



STO TECHNICAL REPORT

TR-HFM-307

Integrating Gender and Cultural Perspectives in Professional Military Education Programs

(Intégration des dimensions de genre et perspectives culturelles
dans les programmes d'éducation militaire professionnelle)

This technical report documents the findings
of HFM Research Task Group 307.



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Editors:

Alan Okros, Vanessa Brown and Victoria Signal-Tait

The NATO Science and Technology Organization

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- HFM Human Factors and Medicine Panel
- IST Information Systems Technology Panel
- NMSG NATO Modelling and Simulation Group
- SAS System Analysis and Studies Panel
- SCI Systems Concepts and Integration Panel
- SET Sensors and Electronics Technology Panel

These Panels and Group are the power-house of the collaborative model and are made up of national representatives as well as recognised world-class scientists, engineers and information specialists. In addition to providing critical technical oversight, they also provide a communication link to military users and other NATO bodies.

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List of Acronyms

ACO	Allied Command Operations
AJP	(NATO) Allied Joint Publication
AU	African Union
BI	Building Integrity
Bi-SCD	Bi-Strategic Command Directive
CAAC	Children and Armed Conflict
CCT	Cross-Cutting Topic
CEDAW	Convention on the Elimination of Discrimination Against Women
CHOD	Chief/Heads of Defence
CIMIC	Civil-Military Cooperation
CPP	Cultural Property Protection
CRSV	Conflict-Related Sexual Violence
CSO	Civil Society Organization
CWINF	Committee on Women in NATO Forces
DCAF	Geneva Centre for the Democratic Control of Armed Forces
DDR	Disarmament Demobilization and Reintegration
DOK	Depth of Knowledge
EDI	Equity, Diversity and Inclusion
EDII	Equity, Diversity, Inclusion and Indigeneity
ERGOMAS	European Research Group on the Military and Society
ET	Exploratory Team
EU	European Union
GBA Plus	Gender Based Analysis Plus
GENAD	Gender Advisor
GFP	Gender Focal Point
HADR	Humanitarian Assistance and Disaster Response
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
HT	Human Trafficking
IHL	International Humanitarian Law
IHRL	International Human Rights Law
IMS	International Military Staff
IUS	Inter-University Seminar on the Armed Forces and Society
JSP	Joint Service Publication
KSAO	Knowledge, Skills, Abilities or Other attributes
METT-TC	Mission, Enemy, Terrain, Troops available, Time and Civilian considerations
MFA	Ministry of Foreign Affairs
MOD	Ministry of Defence

NAP	National Action Plan
NATO	North Atlantic Treaty Organization
NCGM	Nordic Center for Gender in Military Operations
NCGP	NATO Committee on Gender Perspective
NGO	Non-Governmental Organization
OF	(NATO) Officer
OR	(NATO) Other Ranks
OSCE	Organization for Security and Co-operation in Europe
PCVE	Preventing and Countering Violent Extremism
PfP	Partners for Peace Consortium
PME	Professional Military Education
POC	Protection of Civilians
PsyOps	Psychological Operations
RTG	Research Task Group
SAT	Systems Approach to Training
SDG	Sustainable Development Goal
SEA	Sexual Exploitation and Abuse
SFA	Security Force Assistance
SGBV	Sexual and Gender Based Violence
SGSR	Secretary General Special Representative
SME	Subject Matter Expert
SOP	Standard Operating Procedure
STEMM	Science, Technology, Engineering, Mathematics and Management
STO	(NATO) Science & Technology Organization
UN	United Nations
UNSCR	United Nations Security Council Resolution
WPS	Women, Peace and Security

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Integrating Gender and Cultural Perspectives in Professional Military Education Programs

(STO-TR-HFM-307)

Executive Summary

The NATO Alliance and member nations are devoting increased attention to gender in the military context with the intent to integrate gender perspective throughout the three core tasks of the Alliance. Significant advancements have been made in establishing and enabling Gender Advisors and Gender Focal Points (GENADs and GFPs) as expert staff however it was recognized that NATO will not achieve objectives to integrate gender perspectives unless the generalist staff working with GENADs/GFPs possess some level of required knowledge.

Based on a range of directives informing the learning objectives of national professional military education (PME), it was identified that there was a benefit in conducting international, comparative analyses to broadly consider the acquisition of requisite capacities needed for senior officers to be able to effectively apply gender and cultural perspectives across a range of command and staff functions. Of importance for the work conducted under this RTG, it is the norm that the learning in these PME programs to be taught at the graduate level with many offering opportunities for students to earn a graduate degree.

