



The NATO Science for Peace and Security Programme

United Nations Security Council Resolution 1325 on Women, Peace & Security

UNSCR 1325 Reload

An Analysis of Annual National Reports to the
NATO Committee on Gender Perspectives from 1999-2013:
Policies, Recruitment, Retention & Operations

Findings & Recommendations

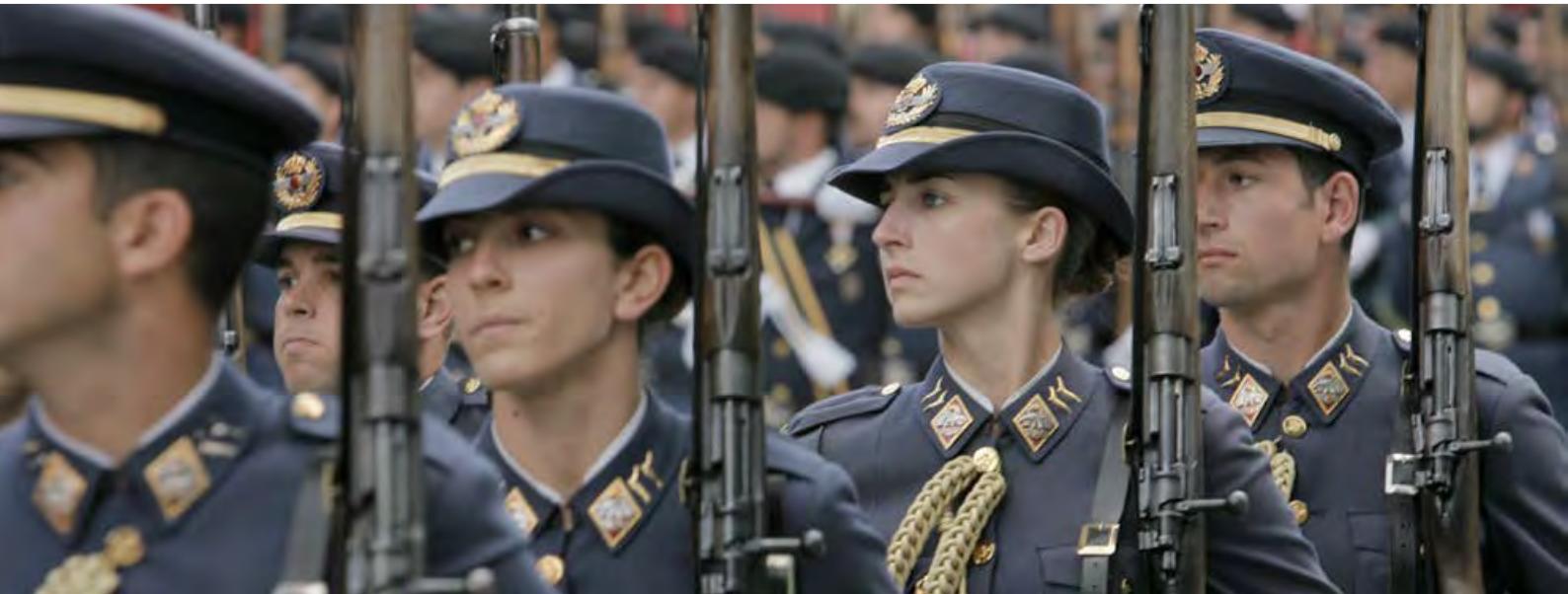
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Rey Juan Carlos University
Australian Human Rights Commission
Australian Defence Force

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› ABOUT THE PROJECT

In 2014, Rey Juan Carlos University in Spain and the Australian Human Rights Commission, in collaboration with the Australian Defence Force, launched the project **UNSCR 1325 Reload: An Analysis of Annual National Reports to the NATO Committee on Gender Perspectives from 1999-2013: Policies, Recruitment, Retention & Operations**. The project is supported by the NATO Science for Peace & Security (SPS) Programme and will be completed in October 2015. This document offers findings and lessons learned from the project to be shared with experts within the framework of the NATO Committee on Gender Perspectives 2015 Annual Conference. The theme for this year's Conference is 'The 15th Anniversary of UNSCR 1325 and its Impact on Recruitment and Retention in the Armed Forces'.

The main objective of the UNSCR 1325 Reload Project is to map the current situation of women within the armed forces of the NATO member states using data provided by each NATO member state in Annual National Reports provided to the NATO International Military Staff (IMS) Office of the Gender Advisor. In doing so, the project will also map the current level of implementation of United Nations Security Council Resolution 1325 (hereafter UNSCR 1325) through monitoring and evaluating the evolution of the status of women in the armed forces of NATO member states from 1999 to 2013. A final goal of the project is to provide recommendations and best practices with a view to improving the status of women in the armed forces.

The final report will be delivered in October 2015. This report presents the findings from independent research conducted by Rey Juan Carlos University, the Australian Human Rights Commission, and the Australian Chief of Defence. The views and opinions expressed in this report represent the opinions of the researchers. The research and findings have been reviewed by the IMS Office of the Gender Advisor.

› ABOUT THE RESEARCH GROUP

The project is led by **Cristina Figueroa** and **Jesus Palomo**, Professors at Rey Juan Carlos University in Spain, and **Elizabeth Broderick**, Sex Discrimination Commissioner at the Australian Human Rights Commission (AHRC) and co-directed by Lieutenant Colonel **Jesus Gil-Ruiz**, Spanish Army, Head of the NATO IMS Office of the Gender Advisor, **Alexandra Shehadie**, Director of the Review into the Treatment of Women in the Australian Defence Force at the AHRC, and Captain **Jennifer Wittwer**, Royal Australian Navy, Director of the National Action Plan for Women, Peace and Security at the Australian Defence Force. A full list of experts and researchers participating in the project is provided at annex.



➤ EXECUTIVE SUMMARY

Adopted in October 2000, United Nations Security Council Resolution 1325 on Women, Peace and Security recognises the disproportionate impact conflict and post-conflict situations have on women and girls. It also acknowledges the importance of the participation of women and the inclusion of a gender perspective in preventing, managing, and resolving conflicts and maintaining international peace and security. Marking the 15th anniversary of UNSCR 1325, 2015 provides an opportunity for actors to assess the pace of implementation, as well as its impact.

In October 2014, Rey Juan Carlos University in Spain and the Australian Human Rights Commission in collaboration with the Australian Defence Force (ADF) launched the project “UNSCR 1325 Reload: An Analysis of Annual National Reports to the NATO Committee on Gender Perspectives from 1999-2013: Policies, Recruitment, Retention & Operations”. The main objective of the project is to map the current situation of women within the armed forces of NATO members using data on gender related issues provided by each member state in Annual National Reports to the NATO International Military Staff (IMS) Office of the Gender Advisor. The research exclusively analyses data provided between the years 1999 and 2013. Through a content analysis of 273 unclassified documents, the researchers have achieved a comprehensive and more precise understanding of the position of women within the armed forces of NATO members, in addition to progress on the implementation of UNSCR 1325 and related Resolutions.

The project was also launched in collaboration with Australia, a NATO partner country. NATO cooperates with partner countries on a range of political and security-related issues, and NATO’s partners contribute to the Alliance’s goals and tasks, including NATO-led operations. Cooperation with Australia proved vital for the conclusions of this project. Australia is strongly committed to increasing the participation of women and girls in the prevention, management and resolution of conflicts, including increasing the participation of women in the Australian military, police and civilian deployments to fragile, conflict and post-conflict situations. The Australia case study illustrates that through strong leadership, a willingness to adopt bold and innovative strategies, flexibility and a foundation of respect, meaningful change can be achieved within the military.

To fully understand the situation of women in the armed forces of NATO members, the researchers first set out to map the various actions taken by the 28 NATO members with regards to gender integration in the armed forces. NATO members implement a range of measures to increase and enhance the participation and retention of women in the armed forces.

Key Findings on Gender Integration in the Armed Forces of NATO Members:

- **National Legislation & Policies:** All NATO members¹ accept women into their armed forces, however seven members still limit full access for women to all positions. Within these seven countries, positions not open to women include combat roles and positions on submarines. Denmark was the first member state to enlist women in 1934, followed by Greece and Canada, in 1946 and 1968 respectively. As a whole, the average year in which NATO members accepted women into their armed forces was 1983. Excluding the seven countries that still limit full access rights to women, the average year in which the remaining NATO members granted full access rights to women was 1999. On UNSCR 1325 and related Resolutions, a total of 17 NATO members have developed a National Action Plan to support implementation.
- **Human Resources:** Between 1999 and 2013, NATO members rapidly increased their focus on recruitment and retention policies for women in the armed forces. In 1999, 26% of NATO members were reporting equal enlistment processes (identical competency and physical tests) for men and women; by 2013, this number had increased to 93%. Another positive trend was the creation of dedicated positions or departments supporting gender integration in the armed forces; by 2013 almost half of NATO members had such entities in place. A similar trend was noted for the creation of women’s professional networks, which are now present in over half of NATO member states. According to the research, very few NATO members were reporting on work-life balance actions within the armed forces – an area of known importance to women.

¹ Excluding Iceland who does not have armed forces.

- **Gender in Operations:** It is widely recognized that the implementation of a gender perspective can increase operational effectiveness as well as mission success. In recent years, NATO has successfully established policy frameworks, gender advisors, gender focal points and gender enablers to improve the integration of a gender perspective in military operations. By 2013, 75% of NATO members mentioned gender training in the national reports, compared to only 11% in 2002. There has also been a steady increase in the number of gender advisers and in 2013, 43% of NATO members reported to have gender advisers. However, only 18% of NATO members had deployed gender advisors by 2013.
- **Sexual Assault Prevention:** Sexual assault remains a significant challenge for armed forces all over the world, and strong prevention mechanisms would act as a catalyst to increase women's participation in the military. There remains a public perception that the issue of sexual assault within the military could have a significant impact on overall recruitment and retention of women. Accordingly, there is a strong focus by countries, including many NATO member states, to develop and implement policies and programmes to prevent and respond effectively to sexual assault within the armed forces. Though important actions have taken place in NATO member states regarding Sexual Assault Prevention, a lack of available data and transparency on the issue limits the information available for analysis. Providing more information on this issue should be in focus for NATO members in the future.

Following the analysis on gender integration within the armed forces of NATO members, the researchers were better able to assess the impact and results of these actions on the number of women within the armed forces of NATO members, in addition to the distribution of women within the different military services.

Key Findings on Women in the Armed Forces of NATO Members:

- **Female Representation:** In 2013, women represented 10.5% of the armed forces of NATO members, compared to 7.14% in 1999. While the data shows a clear increase, women's representation increased at a very slow pace of 3.4 percentage points since 1999. There was a very low standard deviation, which means that the difference among countries was stable throughout the years. The countries with the highest representation of women are Hungary (20.3%), the United States (18%) and Latvia (16.5%).
- **Women in the Air Force, Navy and Army:** In 2013, the representation of women in the different military services of the armed forces of NATO members was Air Force (9.46%), Navy (9.04%) and Army (8.46%). Since 1999, the standard deviation did not change dramatically, meaning that NATO members had been following similar paces. Since 1999, all three of the services have experienced a positive trend in women's participation, but the Air Force remains the preferred service for women.
- **Women & Military Rank:** A full analysis of gender and military rank is challenging due to the limited data provided by NATO members. Based on the information available, a longitudinal analysis showed that over the past four years the percentage of women in officer positions remained at a steady figure of around 20-25%. This information supports the existence of a glass ceiling within the armed forces of NATO members that is proving difficult to break.

