NATO GUIDELINES
FOR GENDER MAINSTREAMING IN
CONVENTIONAL ARMS CONTROL

Contents

1 Abbreviations

AC	Arms Control
ACCS	Arms Control and Coordination Section (NATO)
ATT	Arms Trade Treaty
CSO	Civil Society Organization
EAPC	Euro-Atlantic Partnership Council (NATO)
IATG	International Ammunition Technical Guidelines
IMAS	International Mine Action Standards
ISACS	International Small Arms Control Standards
MA	Mine Action
M&E	Monitoring and Evaluation
NGO	Non-governmental Organization
OSCE	Organization for Security and Co-operation in Europe
PASP	Political Affairs and Security Policy Division (NATO)
SALW	Small Arms and Light Weapons
UN	United Nations
UN CASA	United Nations Coordinating Action on Small Arms
UNGA	United Nations General Assembly
UNODA	United Nations Office for Disarmament Affairs
UNSCR 1325	United Nations Security Council Resolution 1325 on Women, Peace and Security
UNSCR	United Nations Security Council Resolution
WPS	Women, Peace and Security

2 Reference documents

The following reference documents provided support for the establishment of these guidelines:

1. United Nations Security Council Resolution 1325, Women and peace and security, (31 October 2000), undocs.org/S/RES/1325.

2. United Nations Security Council Resolution 1820, Use of sexual violence as a tool of war, (19 June 2008), available from undocs.org/S/RES/1820.

3. United Nations Security Council Resolution 1888, Protection of women, girls from sexual violence in armed conflict, (30 September 2009), available from undocs.org/S/RES/1888.

4. United Nations Security Council Resolution 1889, Strengthening the participation of women at all stages of peace processes, (5 October 2009), available from undocs.org/S/RES/1889.

5. United Nations Security Council Resolution 2242, Improve Implementation of Landmark Text on Women, Peace, Security Agenda, (13 October 2015), available from undocs.org/S/RES/2242.

6. General Assembly Resolution 69/61, Women, disarmament, non-proliferation and arms control, (2 December 2014), available from undocs.org/A/RES/69/61.

7. General Assembly Resolution 71/56, Women, disarmament, non-proliferation and arms control, (5 December 2016) available from undocs.org/A/RES/71/56.

8. The Arms Trade Treaty, 5 December 2013 (entered into force on 24 December 2014).

9. United Nations Office for Disarmament Affairs, Fact Sheet on Gender Perspectives on Disarmament and Arms Control, January 2017.

10. NATO Women, Peace and Security, Action Plan for the Implementation of the NATO/EAPC Policy on Women, Peace and Security, June 2016.

3 Introduction

Arms Control is an area that has not received a great amount of attention regarding gender mainstreaming. It is an activity that is traditionally male-dominated, and needs attention with regard to gender aspects, in line with NATO's Action Plan for the Implementation of the NATO/EAPC Policy on Women, Peace and Security commitments.

One of the main aspects of arms control is that it tends to be based on a deep knowledge of military force structure and defense-oriented processes. As a consequence of the "traditional" male-orientation of armed forces, women have been underrepresented in arms control policy and implementation processes. However, the increasing number of women serving in defense and security sector would enable a more systematic participation of women in arms control.

Broad participation of women and the integration of gender perspective in arms control activities, including decision-making and planning, may contribute contributes to their overall effectiveness.

4 Scope of the guidelines

These guidelines are designed as a practical tool for mainstreaming gender perspectives in arms control activities performed in the NATO context, in line with NATO's Action Plan for the Implementation of the NATO/EAPC Policy on Women, Peace and Security.

It must be noted that, as opposed to other activities such as mine action or small arms and light weapons, arms control is not a gender-sensitive activity per se. Therefore, mainstreaming gender may not affect the overall substance or effectiveness of arms control activities. However, better integration of gender consideration may have exemplary value and indicates strong commitment in complying with gender policies.

These guidelines are not binding and have only advisory value. They are designed to be compatible with existing international guidance and best practices. Should they conflict with national practices or regulations, nations can decide on which should prevail.

Interaction with non-NATO entities will be in accordance with NATO's Comprehensive Approach Action Plan.[1]

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1   C-M(2008)0029-COR1, PO(2010)0143 FINAL and PO(2011)0045.

5 Guiding principles

The guiding principles for mainstreaming a gender perspective in arms control include the following key elements:

- Policy design and formulation aiming at mainstreaming gender perspective should be based on sex-disaggregated data.