The aim of this RTG is to provide those responsible for the national PME delivered for senior officers with analyses and recommendations to strengthen curricula that seeks to develop the competencies needed to apply gender and cultural perspectives. This research is in direct support of NATO Bi-SCD 40-1 objectives with implications for enhancing interoperability and the effectiveness of NATO-led missions as well as supporting relevant national-level objectives. Further, this work will address several key gaps in the professional literature including in understanding national differences in achieving UN and NATO objectives and in the academic literature by addressing pedagogy with military learners. It should be noted that, while NATO common learning requirements and associated activities were considered to inform RTG work, the analyses conducted did not assess NATO common learning nor were assessments made of the degree to which national PME met NATO requirements.

Chapter 2 of this report examined the military requirements arising from the Women, Peace and Security (WPS) Agenda and application of gender perspectives. The general conclusion reached is that NATO intends for these considerations to be applied broadly and deeply: utilized across all aspects of military activities including the full spectrum of operations and employed across all aspects of internal functioning and all institutional structures. The primary implication from this portion of the analyses is that related military learning should be approached in a holistic and integrative manner with care to avoid compartmentalizing presentation of key material to only relevant to specific, narrow domains and, in particular, as of little if any relevance to either warfighting or core institutional processes which serve to (re)produce the military as a highly gendered organization.

Chapter 3 situated the NATO BI-SC 40-1 direction in the broader context of cross cutting themes; NATO direction regarding gender analysis and the gender perspective; the role of Gender Advisors as specialist staff with increased gender knowledge; and a brief assessment of the national direction related to WPS and gender knowledge under the framework of regulative (what the military must do); instrumental (what the military

should do) and normative (what the military ought to do). The main learning requirements identified led to a layered framework shifting from assumed factual knowledge to deeper subjective understanding and enhanced self-insight.

Chapter 4 then presented the issues of the pedagogy inherent in curriculum identifying the key requirement for the faculty who design and deliver senior officer PME to integrate gender perspectives learning objectives and, as relevant, training materials into their overall PME curriculum. Given the cloistered nature of the profession of arms and many PME Centers, observations were presented for both faculty and students to be enabled to confront their own biases, potentially ethnocentric worldviews, incorrect assumptions, and perceived threats to identity when exposed to critical perspectives, including gender, culture, feminist, and anti-colonial ones. Noting that experience with critical frameworks including gender perspectives can result in ‘unsettling’ self-insights, it was concluded that a nuanced pedagogic approach is required.

Chapter 5 integrated the analyses, observations and implications presented in the previous chapters to provide recommendations for the inclusion of culturally-informed gender knowledge in senior officer PME. The first section provided a non-exhaustive summary of key topics that might be included in the curriculum. The second used the NATO Generic Officer Curriculum for the Intermediate level (Command and Staff Course equivalents) to indicate where specific types of gender learning could be incorporated. The overall intent was to enable nations to use these recommendations to compare to their own PME curriculum for insights as to where and how their courses might be augmented in order to achieve NATO objectives in this domain.

Intégration des dimensions de genre et perspectives culturelles dans les programmes d'éducation militaire professionnelle

(STO-TR-HFM-307)

Synthèse

L'Alliance et les pays membres de l'OTAN accordent une attention accrue à la question de l'égalité des sexes dans le contexte militaire, avec l'intention d'intégrer la dimension de genre dans les trois tâches essentielles de l'Alliance. Des progrès importants ont été réalisés dans la mise en place et l'habilitation de les conseillers et conseillères pour les questions de genre et de points focaux pour les questions de genre (GENAD et GFP) en tant que personnel spécialisé, mais il a été reconnu que l'OTAN n'atteindra pas ses objectifs d'intégration de la dimension de genre si le personnel généraliste travaillant avec les GENAD/GFP ne possède pas un certain niveau de connaissances requises.

Sur la base d'une série de directives informant les objectifs d'apprentissage de la l'éducation militaire professionnelle (EMP) nationale, il a été identifié qu'il y avait un avantage à mener des analyses comparatives internationales afin de considérer largement l'acquisition des capacités requises pour les officiers supérieurs afin qu'ils soient en mesure d'appliquer efficacement les perspectives de genre et culturelles dans une série de fonctions de commandement et d'état-major. Il est important pour le travail effectué dans le cadre de ce RTG que l'apprentissage dans ces programmes de EMP soit enseigné au niveau du troisième cycle et que beaucoup d'entre eux offrent la possibilité aux étudiants d'obtenir un diplôme de troisième cycle.