The UNSCR 1325 Reload Project includes a case study on Australia to identify best practices and lessons learned. For several years the Australian Defence Force (ADF) grappled with similar issues on the status of women within their own military. Australia provides an excellent case study for NATO members because the ADF has been able to achieve a significant cultural change and has accelerated efforts to increase the representation of women in its three Services – Navy, Army and Air Force – across all ranks.

Australia Case Study – Key Recommendations from the ADF:

- **Strong Leadership Drives Reform:** Military leaders must actively demonstrate a strong and visible commitment to increasing the representation of women in their forces. Senior leaders should champion reform and must communicate the message throughout all ranks. A gender inclusive military is one that includes a broad range of talent and skill and is therefore a stronger and more capable military.
- **Diversity of Leadership Increases Capability:** Military leaders should closely examine career paths and develop a range of strategies that will enhance women's opportunities to enter leadership positions. The skills and different life experiences that women bring to leadership will enrich and strengthen decision-making and increase capability.

- **Increasing Numbers Requires Increasing Opportunities:** Military leaders should develop, implement and evaluate a range of targeted recruiting strategies designed to increase the number of women across the Services. Strategies that create opportunities for women to enter combat roles and, in particular, those roles that feed into leadership positions, should also be developed, implemented and evaluated. Women entering combat and other areas that are predominantly male dominated should be actively supported. The environments into which women enter must be appropriately briefed and trained, and both leadership and the team must be fully engaged and educated about how they can contribute to effective performance in mixed gender environments.
- **Preventing Early Separations Will Strengthen Militaries:** Military leaders should develop and implement targeted strategies designed to retain members and prevent their unnecessary separation from the armed forces, particularly women who may feel compelled to leave because of caring responsibilities.
- **Gender Based Harassment and Violence Ruins Lives, Divides Teams and Damages Operational Effectiveness:** Military leaders should implement strong, evidence-based measures that prevent violence and harassment against women in the military. Leaders must adopt a zero tolerance approach to sexist and demeaning attitudes and behaviours. Perpetrators must be held to account and women supported so that they can confidently report any harassment or violence committed against them and be assured that action will be taken. In such cases, the women's wishes should be at the forefront of any action and decision-making.
- **A Transparent and Accountable Military is a Strong and Confident Military:** Military leaders should ensure accurate and current data is gathered that shows trends in relation to women's representation and their experience in the military. Use of this data will inform leadership action, allow for the identification of any obstacles and the development and implementation of appropriate strategies to address these obstacles. Publication of this data will enhance military transparency and accountability and in so doing contribute to strong and confident forces.

Based on the preliminary findings of the UNSCR 1325 Reload Project, the following recommendations can be drawn:

Preliminary Recommendations:

- **A gender perspective should be seen as a holistic framework.** Progress on this issue cannot depend upon action being taken in just a few areas; it will require action across a broad range of areas. An efficient strategy will require action in various dimensions, including: legislation, recruitment, retention, career development, work-life balance, sexual assault and harassment prevention.
- **The military should be a reflection of society.** It is important to promote gender integration and diversity as a way to improve efficiency and operational effectiveness.
- **Development and implementation of National Action Plans (NAP)** on the implementation of UNSCR 1325 would enhance progress. National Action Plans should include aspects specific to the armed forces, including the allocation of funds and monitoring procedures. Beyond a NAP, the armed forces of NATO members should also look into the developments of roadmaps and other strategy documents to both implement and measure gender integration in the armed forces.
- **Slow progress means lost opportunities:** The Women, Peace and Security discourse acknowledges that women are an untapped resource for promoting and maintaining international peace and security. For NATO members, slower progress on integrating gender and increasing female participation means that many opportunities will be lost, such as terms of capabilities.
- **More research is needed:** To better understand gender integration in the armed forces and to better measure progress for women in the armed forces it is crucial that actors continue to provide data on the status of men and women within the military. Moreover, it is essential that organizations have the capacity to analyze data for monitoring purposes. One important objective of the project was to support the development of a new questionnaire for the annual national reports collected by the NATO IMS Office of the Gender Advisor. To

What is a gender perspective?

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

enhance future gender analysis for NATO, the researchers developed a new questionnaire that was successfully distributed to NATO members and partner countries in January 2015. This new questionnaire will ensure that NATO members and partner countries can report in a comparable and consistent way. Furthermore, it includes requests for information about sexual harassment and sexual prevention.

- **Change requires leadership:** The representation of women within the armed forces of NATO members is increasing, but at a slow pace. If change is to increase at a faster pace, the commitment of leaders will be required at all levels. NATO has made progress, especially through the appointment of a Special Representative on Women, Peace & Security.
- **Improving results together:** One interesting finding from the research was that when a new country joined NATO, membership appeared to have a positive effect on future gender integration. For example, when NATO welcomed seven new member states in 2004, the overall percentage of countries with gender-related recruitment and retention strategies fell. However, after a few years the overall percentage began to increase again, suggesting that NATO membership had a positive effect on gender-relevant policies in new member states. This preliminary research implies that NATO membership can help to raise the profile and importance of gender integration among members. NATO should more actively serve as a platform, for both NATO and partner countries, to share lessons and progress on gender integration in the military.
- **Recruitment policies** should consider the utilisation of social media mechanisms in order to appeal to young people and facilely reach a larger pool of qualified candidates.





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➤ INTRODUCTION TO THE PROJECT

BACKGROUND

Adopted unanimously in October 2000, United Nations Security Council Resolution 1325 on Women, Peace and Security recognizes the disproportionate impact conflict and post-conflict situations have on women and girls. It also acknowledges the importance of the participation of women and the inclusion a gender perspective into all aspects of conflict prevention, peacebuilding and postconflict reconstruction. UNSCR 1325 and related Resolutions² cover a wide-ranging set of activities related to improving the status of women in conflict and post-conflict settings and encouraging the integration of a gender perspective.

UNSCR 1325 CAN BE BROKEN DOWN INTO FOUR CORE PILLARS:

- **Participation** of women in all peace processes and public decision-making processes linked to making and building peace;
- **Prevention** of conflict through incorporating women's perspectives into early warning systems, public education, and prosecution of violators of women's rights;
- **Protection** of women during and after conflict by community, national and international security personnel;
- **Peacebuilding** that engages women and addresses their needs in relief and recovery, redress for injustice and investment in economic and social security.

² Subsequent United Nations Security Council Resolutions adopted on Women, Peace and Security include: 1820 (2008); 1888 (2009); 1889 (2009); 1960 (2010); 2106 (2013); 2122 (2013).

Since its passage, a wide range of national and international actors have advocated for the implementation of UNSCR 1325, among them national governments, international organizations, non-governmental organizations, and women's rights activists. Marking the 15th anniversary of the resolution, 2015 provides an opportunity for actors, including NATO, to assess the pace of implementation as well as the impact of UNSCR 1325 and all subsequent related resolutions on Women, Peace and Security.

While UNSCR 1325 was adopted in 2000, NATO has made important strides toward the integration of a gender perspective within its structures since the 1960s. Some key milestones include:

- 1961** The first NATO Conference of Senior Women Officers took place in Copenhagen, with delegates from Denmark, the Netherlands, Norway, the United Kingdom and the United States.
- 1976** The NATO Military Committee formally recognized the Committee on Women in the NATO Forces (CWINF).
- 1997** The NATO Military Committee approved the establishment of an advisory office within the International Military Staff (IMS), the so-called Office on Women in the NATO Forces (OWINF), today referred to as the **IMS Office of the Gender Advisor**.
- 2007** The first NATO/Euro-Atlantic Partnership Council (EAPC) Policy for the Implementation of UNSCR 1325 on Women, Peace and Security and Related Resolutions is adopted.
- 2009** The CWINF is renamed the NATO Committee on Gender Perspectives (NCGP) and the mandate is extended to support the integration of a gender perspective into NATO's operations, in support of the implementation of UNSCR 1325 and any future related Resolutions.
- 2012** The first NATO Secretary General's Special Representative on Women, Peace and Security is appointed. The position is institutionalized in 2014.
- 2013** The 'Review of the Practical Implications of UNSCR 1325 for NATO-led Operations and Missions' is presented and published.
- 2014** The NATO Wales Summit endorses the revised NATO/EAPC Policy and Action Plan on the Implementation of UNSCR 1325 and related Resolutions.

The work undertaken through this project will become another positive contribution toward gender integration at NATO. In particular, the findings and recommendations from this project will support the UNSCR 1325 core pillar *participation*, addressing women's engagement within the armed forces and increasing their participation in preventing, managing, and resolving conflicts. Covering the years from 1999 to 2013, this project will provide a thorough longitudinal analysis of women's participation in the armed forces of NATO members with a view to providing best practices and recommendations to increase women's participation in the future.

OBJECTIVES

The main objective of the UNSCR 1325 Reload Project is to map the current situation of women within the armed forces of 27 NATO member states using data provided by the NATO members in Annual National Reports to the NATO International Military Staff (IMS) Office of the Gender Advisor. In doing so, the project will also map the current level of implementation of United Nations Security Council Resolution 1325 through monitoring and evaluating the evolution of the status of women in the armed forces of NATO member states from 1999 to 2013. A final goal of the project is to provide recommendations and best practices with a view to improving the status of women in the armed forces in the future. The objectives can be broken down into four main areas:

- 1. Proposal of a new method** for enhanced evaluation of women's participation in the armed forces, specifically relating to NATO and partner countries;
- 2. Mapping and evaluating the current situation of women in the armed forces of NATO member states from 1999 to 2013** through a comprehensive analysis of the annual national reports published by the IMS Office of the Gender Advisor. The researchers will also include findings on the evolution of the status of women in the armed forces and a more precise understanding of the level of implementation of UNSCR 1325 within the NATO context;

3. **Development of best practices and recommendations** for enhancing the status of women within the armed forces, especially based on analysis and recommendations from the Australia case study;
4. **Promotion of future research and monitoring of UNSCR 1325 and related Resolution within the NATO context** through the development of user-friendly gender disaggregated statistical data. The new method will be used for future national reports sent to the NATO Committee on Gender Perspectives, as requested by IMS Office of the Gender Advisor.

METHODOLOGY

In order to fulfill each of the objectives of the UNSCR 1325 Reload Project, the researchers utilized two methodologies of the analysis undertaken:

5. Content Analysis

Since 1999, the IMS Office of the Gender Advisor has been collecting unclassified Annual National Reports from each of the 28 NATO members on the status of women within the armed forces. All of the reports are made available to the public and can be accessed through the NATO website³. These reports provide valuable information on national programmes, policies, and procedures undertaken on gender-related issues within NATO member states, in addition to information on the implementation of UNSCR 1325 and related Resolutions. The reports also contain information on actions taken by NATO toward the integration of a gender perspective within its activities. NATO's actions are not limited to activities undertaken by armed forces, but also cover security-relevant cooperation with civilian ministries and crisis responders etc.

The findings and conclusions from the UNSCR 1325 Reload Project are based on information provided by NATO members from 1999 to 2013 in the Annual National Reports. Through a content analysis of these reports, the researchers examined a total of 273 documents from 28 countries. The research provided longitudinal scanning analysis of the situation of women within the armed forces of NATO members, as well as valuable insight into the impact and pace of the implementation of UNSCR 1325 and related Resolutions.