- Necessity of a long-term commitment to encourage and promote women's presence participation and leadership as well as the integration of gender perspective in arms control.

- Despite the low gender-sensitivity of arms control activities, access to leadership and command functions should be taken into consideration and proper training should be provided to all staff in order to avoid basing behavior on gender stereotypes and wrong assumptions.

6 Arms control activities

The present guidelines address issues pertaining to NATO's work in the three main domains of arms control:

•   Policy formulation and leadership

•   Verification and monitoring

•   Training and education

The recommendations included in the guidelines reflect best practices and practical examples in specific contexts and may not be directly applicable in all situations or environments. The guidelines should always be adapted to the local context.

6.1 Policy formulation and leadership

6.1.1 Objective

To include capabilities and resources at policy design and formulation level for mainstreaming gender perspectives in conventional arms control activities.

6.1.2 Activity specific considerations for gender mainstreaming

•   Women should be given the same level of training than men that would allow them to take part in policy design and formulation.

•   Women should be able to access the same level of seniority or leadership position as men, in order to conduct arms control activities.

Checklist

❏ Use the lessons learnt from past activities to design and adjust policy and guidance

❏ Ensure gender analysis of arms control programs is conducted and the different impacts on women and men are identified

❏ Identify and address specific obstacles to inclusion of women in policy formulation and negotiation processes

❏ Develop and implement policies to proactively target qualified female candidates to apply for military education and training

6.2 Verification and monitoring

Verification in arms control is the process of determining whether a nation is complying with the terms of an arms control agreement. This involves the release of information and data by the signatories, and the ability of other signatories to verify released information.

Monitoring is about collecting data on the forces and activities of another country, and involves on-site inspections and/or the use of sensors, for the purpose of verification.

6.2.1 Objective

The objective of verification and monitoring is to verify effective compliance of other parties with a treaty or agreement, or to detect violations, in order to build confidence in the viability of the treaty.

6.2.2 Activity specific considerations for gender mainstreaming

• 	Verification activities performed by women should not be affected by the local perception or status of women.

• 	Division of labor within verification teams and their composition should not be gender biased, i.e. roles are not being assigned according to gender stereotypes, but should follow expertise and experience.

Checklist

❏ Ensure that employment opportunities and positions at verification centers are open and available to both women and men

❏ Bring together verification teams composed of men and women, based on the local context and characteristics

❏ Make sure that job advertisements clearly identify all aspects of the job that might affect women and men differently, such as travel requirements, lodging and childcare

❏ Wherever possible encourage the employment of women verification team members

❏ Make sure that needs of both women and men are taken into consideration when it comes to the working environment (e.g. having regular one-to-one sessions with individual team members)

❏ Make sure that all individuals, regardless of age and gender, enjoy the same level of access to and benefit from verification activities (e.g., training and employment).

6.3 Training and education

6.3.1 Objective

To provide monitoring and verification personnel with the necessary knowledge to fulfil its tasks both as inspecting personnel and as host nation officer.

6.3.2 Activity specific considerations for gender mainstreaming

•   Training should also take into consideration the host nation posture and ensure that inspecting female officers enjoy the same respect than their male counterparts, in particular in critical situations.

•   When training personnel, additional training modules might be considered to make sure that women, who may not have been exposed to previous military operational activities, can fulfil the same tasks as their male colleagues.

Checklist

❏ Make sure that females joining verification and monitoring teams have the same level of training as males

❏ Make sure that personnel of the inspected party have the proper training and education to deal with female verification team members

❏ Arrange meeting times and locations to ensure the participation of both women and men

❏ Collect experiences and lessons learnt from organizations and groups representing both women and men

❏ Train verification teams in gender-related aspects, and recommend best practices and lessons learned in gathering data from both women and men

❏ Disaggregate collected data by sex and age

6.4 Arms trade

In view of implementing the Article VII of the ATT, prior to authorizing the export of arms covered under Article 2 (1) or of the items covered under Article 3 or Article 4, nations would make an assessment, which would take into account the risk of conventional arms to be used to commit or facilitate serious acts of gender-based violence or serious acts of violence against women and children.

7 Concluding Remarks

NATO's Gender Mainstreaming Guidelines in Conventional Arms Control will be field-tested with a view to implementing the action plan and agenda of the Secretary General. The practical application of the guidelines will be assessed during consultations with implementing partners over a period of one year to ensure that the goals are being met or take corrective action as necessary.

NATO welcomes any comments, suggestions, recommendations, or questions you may have with regard to these guidelines.

