partner governments in improving the recruitment and retention of women, including minorities and other historically marginalized women, into government ministries and the incorporation of women’s perspectives into peace and security policy.	State, USAID, DoD
2.1	Provide common guidelines and training to assist partner nations to integrate women and their perspectives into their security sectors.	State, DoD, USUN
2.1	Leverage the participation of female U.S. military personnel to encourage and model gender integration and reach out to female and male populations in partner nations.	State, DoD
2.1	Increase partner nation women’s participation in U.S. funded training programs for foreign police, judicial, and military personnel, including professional military education (PME), as well as exchange programs, conferences, and seminars.	State, DoD
2.2 Laws, policies, and practices in partner states promote and strengthen gender equality at national and local levels.	Assist partner nations in building the capacity of their Defense Ministries to develop, implement, and enforce policies and military justice systems that promote and protect women’s rights.	DoD

Source: Barack Obama, *United States National Action Plan on Women, Peace, and Security* (Washington, DC: The White House 2011), 12-14.

3. Protection from Violence: “The United States Government will strengthen its efforts to prevent—and protect women and children from—harm, exploitation, discrimination, and abuse, including sexual and gender-based violence and trafficking in persons, and to hold perpetrators accountable in conflict-affected environments” (Obama 2011, 12).

### Protection from Violence

Outcome	Action	Dept. or Agency
3.1 Risks of SGBV in crisis and conflict-affected environments are decreased through the increased capacity of individuals, communities, and protection actors to address the threats and vulnerability associated with SGBV.	Incorporate modules on protection, rights, and specific needs of women in conflict into training provided to partner militaries and security personnel.	DoD
3.1	Support education and awareness initiatives for U.S. Government civilian contractors and aid workers on the prevention of sexual exploitation and abuse in crisis and conflict-affected environments.	State, USAID, DoD
3.2 Laws, policies, and reconciliation, transitional justice, and accountability mechanisms designed to combat exploitation, abuse, discrimination, and violence against women and girls are developed and implemented at national and locals.	Support the development of effective accountability and transitional justice mechanisms that address crimes committed against women and girls and reduce impunity.	State, USAID, DoD, Justice
3.2	Assist multilateral and international organizations in developing appropriate mechanisms for sexual assault prevention, response, and accountability, and combating sexual exploitation and abuse (SEA) among their own personnel. Establish standard operating procedures for USG to follow up on cases of SEA by international personnel to ensure accountability.	State, DoD, USAID
3.3 Interventions are improved to prevent trafficking in persons and protect trafficking survivors in conflict and crisis-affected areas.	Maintain a zero tolerance policy with regard to trafficking in persons for U.S. military and civilian personnel.	DoD
3.3	Coordinate implementation of the anti-trafficking-related items of the NAP with the ongoing work of the U.S. Presidential Interagency Task Force to Monitor and Combat Trafficking in Persons and the Senior Policy Operating Group on Trafficking in Persons.	State, DOD, Justice, DHS, USAID

Source: Barack Obama, *United States National Action Plan on Women, Peace, and Security* (Washington, DC: The White House 2011), 16-19.

5. Conflict Prevention: “The United States Government will promote women’s roles in conflict prevention, improve conflict early-warning and response systems through the integration of gender perspectives, and invest in women and girls’ health, education, and economic opportunity to create conditions for stable societies and lasting peace” (Obama 2011, 12).

### Conflict Prevention

Outcome	Action	Dept. or Agency
4.1 Conflict early warning and response systems include gender-specific data and are responsive to SGBV, and women participate in early warning, preparedness, and response initiatives.	Integrate protocols and support opportunities to share best practices for gender analysis in conflict mapping and reporting, including for mass atrocity prevention and stabilization funding. Review conflict early warning systems and conflict assessment methodologies, including the Interagency Conflict Assessment Framework, to assess and strengthen the integration of gender in these tools.	State, USAID, DoD
4.1	Actively engage women in planning and implementing disaster and emergency preparedness and risk reduction activities, including regarding how police can better interact with women in their role as first responders.	USAID, DoD

Source: Barack Obama, *United States National Action Plan on Women, Peace, and Security* (Washington, DC: The White House 2011), 20.

6. Access to Relief and Recovery: “The United States Government will respond to the distinct needs of women and children in conflict-affected disasters and crises, including by providing safe, equitable access to humanitarian assistance” (Obama 2011, 12).

Access to Relief and Recovery

Outcome	Action	Dept. or Agency
5.3 Reintegration and early recovery programs address the distinct needs of men and women.	Support demobilization, disarmament, and reintegration (DDR) programs, including sustainable livelihood alternatives, that address the distinct needs of male and female ex-combatants and those associated with armed forces in other capacities.	State, DoD, USUN, USAID

Source: Barack Obama, *United States National Action Plan on Women, Peace, and Security* (Washington, DC: The White House 2011), 22.

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