6. Case Study

To provide best practices and recommendations to NATO, the project also worked with the Australian Human Rights Commission (AHRC) and the Australian Defence Forces (ADF). This cooperation provided added value and proved vital for the conclusions of this project. Australia provides an excellent case study for NATO members to learn from, and many of the recommendations from the project are based on a comprehensive study of the successes of the Australian Defence Forces, in particular:

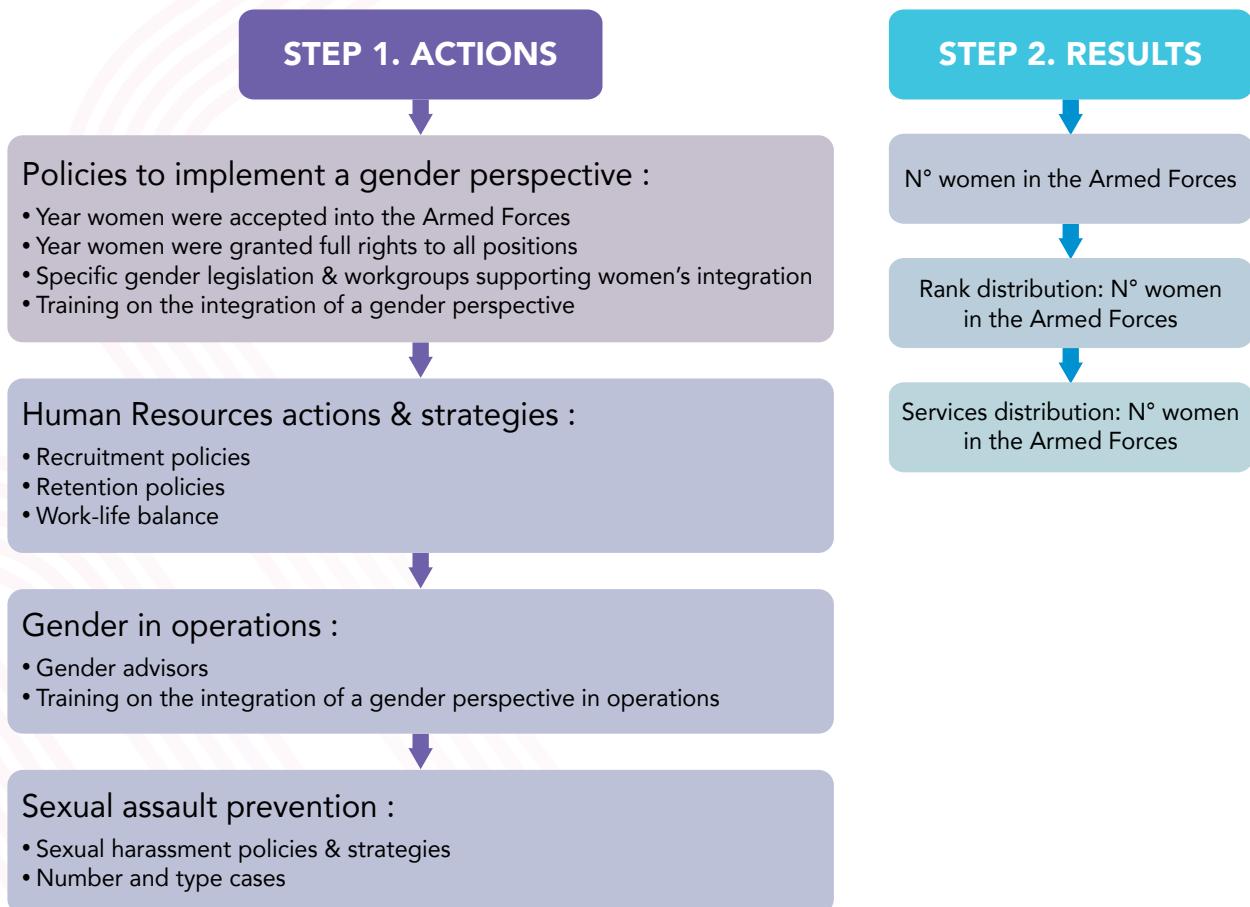
- The Australian Human Rights Commission has conducted a review into the treatment of women at the Australian Defence Force Academy: Australian Human Rights Commission (2012). *Review into the Treatment of Women in the Australian Defence Force*;
- Australia is committed to increasing the participation of women and girls in the prevention, management and resolution of conflicts, including increasing the participation of women in Australian military, police and civilian deployments to fragile, conflict and post-conflict situations.
- The Australian Defence Forces are working to ensure that women are included in responses in conflict and/or post-conflict situations, both as members of these forces and in their interactions with communities overseas;
- Australian women have been serving in the Armed Forces for over 100 years and are deployed to operational theatres, selected for command positions and promoted to star rank on a merit basis;
- The potential contribution of women in the ADF was extended in September 2011, when the Australian Government formally agreed to the removal of gender restrictions for ADF combat roles.

³ See, IMS Office of the Gender Advisor page http://www.nato.int/cps/en/natohq/topics_101371.htm

THE APPROACH

The UNSCR 1325 Reload approach considers the **actions** taken by nations and the subsequent **results** of those actions on the status of women in the armed forces. Within the UNSCR 1325 Reload approach, **actions** are classified in the following categories: National legislation & policies, human resources strategies, gender in operations and sexual assault prevention. It is acknowledged that these **actions** have certain **results** on both the number of women in the armed forces, and their representation across different ranks as well as across the different services and operations. As shown in Figure 1, the UNSCR 1325 Reload approach allows the researchers to measure both the number of women in the armed forces, and also the quality and distribution of those positions.

Figure 1: The UNSCR 1325 Reload Approach







➤ I. GENDER INTEGRATION IN THE ARMED FORCES OF NATO MEMBERS

The participation of women often depends upon a range of measures taken to increase their participation and retention in the armed forces. The first step of the UNSCR 1325 Reload Project was to map these actions by focusing on the following four categories: National legislation & policies, human resources strategies, gender in operations, and sexual assault prevention.

POLICIES TO IMPLEMENT A GENDER PERSPECTIVE IN THE ARMED FORCES

One important area to consider when assessing the status of women with the armed forces is the role of legislation in promoting increased female participation. The project first set out to identify when NATO member states first passed legislation allowing women to join the armed forces. Table 1 provides the years in which women were first accepted into the armed forces of NATO member states; it also shows the year in which they were granted full rights to any position within the armed forces.

Figure 2: The year women were accepted into the armed forces of NATO members and granted full access to all positions

Member State	Women accepted into the armed forces (year)	Women granted full rights to all positions (year)	Year country joined NATO
1 Albania	1967	2011	2009
2 Belgium	1975	1981	1949
3 Bulgaria	1988	2004	2004
4 Canada	1951	2000	1949
5 Croatia	1991	1991	2009
6 Czech Rep.	1980	2002	1999
7 Denmark	1934	1978	1949
8 Estonia	1991	2013	2004
9 France	1972	Limited ⁴	1949
10 Germany	1975	2000	1955
11 Greece	1946	Limited ⁵	1952
12 Iceland	NO ARMED FORCES	NO ARMED FORCES	1949
13 Italy	1999	Limited ⁶	1949
14 Hungary	1996	1996	1999
15 Latvia	2002	2002	2004
16 Lithuania	2000	2000	2004
17 Luxembourg	1987	1987	1949
18 Netherlands	1944	Limited ⁷	1949
19 Norway	1977	1985	1949
20 Poland	1988	2003	1999
21 Portugal	1992	2009	1949
22 Romania	1973	2002	2004
23 Slovakia	2003	2003	2004
24 Slovenia	1993	2005	2004
25 Spain	1988	1999	1982
26 Turkey	1992	2013 ⁸	1952
27 United Kingdom	1992	Limited ⁹	1949
28 USA	1976	Limited ¹⁰	1949

⁴ Positions not open to women: Mobile "Gendarmerie" units and submarines.

⁵ Positions not open to women: Submarines, Hovercrafts and Patrol boats.

⁶ All positions open to women excluding submarines.

⁷ Positions not open to women: Marine Corps and Submarines.

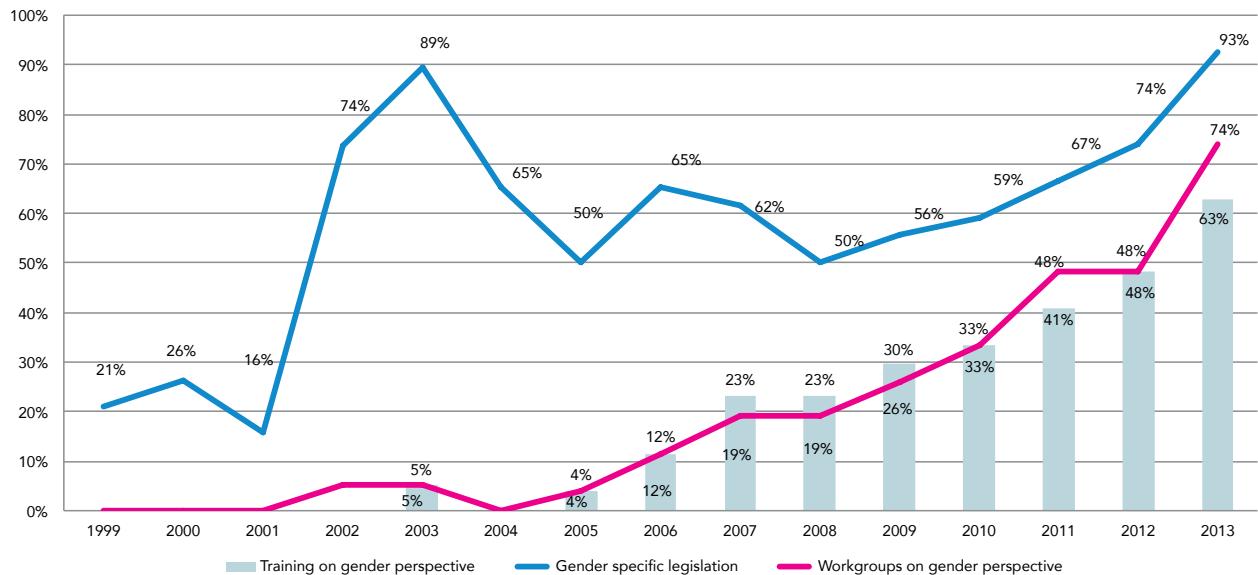
⁸ In accordance with the Turkish Constitution, every male Turkish citizen is obliged to complete military service. Female Turkish citizens are not under such an obligation. Regular female officers and non-commissioned officers serving in the Turkish Armed Forces join the armed services voluntarily.

⁹ Positions not open to women: Close Combat Roles.

¹⁰ Positions not open to women: Direct ground combat units below the brigade level. In January 2013, the Secretary of Defense announced the rescission of the 1994 Direct Ground Combat Rule for women and directed the development of plans to execute full implementation by January 2016.

According to the findings, Denmark was the first member state to enlist women into their armed forces in 1934, followed by Greece, in 1946, and Canada, in 1951. The data as a whole shows that the average year in which NATO members accepted women into their armed forces was 1980 and the average year in which NATO members granted full rights for women to access any position was 1999. This figure represents an average time of 19 years from women's initial incorporation in the armed forces until they are granted full access rights. Nevertheless, it is important to note that several NATO members continue to restrict women's participation in certain positions, especially combat roles.