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8 Glossary

Ammunition include "the complete round or its components, including cartridge cases, primers, propellant powder, bullets or projectiles, that are used in small arms or light weapons." (UN CASA, ISACS 01.20:2016(E)V1.3)

Civil society is defined as the "associations of citizens (outside their families, friends and businesses) entered into voluntarily to advance their interests, ideas and ideologies. This term does not include profit-making activity (the private sector) or governing (the public sector)." (UN CASA, ISACS 01.20:2016(E)V1.3)

Conflict-related sexual and gender-based violence (CR-SGBV) is defined as "Any sexual and/or gender-based violence against an individual or group of individuals, used or commissioned in relation to a crisis or an armed conflict" (NATO Military Guidelines on the prevention of, and response to CR-SGBV, MCM-009-2015, Paragraph 9)

Demilitarization refers to "the complete range of processes that render weapons, ammunition and explosives unfit for their originally intended purpose. Demilitarization not only involves the final destruction process but also includes all of the other transport, storage, accounting and pre-processing operations that are equally as critical to achieving the final result." (UNODA, IATG 10.10.:2015, pg. 1)

Destruction is defined as "rendering permanently inoperable small arms, light weapons, their parts, components or ammunition." (UNCASA, ISACS 01.20:2016(E)V1.3)

Destruction refers "to the process of final conversion of weapons, ammunition, explosives into an inert state so that it can no longer function as designed. […] Techniques available range from the relatively simple open burning and open detonation (OBOD) techniques to highly sophisticated industrial (demilitarization) processes)." (UNODA, IATG 10.10)

Explosive ordnance (EO) are "all munitions containing explosives, nuclear fission or fusion materials and biological and chemical agents. This includes bombs and warheads; guided and ballistic missiles; artillery, mortar, rocket and small arms ammunition; all mines, torpedoes and depth charges; pyrotechnics;

clusters and dispensers; cartridge and propellant actuated devices; electro-explosive devices; clandestine and improvised explosive devices; and all similar or related items or components explosive in nature." (IMAS, pg. 14)

Gender refers to "the social attributes associated with being male and female learned through socialization and determines a person's position and value in a given context. This means also the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. Notably, gender does not equate to woman." (NATO, BI-SC Directive 40-1, 2012)

Gender analysis is defined as "the systematic gathering and examination of information on gender differences and social relations in order to identify and understand inequities based on gender". (NATO, BI-SC Directive 40-1, 2012) It could also be understood as "methods used to understand the relationship between men and women in the context of the society. For example, military planning activities should assess the different security concerns of women and men, girls and boys in the area of operation or take account of power relations in the community to ensure women and men have equal access to assistance where the military is engaged in supporting humanitarian assistance. Other examples would include understanding how customary conflict-resolution mechanisms affect women and men differently and how their social status may change as a result of war." (UN, Addressing Conflict-Related Sexual Violence, 2010, pg. 5)

Gender balance: "NATO-led operations can be more effective with enhanced women's participation at all levels. The experiences and skills of both men and women are essential to the success of NATO operations. Today's conflicts often require a Comprehensive Approach in terms of more tactful public relations, better and more extensive situational awareness, information operations, information gathering and intelligence production. Women in NATO-led forces can be an asset and an enabler, especially in activities of engagement with the local population. NATO-led operations will deploy the capacity and capability to engage with the entire population, men and women, girls and boys. It is optimal to have both a gender balanced force, and gender balanced teams. Gender engagement activities include, but are not limited to: CIMIC, HUMINT, information operations, psychological operations, investigations, medical services and public affairs." (NATO, BI-SC Directive 40-1, 2012, Chapter 3.3)

Gender-based violence (GBV) is "violence that is directed against individuals or groups of individuals on the basis of their gender or sex. It includes acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty. While women, men and boys and girls can be victims of gender-based violence, women, and girls are the main victims." (UN Department of Peacekeeping Operations, Policy for Gender Equality in UN Peacekeeping Operations 2010, pg. 9)

Gender equality refers to "the equal rights, responsibilities and opportunities for women and men, and girls and boys. Equality does not mean that women and men will become the same, but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born female or male." (NATO, BI-SC Directive 40-1, 2012)

Gender mainstreaming is defined as a "strategy to achieve gender equality by assessing the implications for women and men of any planned action, including legislation, policies and programs in all areas and at all levels, in order to assure that the concerns and experiences of women and men are taken into account in the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres. This will lead to that women and men benefit equally and inequality is not perpetuated. Gender mainstreaming in this context represents the process to recognize and incorporate the role gender plays in relation to NATO's various operational missions. Gender mainstreaming does not focus solely on women, but the benefits of mainstreaming practices recognize their disadvantaged position in various communities." (NATO, BI-SC Directive 40-1, 2012)