L'objectif de ce RTG est de fournir aux responsables des EMP nationales dispensées aux officiers supérieurs des analyses et des recommandations pour renforcer les programmes d'études visant à développer les compétences nécessaires à l'application des perspectives de genre et de culture. Cette recherche s'inscrit directement dans le cadre des objectifs du Bi-SCD 40-1 de l'OTAN et a des répercussions sur le renforcement de l'interopérabilité et de l'efficacité des missions dirigées par l'OTAN, ainsi que sur les objectifs pertinents au niveau national. En outre, ces travaux permettront de combler plusieurs lacunes importantes dans la littérature professionnelle, notamment en ce qui concerne la compréhension des différences nationales dans la réalisation des objectifs de l'ONU et de l'OTAN, et dans la littérature universitaire en abordant la pédagogie avec des apprenants militaires. Il convient de noter que, si les exigences de l'OTAN en matière d'apprentissage commun et les activités associées ont été prises en compte pour éclairer les travaux du RTG, les analyses réalisées n'ont pas évalué l'apprentissage commun de l'OTAN et n'ont pas non plus permis de déterminer dans quelle mesure les PME nationales répondaient aux exigences de l'OTAN.

Le chapitre 2 du présent rapport a examiné les exigences militaires découlant du programme « femmes, paix et sécurité » (FPS) et l'application des perspectives de genre. La conclusion générale qui s'en dégage est que l'OTAN entend que ces considérations soient appliquées de manière large et approfondie : elles sont utilisées dans tous les aspects des activités militaires, y compris dans tout le spectre des opérations, et dans tous les aspects du fonctionnement interne et de toutes les structures institutionnelles. La principale implication de cette partie des analyses est que l'apprentissage militaire connexe doit être abordé de manière holistique

et intégrative, en évitant de compartimenter la présentation du matériel clé, en considérant qu'il n'est pertinent que pour des domaines spécifiques et étroits et, en particulier, qu'il n'a que peu ou pas d'intérêt pour la conduite de la guerre ou les processus institutionnels fondamentaux qui servent à (re)produire l'armée en tant qu'organisation hautement sexuée

Le chapitre 3 situe l'orientation de la BI-SC 40-1 de l'OTAN dans le contexte plus large des thèmes transversaux ; l'orientation de l'OTAN concernant l'analyse de genre et la perspective de genre ; le rôle des conseillers en matière de genre en tant que personnel spécialisé ayant des connaissances accrues sur le genre ; et une brève évaluation de l'orientation nationale liée à la FPS et aux connaissances sur le genre dans le cadre de la réglementation (ce que les militaires doivent faire) ; de l'instrumentation (ce que les militaires devraient faire) et de la normalisation (ce que les militaires devraient faire). Les principaux besoins d'apprentissage identifiés ont conduit à un cadre à plusieurs niveaux, passant d'une connaissance factuelle présumée à une compréhension subjective plus profonde et à une meilleure connaissance de soi.

Le chapitre 4 présente ensuite les questions relatives à la pédagogie inhérente au programme d'études, en soulignant la nécessité pour les professeurs qui conçoivent et dispensent la formation des officiers supérieurs d'intégrer les objectifs d'apprentissage relatifs aux perspectives de genre et, le cas échéant, les supports de formation dans l'ensemble de leur programme de formation. Étant donné la nature cloîtrée de la profession des armes et de nombreux centres de formation professionnelle, des observations ont été faites pour que les professeurs et les étudiants soient en mesure de confronter leurs propres préjugés, leurs visions du monde potentiellement ethnocentriques, leurs hypothèses incorrectes et les menaces perçues pour l'identité lorsqu'ils sont exposés à des perspectives critiques, y compris celles liées au genre, à la culture, au féminisme, et à l'anticolonialisme. Notant que l'expérience des cadres critiques, y compris les perspectives de genre, peut donner lieu à des prises de conscience "troublantes", il a été conclu qu'une approche pédagogique nuancée est nécessaire.