Figure 3: Percentage of NATO member states reporting on the integration of a gender perspective through gender legislation, workgroups and training 1999-2013



According to Figure 3, in the year 1999, 21% of NATO members reported specific **gender legislation** for gender participation in the armed forces, whereas in 2013 almost all NATO members (93%) reported such policies (i.e. Strategic Plans for the Equality of Opportunities between Women and Men in the Armed Forces, Gender Policies, etc.). The creation of **Workgroups** (i.e. working groups devoted to the promotion of the Defence Action Plan on the implementation of UNSCR 1325) that support women in the armed forces seems to be an important issue, according to the data provided. In 2013, 74% of NATO members were highlighting the usage of this mechanism, compared to only 4% in 2005.

Regarding **Training**, one of the key actions considered in UNSCR 1325, data reveals that this area has been well considered and implemented by NATO members. In the year 2000, no NATO member reported specific training on gender awareness; but by 2013, 63% included training on gender perspectives.

Figure 4: Timeline on the adoption of a UNSCR 1325 National Action Plan from 2005-2013

2005	2006	2007	2008	2009	2010	2011	2012	2013
Denmark	UK	Spain	Iceland	Portugal	Italy			
	Norway	Netherlands		Belgium	France	Lithuania		
					Estonia	Croatia	Germany	
					Canada		USA	
					Slovenia			

The development and implementation of a **National Action Plan** (NAP) on UNSCR 1325 and related Resolutions, along with other strategic national initiatives, also provides a measure for assessing progress on gender integration within the armed forces of NATO members. As shown in Figure 4, the first NATO member (Denmark) developed a National Action Plan in 2005, and by 2013 a total of 17 NATO members had developed National Action Plans. While these numbers indicate progress on gender integration, 39% of NATO members have not implemented a NAP on UNSCR 1325.

HUMAN RESOURCES

Another important area relating to gender integration in the armed forces is human resources. In recent years there has been improvement in the actions and strategies taken by human resources departments on recruitment and retention policies in the armed forces. Often these actions and strategies to increase gender balance have focused on work-life balance actions, but the topic has also been a factor in areas like conscription.

Figure 5: Percentage of NATO member states reporting enlistment and retention policies, 1999-2013

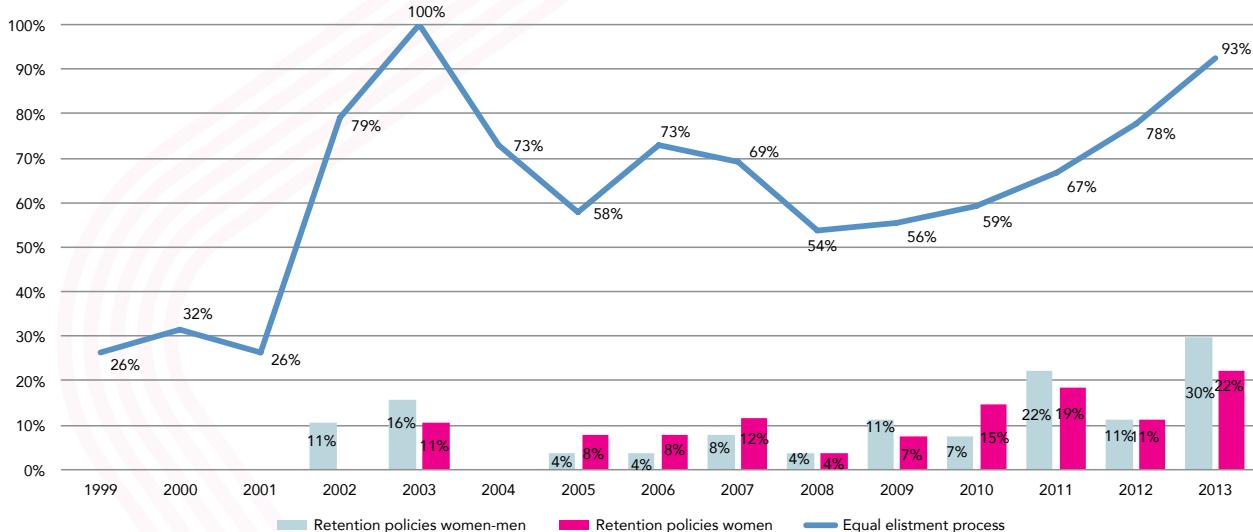


Figure 5 looks at recruitment and retention policies in NATO member states between 1999 and 2013. In 1999, only 26% of NATO members were reporting equal enlistment processes for women and men, meaning there were no differences between men and women in the recruitment processes (identical competency and physical tests); by 2013, around 93% of NATO members were reporting equal enlistment processes for women and men. Equal enlistment processes are important in guaranteeing career development in the armed forces. In 2013, only 22% of NATO members reported using specific retention policies and turnover analysis, either for both women and men or just for women. One interesting trend is that when a country joins NATO, membership appears to have a positive effect on future equal enlistment processes. For example, when NATO welcomed seven new member states in 2004, the overall percentage of members with gender-related recruitment and retention strategies fell. However, after a few years the overall percentage began to increase again, suggesting that NATO membership had a positive effect on the implementation of equal enlistment processes in the new member states.

Figure 6: Percentage of NATO member states reporting the use of positions and professional networks to support women in the armed forces, 1999-2013

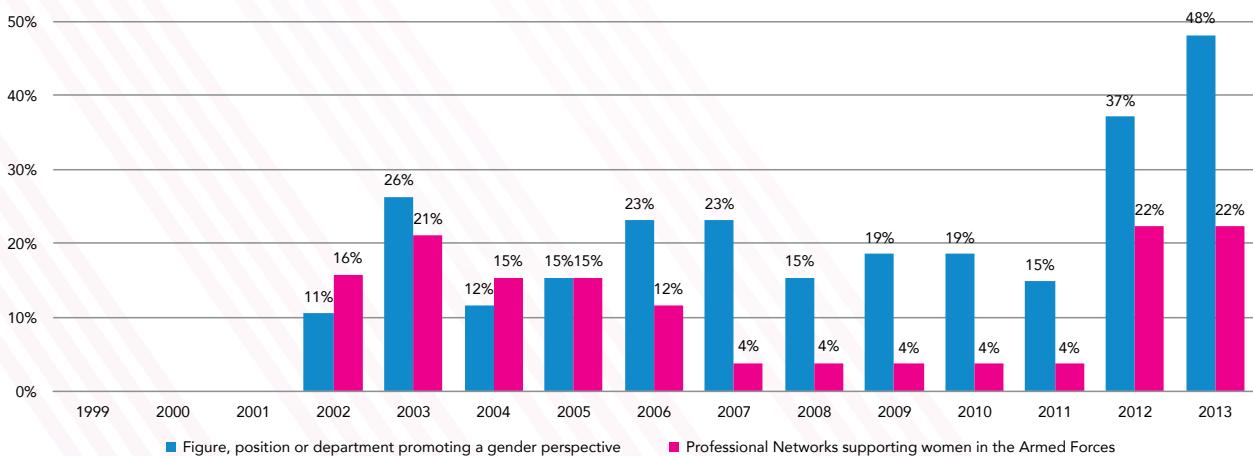


Figure 6 looks at the creation of new military positions promoting a gender perspective in the armed forces and networks in order to support women's participation in the armed forces. In 2013, 48% of NATO members had a dedicated position or department supporting gender mainstreaming in the armed forces, with the first

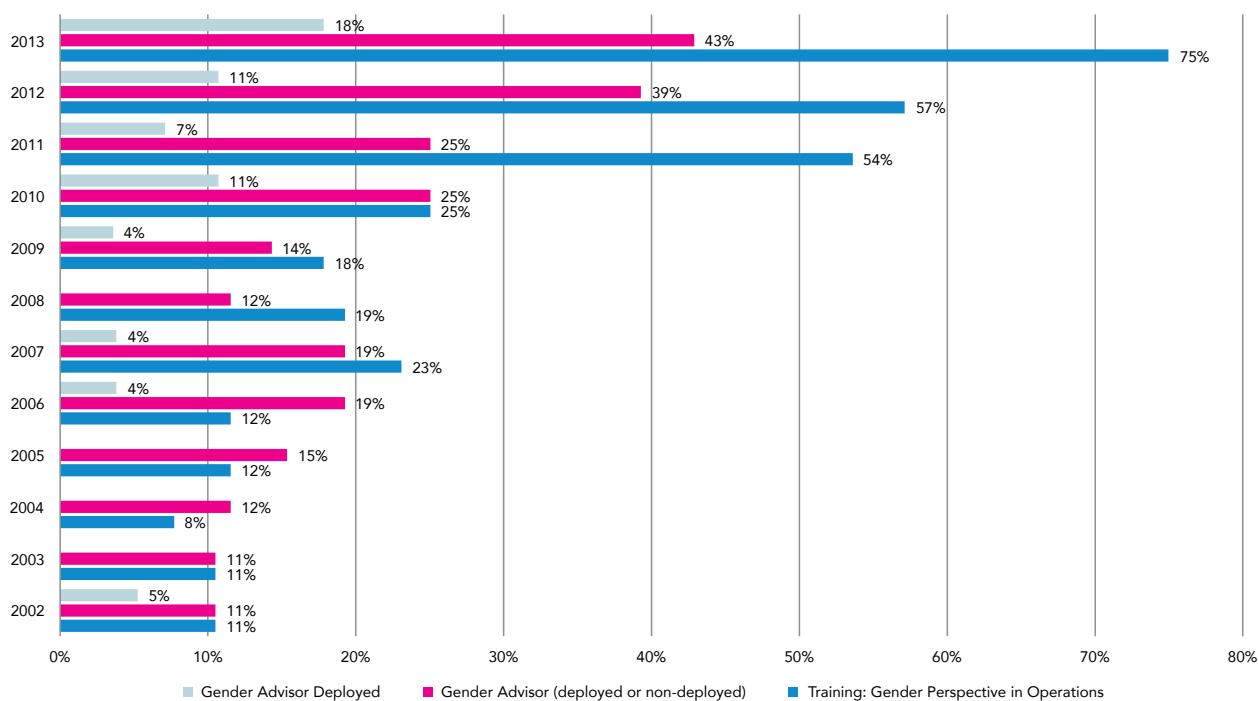
countries introducing these positions and departments in 2002. Another important area is the creation of a women's network as a tool for promoting the integration and increased participation of women. By 2013, 22% of NATO members had created such a network. Finally, work-life balance actions do not seem to be a priority for Nations, as almost no countries are highlighting their usage in the National Reports.

A final area with a direct impact on recruitment and retention is conscription. At present, the only NATO members with conscription policies are Norway, Greece, Estonia and Turkey (in Greece and Turkey conscription applies only to men). In June 2013, the Norwegian Parliament required that women must participate in national military service and in January 2015 they became the first NATO member state to introduce mandatory female conscription. Meanwhile, in Estonia men and women have equal rights and responsibilities in the military service. Male citizens between 18-27 years, and who have passed through specific medical examinations, are requested to participate in compulsory military service. Women between the age of 18 and 27 are allowed to voluntarily enter the military service for the purpose of military training on the same basis as male compulsory service.

GENDER IN OPERATIONS

It is widely recognized that the implementation of a gender perspective can increase operational effectiveness as well as mission success. Therefore, it remains critical to better understand the role and impact of gender on conflict-prevention and conflict-resolution. In 2013, NATO commissioned a "Review of the Practical Implications of UNSCR 1325 for the Conduct of NATO-led Operations and Missions". The Review concluded that clear progress had been made through the establishment of policy frameworks, positions for gender advisors, gender focal points and gender enablers. However, there was room for improving the integration of a gender perspective in military operations in the future.