The term **'gender perspective'** is a way of seeing or analyzing which looks at the impact of gender on people's opportunities, social roles and interactions. (UN Women, Gender Equality Glossary)

Integration of gender perspective is a "way of assessing gender-based differences of women and men reflected in their social roles and interactions, in the distribution of power and the access to resources. In ACO and ACT activities it is used synonymously with implementing the requests of UNSCR 1325, related resolutions, as well as directives emanating from NATO. The aim of which is to take into consideration the particular situation and needs for men and women, as well as how the activities of NATO have different effects on them. More fundamentally, implementing a gender perspective is done by adapting action following a "gender analysis"." (NATO, BI-SC Directive 40-1, 2012)

Sex "refers to the biological and physiological characteristics that define males and females. The terms 'male' and 'female' are sex categories, while the terms 'masculine' and 'feminine' are gender categories." (UNCASA, ISACS 01.20:2016(E)V1.3)

Sex-disaggregated data is "data that is cross-classified by sex, presenting information separately for men and women, boys and girls. Sex-disaggregated data reflect roles, real situations, general conditions of women and men, girls and boys in every aspect of society. For instance, the literacy rate, education levels, business ownership, employment, wage differences, dependents, house and land ownership, loans and credit, debts, etc. When data is not disaggregated by sex, it is more difficult to identify real and potential inequalities. Sex-disaggregated data is necessary for effective gender analysis." (UN Women, Gender equality glossary)

Sexual violence is "when the perpetrator commits an act of a sexual nature against one or more persons or cause such person or persons to engage in an act of sexual nature by force, or by threat of force or coercion, such as that caused by fear of violence, duress, detention, psychological oppression or abuse of power, against such person or persons or another person, or by taking advantage of a coercive environment or such person's or persons' incapacity to give genuine consent." (NATO, BI-SC Directive 40-1, 2012)

Stockpile is "a large accumulated stock of small arms and/or light weapons, including their parts, components and ammunition" (UNCASA, ISACS 01.20:2016(E)V1.3)

Stockpile management refers to "procedures and activities designed to ensure the safe and secure accounting, storage, transportation and handling of small arms and/or light weapons, including their parts, components and ammunition." (UNCASA, ISACS 01.20:2016(E)V1.3)

Unexploded Ordnance (UXO) is defined as "explosive ordnances that has been primed, fuzed, armed or otherwise prepared for use or used. It may have been fired, dropped, launched or projected yet remains unexploded either through malfunction or design or for any other reason." (IMAS, pg. 39)

Violence against women is defined by the UN General Assembly in the 1993 Declaration on the Elimination of Violence Against Women as "any act of gender-based violence that results in, or is likely to result in physical, sexual

or psychological harm or suffering to women, including threats of such acts, coercion, or arbitrary deprivation of liberty, whether occurring in public or in private. Violence against women shall be understood to encompass, but not be limited to, the following:

(a) Physical, sexual, and psychological violence occurring in the family, including battering, sexual abuse of female children in the household, dowry-related violence, marital rape, female genital mutilation, and other traditional practices harmful to women, non-spousal violence, and violence related to exploitation;

(b) Physical, sexual and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment, and intimidation at work, in educational institutions and elsewhere, trafficking in women, and forced prostitution; and

(c) Physical, sexual, and psychological violence perpetrated or condoned by the State, wherever it occurs." (UNGA, A/RES/48/104, Art. 1)

9 Additional Reading Material

1. Kytömäki,Elli, *The Arms Trade Treaty and Human Security: Cross-cutting Benefits of Accession and Implementation*, Chatham House, January 2015

2. Organization for Security and Co-operation in Europe, *Combating Violence against Women in the OSCE Region*. December 2016

3. Small Arms Survey, Women and Gun Ownership. Research Note Armed Actors No. 45,. September 2014

4. UN Office For Disarmament Affairs - Regional Disarmament Branch, *Mainstreaming gender for the effective implementation of the UN PoA*, Update of the 2006 CASA Guidelines, 14-18 June 2010

5. Women's International League for Peace and Freedom, *Gender-based violence and the Arms Trade Treaty*, 2015

6. Women's International League for Peace and Freedom, *Preventing Gender-based Violence through Arms Control – Tools and Guidelines to Implement the ATT and the UN PoA*, 2016

7. Women's International League for Peace and Freedom, *Women and Explosive Weapons*, 2014