Le chapitre 5 a intégré les analyses, observations et implications présentées dans les chapitres précédents afin de fournir des recommandations pour l'inclusion de connaissances sur le genre culturellement informées dans le programme d'études des officiers supérieurs. La première section présentait un résumé non exhaustif des principaux sujets qui pourraient être inclus dans le programme d'études. La seconde utilisait le programme de référence générique des officiers de l'OTAN pour le niveau intermédiaire (équivalents du cours de commandement et d'état-major) pour indiquer où des types spécifiques d'apprentissage sur le genre pourraient être incorporés. L'objectif général était de permettre aux pays d'utiliser ces recommandations pour les comparer à leur propre programme d'études en matière de EMP afin de déterminer où et comment leurs cours pourraient être améliorés pour atteindre les objectifs de l'OTAN dans ce domaine.

Chapter 1 – INTRODUCTION

1.1 CONTEXT

The NATO alliance and member nations are devoting increased attention to gender in the military context. The primary NATO references for this are: Bi-Strategic Command Directive 040-001 dated 20 October 2021 (Bi-SCD 40-1), NATO/EAPC Women, Peace and Security Policy and Action Plan 2018 (NATO WPS Action Plan) and recommendations from the annual meetings of the NATO Committee on Gender Perspective (NCGP). These references are primarily focused on the implementation of a series of United Nations Security Council Resolutions (UNSCRs) comprising the Women, Peace and Security Agenda (WPS Agenda). As currently articulated in Bi-SCD 40-1, the primary implication is the tasking that “NATO and its Allies and partner nations are committed to integrate gender perspective throughout the three core tasks of the Alliance (collective defence, crisis management and cooperative security) and consider it essential to ensure an agile, resilient and responsive NATO” (Bi-SCD 40-1 para 1-3, c).

There are, however, a number of key references generated at the national level that serve to provide additional direction within member states. In many cases, these arise from the WPS National Action Plans (WPS NAPs) developed by each country as well as other relevant legislation, defence planning direction or military doctrine. The net result is that there are a number of different directives and a range of topic areas that broadly fall under the domain of addressing gender in the military context. Based on national analyses and reviews, resultant activities can include updates to policy and/or doctrine; amendment of programs, processes, and/or procedures including the conduct of military operations; revisions to formal learning (education and/or training); and changes in mission-specific preparation (pre-deployment training, exercises, etc.).

As a result of discussions during 2015 to 2017 involving the individuals then in the roles of: NATO Secretary General Special Representative (SGSR) for WPS, NCGP Chair and IMS Gender Advisor (GENAD) as well as various NCGP national delegates and attendees, it was recognized that the objectives articulated in Bi-SCD 40-1 required actions at the national level and, importantly, that “the primary responsibility for the implementation of the WPS Agenda rests with nations” (NATO WPS Action Plan p. 10). In particular, issues were identified around ensuring that all military members engaged on NATO missions possess a sufficient understanding of the objectives and, in particular, develop the competencies required to effectively apply gender perspectives when conducting military activities. Research indicates that enhancing gender awareness amongst NATO forces is essential to ensuring effective engagement in future operations, and upholding NATO’s 3 I¹ approach to gender equality (Lackenbauer and Langlais, 2013). In this context, the Action Plan includes the tasking to: “provide advice and recommendations to Nations, if requested, on the development of appropriate education and training programmes, and tools on gender perspectives/WPS principles, and to advise on methods to integrate gender perspectives in exercises and programmes” (NATO WPS Action Plan, p. 20). As subsequently confirmed during consultations amongst the faculty at several national Professional Military Education (PME) centers, a number of challenges were identified in the specification of learning outcomes and the design, delivery and assessment of learning activities to achieve NATO and national military education objectives. These exchanges gave particular emphasis to the national level PME delivered for mid and senior level officers (typically those at NATO OF 3 to OF 5) who attend Command and Staff and War or Defence College programs.

Based on the range of directives informing the learning objectives of national PME, it was identified that there was a benefit in conducting international, comparative analyses to broadly consider the acquisition of requisite capacities needed for senior officers to be able to effectively apply gender and cultural perspectives across a

¹ See para 2.2.3.1, p. 10 for a brief description of NATO’s Integration, Inclusiveness, and Integrity.

range of command and staff functions. Of importance for the work conducted under this RTG, it is the norm that the learning in these PME programs to be taught at the graduate level with many offering opportunities for students to earn a graduate degree.