Figure 7: Percentage of NATO member states reporting on the use of deployed gender advisors, non-deployed gender advisors, and training for gender in operations, 2002-2013



As shown in Figure 7, the researchers looked at the use of deployed gender advisors, non-deployed gender advisors and gender training in operations. By 2013, 75% of NATO members mentioned actions of gender operations training in their national reports. There was also a steady increase in the mention of gender advisor figures and 43% of NATO members reported to have them by 2013. However, only 18% of NATO members had deployed gender advisors by 2013.

SEXUAL ASSAULT PREVENTION

Sexual assault remains a significant challenge for armed forces all over the world and strong prevention mechanisms would act as a catalyst to increase women's participation in the military. There remains a public perception that the issue of sexual assault within the military could have a significant impact on overall recruitment and retention of women. Consequently, there is a strong focus by countries today to develop and implement policies and programmes to prevent and respond effectively to sexual assault within the armed forces. Importantly, such policies and programmes should respond to the needs of both men and women as victims. It is therefore important to understand the impact of sexual abuse and harassment in the military with a view to improve recruitment, retention, and ultimately the effectiveness of female troops.

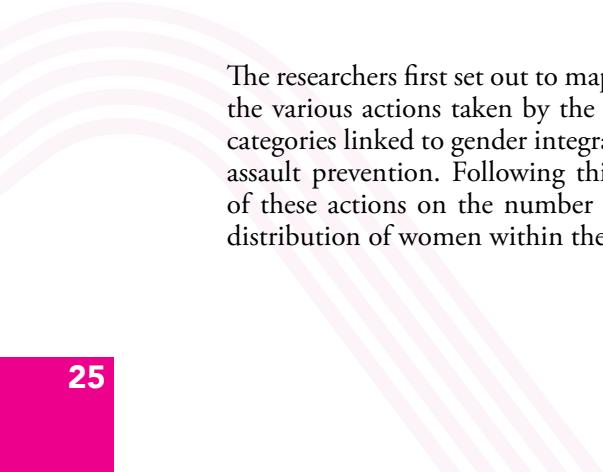
Figure 8: Percentage of NATO members reporting the use of sexual assault prevention advisors and training for sexual assault prevention, 1999-2013



According to the national reports, sexual assault prevention strategies in NATO member states have been implemented at the training level and within specialized departments for sexual assault and harassment prevention. Although progress is positive, according to figure 8, only 29% of NATO members reported the use of sexual assault prevention advisors and training for sexual assault prevention in the year 2013. Based on the findings, the researchers found that the United States and Australia provide two strong examples of countries that have addressed sexual assault within the military.







› II. WOMEN IN THE ARMED FORCES OF NATO MEMBERS

The researchers first set out to map the situation of women in the armed forces of NATO members by analyzing the various actions taken by the 28 NATO members on gender integration. This analysis was based on four categories linked to gender integration: legislation, human resources strategies, gender in operations, and sexual assault prevention. Following this analysis, the researchers were better able to assess the impact and results of these actions on the number of women within the armed forces of NATO members, in addition to the distribution of women within the different military services.

FEMALE PARTICIPATION

As seen in Figure 9, women represented 7.14% of the armed forces in 1999 and the percentage had increased to 10.5% in 2013 (based on provisional data). There was a very low standard deviation, which means that the difference among countries was stable throughout the years.

Figure 9: The percentage of women in the armed forces of NATO members, from 1999-2013

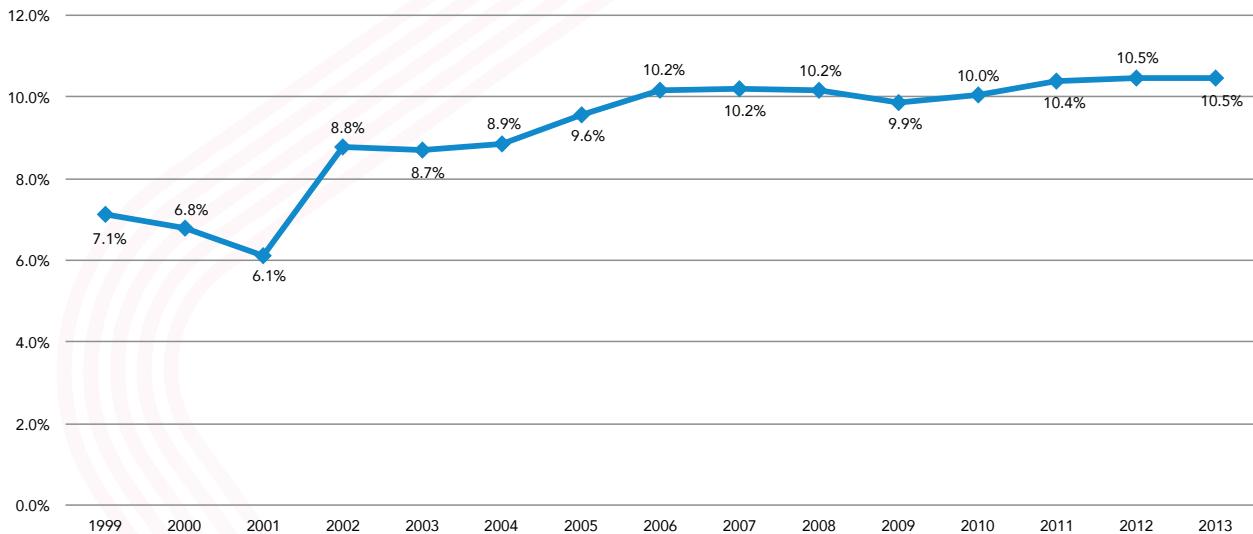


Figure 10: The percentage of women in the armed forces of NATO members, by country in 2013

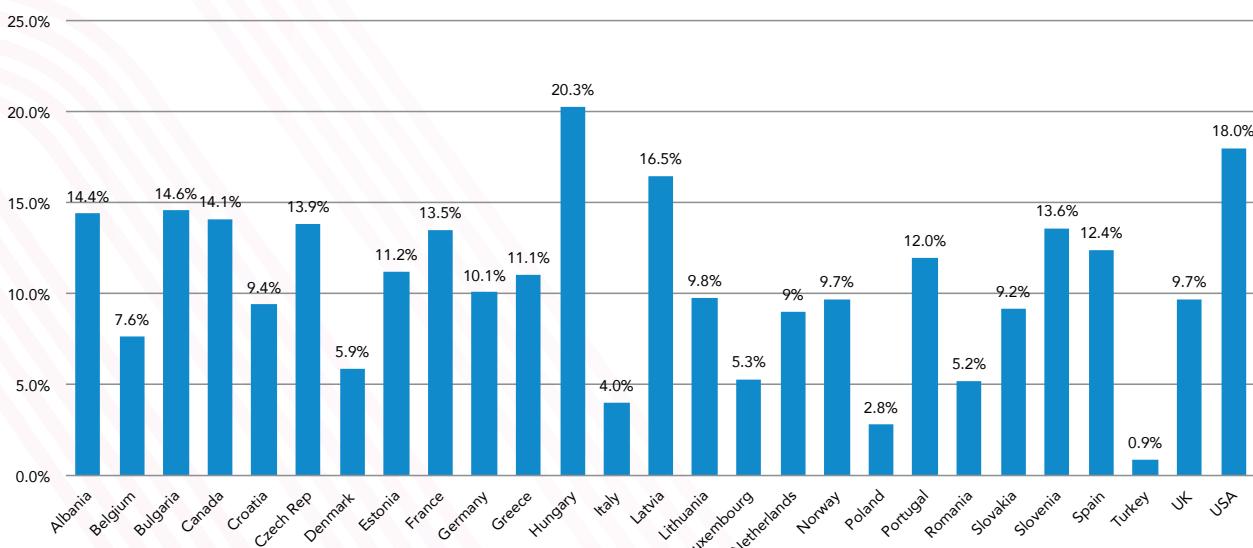
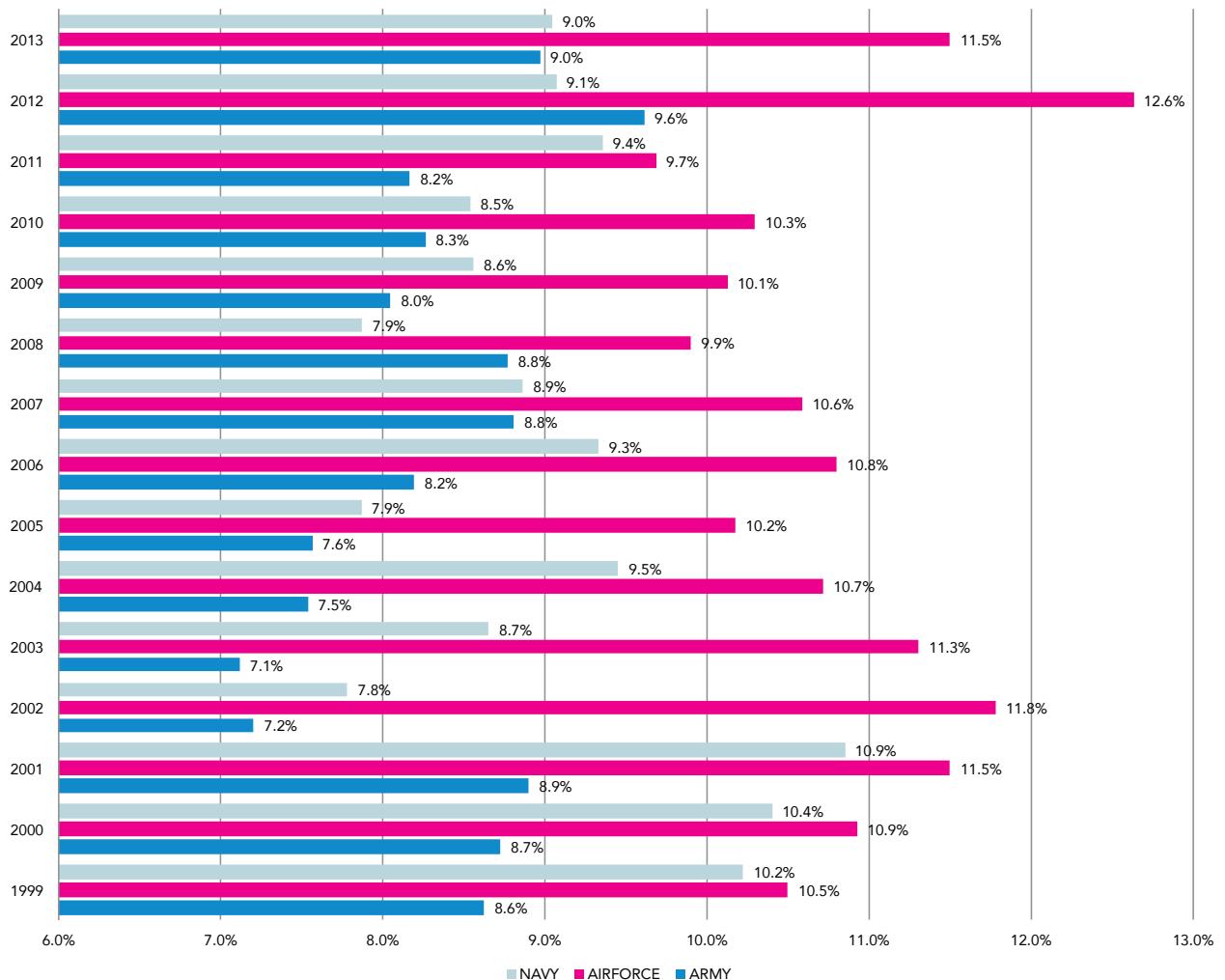


Figure 10 provides a breakdown of female representation with the armed forces of 27 NATO member states. The data shows that Hungary (20.3%), the United States (18%), Latvia (16.5%), Bulgaria (14.6%) and Canada (14.1%) have the largest number of women serving in their armed forces.

WOMEN & MILITARY SERVICES: ARMY, AIR FORCE & NAVY

Another important area to consider is the distribution of women between the different military services. Figure 11 shows the representation of women in the different military services of the armed forces of NATO members in 2013. The results show that overall women represent: Air Force (9.46%), Navy (9.04%) and Army (8.46%). Since 1999, the standard deviation did not change dramatically, meaning that NATO members have been following similar paces. In each of the different military services the overall trend on women's participation is positive and the Air Force remains the preferred service for women.

Figure 11: The percentage of women in the armed forces of NATO members, by service from 1999 to 2013



WOMEN AND RANKS – ‘THE GLASS CEILING’

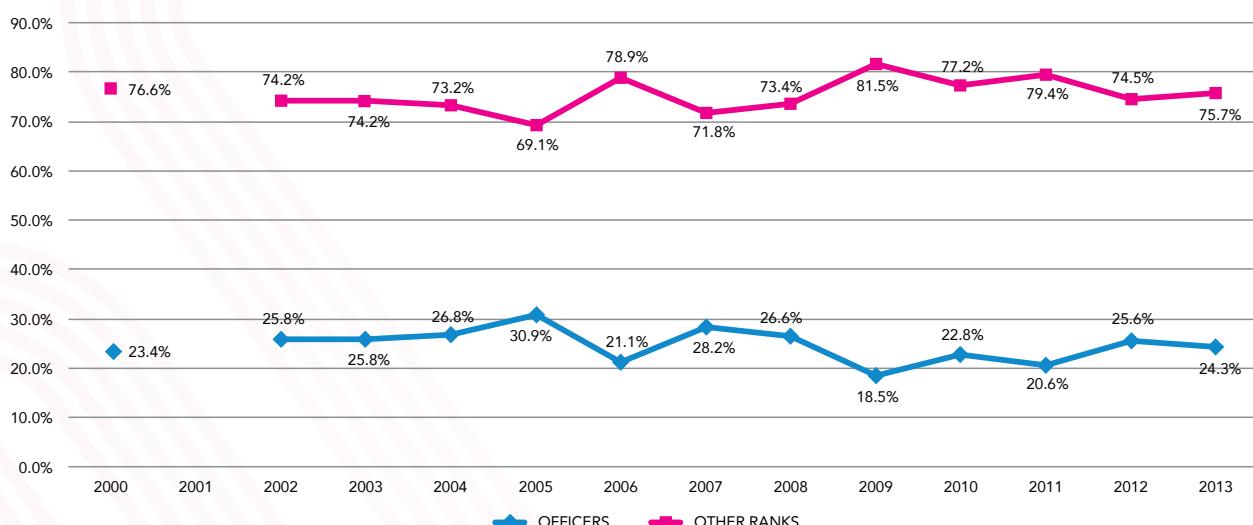
A full analysis of gender and military ranks is challenging due to limited data availability. Taking into account the limited information available, a longitudinal analysis of the available data shows how the percentage of women in officer (OF) positions has remained at around 20-25% over the past 4 years, and the tendency is quite stable (Figure 12). This information supports the existence of a ‘glass ceiling’¹¹ within the armed forces of NATO members that is proving difficult to break. For the year 2013, the researchers found that the two NATO members with the highest percentage of women in senior ranks were Canada (4.1% of OF- 6 were women) and Belgium (2.78% of OF-6 were women). Meanwhile, the US has the highest number of women in the highest ranks (OF- 6 and higher) with 1.455 General Officers.

A look at rank:

In accordance with STANAG 2116, 2010 (Edition 6):

- Officers (OF):
 - OF-6 and above: Officer Generals.
 - OF 1-5: Officers.
- Other ranks (OR):
 - OR 5-9: Non-Commissioned Officers (NCOs).
 - OR 1-4: Private and Corporal Ranks.

Figure 12: Women in the armed forces of NATO members, percentage by rank 2000-2013



The available research on gender and military ranks implies a ‘glass ceiling’ for women in the armed forces. This ‘glass ceiling’ applies to both women’s representation in the different military services and when referring to women’s representation in leadership positions. Figure 12 shows that in 2013, 75% of women in the armed forces of NATO members were non-commissioned officers, private and corporal ranks while 25% were officers and above. Importantly, these figures have been stable between 2000 and 2013.

Figure 13: Women in the armed forces of NATO members, percentage by rank in 2013

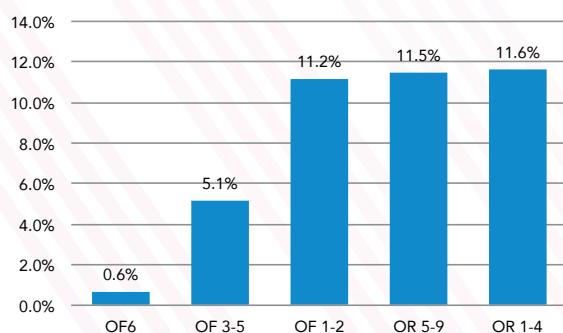


Figure 13 displays the great imbalance between women’s and men’s participation in the armed forces. Furthermore, this chart shows the imbalance among the distribution of women across all ranks. The participation of women is notably lower in the higher ranks (OF-3 and above) than in positions as non-commissioned officers, privates or corporals.

¹¹ Term used to describe a situation in which progress, especially promotion, appears to be possible but restrictions or discrimination create a barrier that prevents it, regardless of qualifications or achievements





› III. CASE STUDY: AUSTRALIA

Many countries across the world have been strengthening efforts to increase the participation of women in the armed forces. Changing public attitudes on the role of women in society, shifting patterns and imperatives in the workplace, and new laws and policies regarding women's participation in the armed forces have all contributed to this progress. This report has focused extensively on the status of women within the armed forces of NATO members and, so far, the results have shown that while female participation is increasing, progress has been slow and in some instances has stalled all together. Across all armed forces of NATO members women are underrepresented, especially in leadership roles.

For NATO, is the lack of female representation in the armed forces an important issue? Should the armed forces, in general, be concerned about gender balance?

One important aspect of the UNSCR 1325 Reload Project was to look at potential best practices and lessons learned from a case study on Australia, a NATO partner country. For several years the Australian Defence Force (ADF) grappled with similar questions on the status of women within their own military. Australia provides an excellent case study for NATO members because the ADF has been able to achieve significant cultural change and has accelerated efforts to increase the representation of women in its three Services – Navy, Army and Air Force – across all ranks.

This section will focus on the changes made by the ADF, demonstrating that such changes can benefit both individual members and the military as a whole. The reforms undertaken by the ADF provide a useful case study for NATO, including best practices and recommendations.

THE AUSTRALIAN DEFENCE FORCE (ADF)

The Australian Defence Force (ADF) consists of the Royal Australian Navy (RAN), the Australian Army, and the Royal Australian Air Force (RAAF). The ADF comprises of 56,922 permanent members and 23,232 reserve members in 2014. The RAN consists of 13,921 members, the Army has 29,010 members and RAAF has 13,991 permanent members. A civilian, public service staff of 19,988 members also supports the ADF.

Women have a long and extensive history within Australia's armed forces. Since 1899 they have been deployed overseas as nurses. The Australian Army Nursing Service (AANS) was formed in 1940 and more than 2,000 members of the AANS were deployed overseas during World War II. The role of women expanded when each of ADF service established female support branches during World War II and by 1944 almost 50,000 women were serving in one of these support units. However, after World War II the female branches were disbanded.

The role for women in the military –within women's services– was very limited up until the 1970's when a period of integration began. In 1975, the Service Chiefs established a committee to explore options to increase the participation of women, leading to changes such as equal pay for women in 1979 and reforms to allow women to deploy in support roles. Additionally, pregnancy was no longer deemed a ground for automatic termination of service. In 1985, the separate women's services were disestablished and all women were fully integrated into the RAN, Army and RAAF.

Today, women represent 15% of the permanent ADF (8,568 members). By distribution, the Navy has 18.6% female representation (2,561 members); the Army has 11.8% (3,422 members) and RAAF has 18.2% (2,585 members).

Over the last four years more attention has been given to the representation and inclusion of women in the ADF. This reform began with an initial ADF *Action Plan on the Recruitment and Retention of Women in the ADF* in 2009. By 2011 the Australian Government lifted the remaining gender restrictions on ADF combat roles, and since this time all roles in the military have been open to women. In 2012, reform was accelerated following the release of Australian Sex Discrimination Commissioner Elizabeth Broderick's *Review into the Treatment of Women in the Australian Defense Force* and following the implementation of strategies under Defense's *Pathway to Change: Evolving our Culture, A Strategy for Cultural Change and Reinforcement*.

Commissioner Broderick's Review identified a number of barriers that prevented women's full participation and advancement in Australia's military:

- The lack of critical mass of women in the ADF, stemming from attraction and retention difficulties;
- The rigid career structures and high degree of occupational segregation;
- The difficulties combining work and family;
- A culture still marked, on occasion, by poor leadership and unacceptable behavior including exclusion, sexual harassment and sexual abuse.

Commissioner Broderick's review made 21 recommendations calling for sweeping reforms on the recruitment and retention of women in the armed forces, their opportunities to rise to leadership positions, the prevention of sexual harassment, sexual abuse and rape and improved responses to victims who suffer these offences. The Chief of the Defence Force (CDF) and the three Service Chiefs accepted all 21 recommendations, and since then significant progress has been made on cultural reform and increasing the participation of women. Some eighteen months later when releasing her audit of the ADF's progress in implementation the Review's recommendations, Commissioner Broderick stated:

“Across the ADF reform is in motion. Senior leaders are determined to shape a constructive, inclusive workplace, while visits to bases revealed genuine commitment on the part of many thoughtful personnel. The foundations are in place to ensure that women stand on equal footing to men in the military.

WOMEN AND FUTURE CAPABILITY

Reinforcing ADF reform is the understanding that increasing the representation of women across all ranks is fundamental to its future capability. Certainly, reform is motivated by a genuine support for the equal treatment of all people in an organisation. Still, the strategic focus on capability and ensuring the future operational effectiveness of a modern, relevant defence force has also provided strong impetus for change. The Review's research showed that the ADF had to address the problem of a shrinking talent pool, the significant cost of unwanted departures and the lack of diversity at leadership level if it was to be a first class employer with a first class reputation.

Traditionally, over 80% of defence members have been English-speaking men. Until the reform process began, the ADF had been failing to effectively tap into 50% of the workforce's potential talent pool because of an inability to attract a sufficient number of women. This made it difficult to satisfy workforce requirements, particularly given the tight labour market and competition for young skilled workers.

The Review also found that increasing the participation of women is not just about making up numbers. It is also about increasing the quality of operational outcomes for the ADF. As the research from the civilian workforce shows, drawing a workforce from a narrow segment of the population leaves any organisation at a disadvantage in an increasing complex and fast-paced world. Recruitment by the ADF from a wider demographic –one reflected more accurately across many civilian industries– was therefore critical.