Drawing on this initial identification of a potential research issues, an Exploratory Team (HFM-161-ET) was established in 2017 leading to the NATO Science and Technology Organization (STO) Human Factors and Medicine (HFM) panel approving a Research Task Group (RTG 307) to conduct analyses to examine the issues related to integrating gender and cultural perspectives in senior officer PME. As part of scoping the work to be conducted, it was recognized that there is important information presented in the 2016 volume “Teaching Gender in the Military” produced by the Geneva Centre for the Democratic Control of Armed Forces (DCAF) for the Partnership for Peace Consortium of Defence Academies and Security Studies Institutes (PfP Consortium). This report may be read as an extension of the DCAF book.

1.2 OBJECTIVES

1.2.1 Aim

The aim of this RTG is to provide those responsible for the national PME delivered for senior officers with analyses and recommendations to strengthen curricula that seeks to develop the competencies needed to apply gender and cultural perspectives. This research is in direct support of NATO Bi-SCD 40-1 objectives with implications for enhancing interoperability and the effectiveness of NATO-led missions as well as supporting relevant national-level objectives. Further, this work will address several key gaps in the professional literature including in understanding national differences in achieving UN and NATO objectives and in the academic literature by addressing pedagogy with military learners. It should be noted that, while NATO common learning requirements and associated activities were considered to inform RTG work, the analyses conducted did not assess NATO common learning nor were assessments made of the degree to which national PME met NATO requirements.

1.2.2 Initial and Updated Objectives

The initial objectives for the planned RTG work were focused specifically on PME learning however, during subsequent analyses, it was recognized that additional issues also needed to be assessed. It was, therefore, necessary to conduct integrative research to examine:

- a) The differing national-level directives and foci for PME to understand how and why the application of common UN and NATO policies results in significantly different curricula;
- b) As an extension, consideration of how the different ways in which nations may choose to employ their armed forces can influence the focus and relative prioritization of PME learning activities;
- c) The pedagogy applied in graduate level learning in the behavioral sciences specifically related to developing gender and cultural perspectives in the senior officer cohort;
- d) The techniques which may be applied when delivering learning which challenges taken-for-granted assumptions; implicit biases or associations; socially-constructed identities, beliefs, expectations and stereotypes; and professional identities and practical theories which senior leaders have developed over many years of service; and
- e) Best practices in the design, delivery and assessment of complex or transformative learning in senior officer PME.

1.2.3 Topics

Topics addressed included but were not limited to:

- a) Assessment of the role of NATO, UN and national policies/doctrine in defining the learning requirements for gender and cultural perspectives with consideration of the rationale for national differences;
- b) Collation and comparison of the curricula being used at various PME centers to address the development of respective gender and cultural perspectives;
- c) Consideration of the differences in the expertise to be developed for generalist staff officers applying gender perspectives in the context of operational planning versus the development of internal policies and programs;
- d) Examination of pedagogical theories and approaches in facilitating adult learning for experienced practitioners as well as conceptual differences across disciplines in understanding gender and culture to identify optimum curriculum design, delivery and assessment; and
- e) Assessment of the factors to be considered when integrating gender and cultural perspectives in a holistic manner in order to achieve the overall learning objectives of senior officer PME.

1.3 METHODOLOGY

1.3.1 Overview

In contrast to the majority of RTG research, the analyses conducted were qualitative not quantitative. In particular, we applied an expert systems approach to draw on the views and experiences of those actively engaged in either articulating military objectives for the WPS Agenda (writ large) and/or in the design, delivery and assessment of PME curricula. These expert perspectives were complemented by drawing on relevant academic literature and using academic and professional fora such as conferences or relevant international meetings to present emerging RTG observations and conclusions. Further, the RTG reached out beyond the identified national representatives for this research group to engage those in other nations as well as those in Civil Society Organizations (CSOs) who are also working to advance the WPS Agenda.

1.3.2 Stages of Research

Research was conducted in successive stages working from initial collection of key references through analyses of policy documents and relevant academic literatures to options development and feedback from subject matter experts. The first step was to present the RTG research design to the chair and national representatives to the 2017 annual NCGP meeting and the 2017 annual gender discipline meeting chaired by the Nordic Centre for Gender in Military Operations (NCGM).² These presentations were used to solicit RTG participants and request relevant national documents including country-specific WPS NAPs. Staff inputs were also solicited from the IMS GENAD and the Office of SGSR for WPS. These inputs were integrated with RTG members' searches for publicly accessible NATO and national documents presenting relevant policies, training needs analyses and guidance for PME.