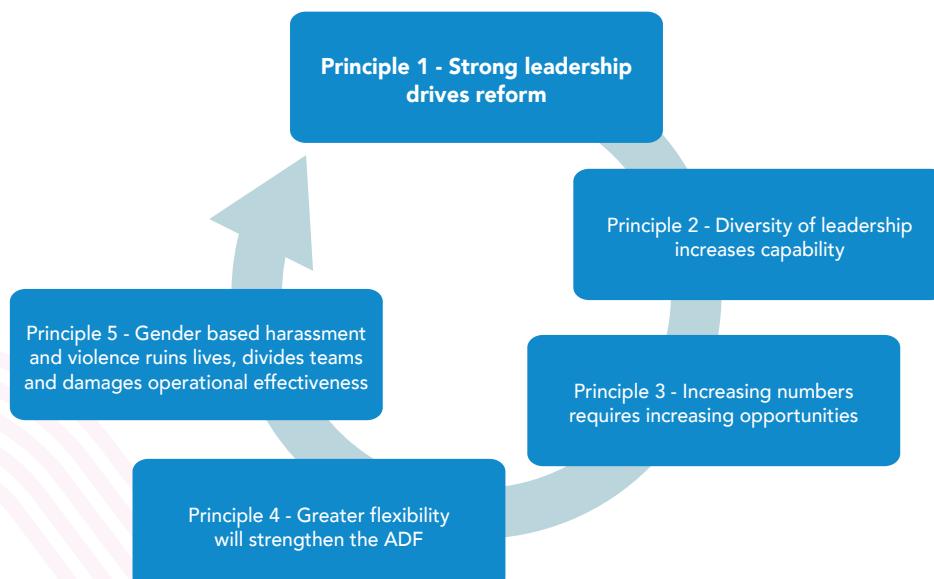
Additionally, the changing nature of the defence environment demands a breadth of skills and a wider range of expertise and experience. Today's military requires a range of skills –adaptability, strategic thinking, working in small teams with minimal direction, working remotely, gathering intelligence, reaching out to local populations etc. Traditional military typecasts of say, soldier, sailor or pilot, and the predominant requirements of manual skill or physical strength, are no longer as relevant today as they once were.

Studies demonstrate that diverse and gender balanced teams perform better, particularly where innovation and problem-solving are important, as they anticipate risk more accurately, and thus deliver better outcomes. Without a sustainable workforce strategy –one that embraces 100% of the available talent – over time the military risks becoming less and less effective. Contemporary threats, such as cyber warfare, urban warfare etc., will require a wider range of skills for operating successfully in complex environments. To achieve success, militaries require the skills and contributions from both men and women, and this fact is not just true for Australia but for other nations as well.

PRINCIPLES AND RECOMMENDATIONS FROM THE ADF

The link between increased participation of women and capability reinforced the recommendations of the Review, which found that success is driven by five key principles:

Figure 14: Key principles from Australia's *Review into the Treatment of Women in the ADF*



Principle 1 – Strong Leadership Drives Reform

Strong statements and examples by leadership are vital to the success of increasing gender diversity. For women who are striving to ascend to senior positions, personal commitments from leaders who understand the imperative for change are essential. Senior leadership within the ADF has been committed to and acted on reform. As well as accepting the Review's recommendations, the release of the ADF's, *Pathway to Change: Evolving our Culture, A Strategy for Cultural Change and Reinforcement* in 2012 provides the blueprint for change and underpins reform processes.

The senior leadership's visible commitment to change has also been manifested in a range of public statements, reinforcing the message that women are fundamental to the future capability of the ADF. For instance, **Chief of Army LTGEN David Morrison** gave a powerful address to his troops in 2012. This statement, recorded on YouTube, received widespread national and international coverage:

“I have stated categorically, many times, that the Army has to be an inclusive organisation in which every soldier, man and woman, is able to reach their full potential, and is encouraged to do so. Those who think that it is okay to behave in a way that demeans or exploits their colleagues have no place in this Army. Our Service has been engaged in continuous operations since 1999, and in its longest war ever in Afghanistan. On all operations, female soldiers and officers have proven themselves worthy of the best traditions of the Australian Army. They are vital to us maintaining our capability, now and into the future. If that does not suit you, then get out... If we are a great national institution, if we care about the legacy left to us by those who have served before us, if we care about the legacy we leave to those who, in turn, will protect and secure Australia, then it is up to us to make a difference. If you're not up to it, find something else to do with your life. There is no place for you amongst this band of brothers and sisters.”

A range of policies and processes also brought changes that have led to vigorous recruitment campaigns targeting women, and the elevation of meritorious serving women to senior leadership roles. In 2012, the CDF and senior leadership team released a statement stating that:

- Targets are required to create an environment that is optimal for, and takes full advantage of, the strengths of both men and women;
- Leaders will be held to account for the wellbeing and culture of their teams;
- Every sexual offender and harasser will be held to account together with leaders who fail to appropriately address the behavior;
- Flexible working arrangements underpin capability and are an important recruitment and retention tool;
- Women are essential to the sustainability and operational effectiveness of the ADF because they contribute to a diverse workforce that strengthens the ADF's ability to be an effective, modern, relevant and high performing organisation.

This statement was subsequently supported by a *Performance Framework for Gender Inclusion in the Australian Defence Force*, which outlines the accountabilities and responsibilities at all levels of the organisation in relation to the six key areas of focus: leadership support for gender inclusion; targets to support increased participation by women; career progress; career and personal support; workplace flexibility; and, appropriate behavior. Senior leaders have promoted greater transparency and accountability, in relation to the policies and practices, which impact on the greater representation through the Performance Framework.

In addition to these statements and policy, the annual publication of the Women in the ADF Report, first released in 2013, tracks progress of women in Australia's military against a range of key indicators. It provides an important public baseline against which to measure gender equality and an important management and decision-making tool.

The Review confirmed that leadership is not merely the domain of those in the most senior roles. Middle ranking members exercise a critical leadership role and have significant responsibilities in relation to cultural reform. They play a critical role in ensuring that the military is a well-functioning organisation that treats men and women equally. The ADF is strengthening its efforts to ensure that all leaders are accountable for creating and maintaining a healthy organisational culture on their base and within their teams.

Principle 2 – Diversity of Leadership Increases Capability

Harnessing all available leadership talent and ensuring a mix of skills, perspectives and experience is critical to increasing capability. Capitalising on diversity of thought and experience provides powerful leverage to problem solve more effectively, make sound decisions and to innovate. The rigid, linear, one-size-fits-all career continuum models did not serve the ADF well as it did not enable it to actively and creatively manage its talent in a flexible way. The result was that too many highly trained and talented people separated from the military.

Across all militaries, and the ADF has been no exception, women are significantly under-represented in leadership positions. Women have also been under-represented in key developmental roles that have acted as gateways to senior leadership. Senior leadership positions in all three Services are traditionally appointed from categories in which women have been previously excluded, or in which they are under-represented. Women have also been under-represented in command positions, and given the importance of command positions for career progression, this suggests a structural barrier to women moving into senior leadership roles.

In some categories in which women are well represented, there are structural impediments which impact on a woman's ability to progress to the most senior positions. Moreover, a shortage of women in leadership roles also means other female personnel are deprived of role models ('you can't be what you can't see') and of potential mentors and sponsors. The importance of role models cannot be overstated if cultural change is to be sustained.

Targeted interventions were therefore needed for the ADF to increase the representation of women and build pathways for women into leadership. In responding to the Review's recommendations, the ADF has since implemented a range of strategies, including:

- Every promotion board or selection panel for senior ranking positions (defined as Lieutenant Colonel, Colonel or equivalent and above, and Warrant Officer Class 2 or equivalent and above) includes a minimum of one woman, and one person external to the Service';
- A significant number of senior leadership positions, which were previously reserved for those with a 'combat/operator/pilot' background (i.e. those until recently not open to women or roles where women are vastly under-represented), have been opened up to generalists. This provides enhanced opportunities for women to advance to the most senior ranks;
- Career gateways, which provide opportunities for progression, have been broadened to allow for greater access by women. The Review recommended a target be set to ensure this access is realised. The ADF's Performance Framework that requires each Service to ensure women's representation on pre-requisite leadership courses for command positions, such as command and Staff College and other career/training opportunities is proportionate to their overall representation in the competitive pool from which they are drawn.

Principle 3 – Increasing Numbers Requires Increasing Opportunities

To enhance capability and operational effectiveness, the Review found that the ADF must draw on a broader talent pool, of which women were a critical part. However, the Review also found that there had only been a 1% increase in the recruitment of women in the previous ten years, and a 2% increase in the previous 20 years. New opportunities were required to substantially increase the number of women in the ADF.

In response to the Review's recommendations, the ADF has implemented a number of bold and innovative strategies. Each of the Services has set a representation target for women (25% for Navy, 25% Air Force and 15% for Army by 2023). There has been a strong message communicated by the senior leadership to ADF recruiters, that women are a priority group.

Addressing the Service obligations that women face at the commencement of an ADF career serves to reduce the 'step into the unknown', which may act as a deterrent to enlistment. "Try before you buy" models have been important initiatives for the recruitment of women. A recruit to area model has also been put in place, which allows members, particularly women, to enlist without having to move so regularly. The recruit to area model acknowledges that choice or stability of location may be attractive to women who would be deterred by having to commence their career at a location that they find undesirable, or by the pressures that posting instability could place on personal and family life.

In relation to the Army, for example, very promising results can be seen. For example, in 2013/14, the Army recruited more women in the first six months of the year than it had in the previous 12 months.

The Review also found that women were not proportionally represented in all the categories open to them. Women were predominantly clustered in administrative, clerical, logistical or health service roles. This occupational segregation slowed the progress of gender equality and, in turn, affected the number of women who reached senior leadership levels. Dismantling occupational segregation, which perpetuates gender stereotypes and slows the progress of gender equality, has therefore been essential.

Based on the recommendation of the Review, the senior leadership of the ADF has committed to apply gender targets to employment groups with less than 15% representation of women (excluding, in the short-term, the roles that have recently had gender restrictions removed). Services will set these targets for select operational groups on the basis of an analysis of industry representation, historical data, capability factors and other relevant considerations.

To successfully implement the removal of gender restrictions for combat roles, the Review found that the focus should be on ensuring that leaders, and teams as a whole, were engaged and educated about how they could contribute to effective performance in mixed gender environments. The success of women's entry into previously restricted roles should not be the responsibility of individual women, but a collaborative endeavour instead. Appropriately skilled and trained leaders and teams are vital for successful integration.

Principle 4 – Greater Flexibility Will Strengthen the ADF

Workplace flexibility is imperative for many ADF members, and a lack of flexible work options can act as a serious impediment to retention. For any organisation to achieve and retain a diverse workforce, where both women and men thrive, strong policies and practices need to be implemented that assist them to balance their work and caring responsibilities. The Review found that for many women in the ADF, they had a stark choice – a military career *or* family, but not both. This was most evident at the more senior levels where the vast majority of men had children. However, only a relatively small percentage of the women who had reached senior ranks were mothers.

The Review found that there was an increased propensity for women to leave the ADF during child bearing and child rearing years. The ADF, like most militaries, invests considerably in members from entry level and onwards. When members leave because they cannot balance their work and family commitments, it takes a long time and a great deal of investment to train replacements. Flexibility is an important retention tool and critical to ensuring the ADF's capability. It is not possible to increase the representation of women and the diversity of the ADF workforce and leadership without better enabling members to balance work and family.

In response to the Review's recommendations on flexibility, the ADF committed to a target of 2% of their workforce accessing flexible work options, which includes temporary home based work, variable working hours, and part-time leave without pay. This target was achieved by December 2014. The ADF has also adopted a tri-Service approach to flexible work, with the establishment of the Workforce Development Directorate, which provides a central hub for data collection, policy development and education about flexible work.

In addition to Service-specific programs, the ADF more broadly has developed *Plan SUAKIN*, a whole-of-Defence Total Workforce Employment Model designed to contribute to capability by giving the ADF the strategic flexibility to manage the workforce. *Plan SUAKIN* aims to move individual and localised Flexible Working Agreements to a more enduring solution that will offer casual, part-time and full-time work options. This allows the ADF to draw on both the permanent and Reserve workforce components more flexibly, with much more mobility between them.

Principle 5 – Gender Based Harassment and Violence Ruins Lives, Divides Teams And Damages Operational Effectiveness

It is a reality that women in militaries across the world experience gender based harassment and, in the worst cases, sexual violence. For many of these women it is the catalyst for their decision to discharge from the military. The Review found that many victims of this abuse never report the incidents for fear of victimisation, ostracism from colleagues, and a negative impact on their careers. The fear of being re-traumatised by an investigation process was also identified as a disincentive to reporting sexual abuse or violence.

The Review also found that sexual abuse and violence occurs on a continuum. The risk of sexual abuse and violence increases where there are sexualised work environments, where demeaning attitudes to women are allowed to flourish, and where there is overall gender inequality. In addition, the Review's research demonstrated that poor leadership is a common element when instances of sexual harassment, sex discrimination and sexual abuse occur.

The Review's recommendations relating to the prevention of and proper response to sexual misconduct in the military were among the first to be accepted and implemented by the ADF. As a result the ADF established the specialised, Sexual Misconduct Prevention and Response Office (SeMPRO). SeMPRO is headed by a one star general and includes specialists in trauma and sexual assault, who respond on a twenty-four hour and seven days per week basis to victims (male and female) of sexual abuse in Australia's military. SeMPRO's aim is to make the complaints and reporting system victim-focused and therefore more responsive and sensitive to the victim's needs and wishes. As well as providing advice, SeMPRO coordinates specialist support for victims.

One of the most critical elements of SeMPRO is its ability to accept, restricted or confidential disclosures, as a means of encouraging greater reporting. It is envisaged that with the right support and advice victims will later change their restricted disclosure to an unrestricted report and therefore enable an investigation of the incident to occur.

A SeMPRO Support Officer network is also being established, initially in recruit and training environments, consisting of trained volunteers who live on or near bases. SeMPRO also plays an educative role. SeMPRO experts provide sexual ethics and sexual misconduct prevention training to military personnel across the country, and importantly in recruit and training environments.

The establishment of SeMPRO and of the ability of victims' to make restricted disclosures is a critical step in preventing sexual misconduct in Australia's military and, when it does occur, providing sensitive and victim-focused responses to those who have suffered this behaviour.

KEY RECOMMENDATIONS FOR WOMEN'S INTEGRATION IN THE ARMED FORCES FROM THE ADF

1. Strong Leadership Drives Reform

Military leaders must actively demonstrate a strong and visible commitment to increasing the representation of women in their forces. Senior leaders should champion reform and must communicate the message throughout all ranks. A gender inclusive military is one that includes a broad range of talent and skill and is therefore a stronger and more capable military.

2. Diversity of Leadership Increases Capability

Military leaders should closely examine career paths and develop a range of strategies that will enhance women's opportunities to enter leadership positions. The skills and different life experiences that women bring to leadership will enrich and strengthen decision-making and increase capability.

3. Increasing Numbers Requires Increasing Opportunities

Military leaders should develop, implement and evaluate a range of targeted recruiting strategies designed to increase the number of women across the Services. Strategies that create opportunities for women to enter combat roles and, in particular, those roles that feed into leadership positions, should also be developed, implemented and evaluated. Women entering combat and other areas that are predominantly male dominated should be actively supported. The environments into which women enter must be appropriately briefed and trained, and both leadership and the team must be fully engaged and educated about how they can contribute to effective performance in mixed gender environments.

4. Preventing Early Separations Will Strengthen Militaries

Military leaders should develop and implement targeted strategies designed to retain members and prevent their unnecessary separation from the armed forces, particularly women who may feel compelled to leave because of caring responsibilities.

5. Gender Based Harassment and Violence Ruins Lives, Divides Teams And Damages Operational Effectiveness

Military leaders should implement strong, evidence-based measures that prevent violence and harassment against women in the military. Leaders must adopt a zero tolerance approach to sexist and demeaning attitudes and behaviours. Perpetrators must be held to account and women supported so that they can confidently report any harassment or violence committed against them and be assured that action will be taken. In such cases, the women's wishes should be at the forefront of any action and decision-making.

6. A Transparent and Accountable Military is a Strong and Confident Military

Military leaders should ensure accurate and current data is gathered that shows trends in relation to women's representation and their experience in the military. Use of this data will inform leadership action, allow for the identification of any obstacles and the development and implementation of appropriate strategies to address these obstacles. Publication of this data will enhance military transparency and accountability and in so doing contribute to strong and confident forces.





➤ CONCLUSION

The participation of women in armed forces across the world has been increasing steadily over the past decades. Changing public attitudes on the role of women in society, shifting patterns and imperatives in the workplace, and new laws and policies regarding women's participation in the military have all contributed to this progress. This report has focused extensively on the status of women within the armed forces of NATO members and the results have so far shown that female participation is increasing, but progress has been slow and in some instances has stalled all together. Across all armed forces of NATO members women are underrepresented, especially in leadership roles.

The UNSCR 1325 Reload Project, based on a content analysis and comparative case study analysis, has identified and measured important improvements on the situation of women in the armed forces of NATO members, especially in areas like legislation, recruitment and retention policies, and sexual harassment prevention. Today women make up 10.5% of the armed forces of NATO members and their participation is steadily improving, but at a slow pace. The analysis also supports the idea that a glass ceiling, continues to exist for women across the armed forces of NATO members, but especially within certain services and leadership positions.

NATO members have made promising advances in certain areas, such as in the development of legal frameworks and other national mechanisms to improve female participation in the armed forces. Training and education opportunities are now available in most NATO member states, in addition to the development of a range of working groups to support the implementation of UNSCR 1325 and related Resolutions. However, there are also areas that will require additional focus and attention in the future. For example, work-life balance actions do not appear to be a priority issue for many NATO members and very few of them referenced these measures in their annual national reports to NATO Committee on Gender Perspectives. A similar trend was noticed regarding sexual harassment prevention policies and strategies.

Change has been progressing in a positive direction and it is only expected that women's representation in the armed forces of NATO members will continue to improve with time. However, the research indicates that because progress will continue at a slow pace, the armed forces of NATO members risk losing many of the opportunities that come with increased female participation in armed forces. The Australia case study supports the belief that diversity, including gender diversity, supports future capability. NATO can benefit greatly from the lessons and recommendations forwarded by the Australian Defence Force on improving female participation within all services.

The Australia case study presents NATO members with an excellent example to learn from. The Australian Defence Force (ADF) is committed to transformational cultural change to increase the participation of women within the military. Moreover, the ADF has acknowledged the importance of gender balance in enhancing future capability. The ADF identified important principles for enhancing women's integration, including the importance of strong leadership and the need for dedicated efforts to address sexual harassment and assault. The case study illustrates how much can be achieved through strong leadership, a willingness to adopt bold and innovative strategies, flexibility and a foundation of respect. Furthermore, embracing the link between cultural change and capability supports the fact that increasing the participation of women is not just a 'women's issue' but a benefit for the entire armed forces.

Over recent years, NATO members have shown greater interest in the issue of gender integration within the military and support for the implementation of UNSCR 1325. It is hoped that the analysis undertaken by the researchers for this project will catalyse further interest in this topic in the future.

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› ABOUT THE LEAD INSTITUTIONS

Rey Juan Carlos University



Created in 1996, Rey Juan Carlos University (URJC) is based in Madrid and currently enrolls over 38,000 students, including over 4,000 international students (11%) from over a hundred different countries, and has a staff of over 1,900 members. The university fosters and supports research activities in the field of social science field, both nationally and internationally, and international relations research in the area of peace and security remains an important focus of the university.

The Faculty of Social Sciences and Law has for many years contributed to the study of security and defence at the university. A 'Permanent Seminar on Security and Defence Francisco Villamartín' is supported by the Spanish Ministry of Defence, along with the creation of the ReAS Research Group, which includes an research area on women, peace and security, and organizes several conferences with high level speakers from NATO, Ministry of Defence, Embassies, etc.

Another important contribution from the university was their support for the creation of the Spanish Youth Atlantic Treaty Association (YATA). The Dean, Mrs. Pilar Laguna, was instrumental in the establishment of Spanish YATA and has actively encouraged students to participate in international modules and to seek training in an international environment.

Australian Human Rights Commission



The Australian Human Rights Commission (AHRC) was established in 1986 by an act of the Australian Parliament. Its goal is to foster greater understanding and protection of human rights in Australia and to address the human rights concerns of a broad range of individuals and groups. The AHRC is an independent statutory organisation and reports to the Parliament through the Attorney-General. Its responsibilities include:

education and public awareness; resolving discrimination and human rights complaints; promoting human rights compliance; and supporting policy and legislative development. The AHRC also work closely with other national human rights commissions, particularly through the Asia Pacific Forum of National Human Rights Institutions, to address major human rights issues in the region. The Commission is a collegiate body made up of a President and seven Commissioners. The President is the chief executive officer.

The AHRC has undertaken a range of Reviews of national significance. One of the most notable has been the Review into the Treatment of Women in the Australian Defence Force (ADF), led by the Sex Discrimination Commissioner, Elizabeth Broderick. The Review began in 2011 when it first examined the treatment of women in the Australian Defence Force Academy. Since then, four reports have been released, including an audit into the implementation by the ADF of the recommendations contained in the reports of the Review. The Review has led to widespread reform across Australia's military and the reports of the Review have been referred to extensively in overseas countries. As a result of the Sex Discrimination Commissioner's work with the ADF, she was asked to lead a collaborative project with the military on cultural reform. This project focused on gender aspects as well as issues of race and sexual orientation.

The Australian Defence Force



The Australian Defence Force's primary focus is to protect and advance Australia's strategic interests by providing military forces and supporting those forces in the defence of Australia and its strategic interests. The ADF consists of the three Services, Navy, Army and the Air Force (including Reserves), and is commanded by the Chief of the Defence Force (CDF). The ADF operated with a budget of around \$29 billion in 2014-2015, representing 1.8% of Australia's GDP.

The Navy provides maritime forces that contribute to the ADF's capacity to defend Australia, contribute to regional security, support Australia's global interests, shape the strategic environment, and protect our national

interests. This is achieved by providing maritime patrol and response; interdiction and strategic strike; protection of shipping and trade and off-shore territories and resources; maritime intelligence collection and evaluation; hydrographic and oceanographic operations; and escort duties. As well as conducting training to meet its key roles, peacetime activities include maritime surveillance and response within Australia's offshore maritime zones; hydrographic, oceanographic and meteorological support operations; humanitarian assistance; and maritime search and rescue.

The Army contributes to the achievement of the Government's Defence objectives through the provision of capabilities for land and special operations. The Army also provided forces for peacetime national tasks, including forces with a capability to enhance the national domestic security response to terrorist, chemical, biological, radiological or explosive incidents. The Army provided capabilities that centred on Special Forces, combined arms operations, army aviation, combat and logistic support. The Army also provided significant contributions to disaster relief operations through Defence Aid to the Civil Community tasks.

The Air Force mission includes providing immediate and responsive military options through the key air power roles of control of the air including: precision strike; intelligence, surveillance and reconnaissance; and air mobility enabled by combat and operational support.