² Information on NCGP is available at: https://www.nato.int/cps/en/natohq/news_207985.htm?selectedLocale=en; on NCGM at: <https://www.forsvarsmakten.se/en/swedint/nordic-centre-for-gender-in-military-operations/>.

The next step was to assess the learning requirements arising from NATO and national policy direction. It was understood that the normal approach to a training needs analysis is to compile specific task statements or terms of reference for key military positions to derive requisite Knowledge, Skills, Abilities or Other attributes (KSAOs) needed to perform identified work. It was, however, recognized that this approach often only leads to identification of the factual, declarative knowledge required to conduct assigned tasks and would be insufficient for the types of learning required for the topics under consideration. Thus, the analyses conducted were based on the perspective that the PME learning curriculum is best derived from understanding the discourses represented in relevant policy documents; in other words, to reach beyond the typical information generated by a requirements authority to understand the broader articulations of the objectives assigned to the armed forces writ large rather than specific ranks or positions within the military structure. Particularly with inputs from the RTG members serving as faculty at PME Centers (especially CAN, FIN, NOR and USA), critical theory was applied to assess and extract the stated or implied learning requirements.

As an extension, the PME faculty drew on the academic literature including two relevant PhD studies to fully examine pedagogy. The first component of the analyses was to assess the learning frameworks that inform: learners and objectives; epistemological considerations; levels of learning; hidden learning; instructor knowledge frameworks; and adult learners and heutagogy. The subsequent step was to use these assessments to consider the types of learners required when the focus is on the gendered nature of military identity, culture and learning environments. These analyses led to the identification of the different types of gender-related learning deemed to be required to meet the intent of NATO and relevant national direction.

The final stage of the research drew on the NATO Generic Reference Curricula which have been developed to “provide partner and Allied countries with in-depth learning objectives and curriculum support for academic courses in Professional Military Education (PME) schools” (NATO Defence Enhancement Programme, nd). Again, drawing on the expertise of those teaching as PME faculty, curriculum development assessments were conducted to determine where the gender-related learning items that had been developed would inform the generic curriculum. This work was augmented by a survey of US PME Centers conducted by one US RTG representative. Finally, in November 2022, an overview of this work was shared with participants at a NATO PfP Consortium workshop on WPS and PME with broad endorsement of the relevance of the work being conducted.

1.4 STRUCTURE OF THE REPORT

The report approaches the challenge of integrating WPS into PME curricula first by defining the requirements in question, then by detailing extant research and best practices. Chapter 2 demonstrates the importance of reviewing a variety of pedagogical approaches, rather than unquestioningly accepting the approach of any member state. This chapter highlights which elements of PME curriculum will need to be revised to provide a robust lesson in WPS, while drawing the reader’s attention to the ways in which NAPs are shaped to adhere to the national security interests and priorities of each member state.

Chapter 3 assesses NATO policies, objectives and employment of gender advisors and a brief assessment of the national direction related to WPS and gender knowledge to present a layered framework shifting for organizing potential PME topics. Chapter 4 presents the issues of the pedagogy inherent in curriculum with consideration of the cloistered nature of the profession of arms and many PME Centers and the challenges of producing ‘unsettling’ self-insights when military members recognized the gendered nature of the profession and, potentially, their own world view. Chapter 5 integrates the analyses, observations and implications presented in the first four chapters to provide recommendations for the inclusion of culturally-informed gender knowledge in senior officer PME.

1.5 REFERENCES

Lackenbauer, H. and Langlais, R. (2013) Review of the Practical Implications of UNSCR 1325 for the Conduct of NATO-led Operations and Missions. Stockholm: Swedish Defence Research Agency.

NATO ACT (20 Oct 2021). Bi-Strategic Command Directive 040-001 (Public Version). Integrating Gender Perspective into the NATO Command Structure. https://www.act.nato.int/application/files/3916/3842/6627/Bi-SCD_040-001.pdf

NATO Committee for Gender Perspective Handbook (2010). https://www.nato.int/issues/women_nato/2010/handbook_2010-v2.pdf

NATO Defence Enhancement Programme (DEEP) NATO Generic Reference Curricula (21 September 2011). https://www.nato.int/nato_static_fl2014/assets/pdf/2021/2/pdf/210215-DEEP-Reference-Curricula-Factsheet.pdf

NATO/EAPC Women, Peace and Security Policy and Action Plan (2018) https://www.nato.int/nato_static_fl2014/assets/pdf/pdf_2018_09/180920-WPS-Action-Plan-2018.pdf



Chapter 2 – UNDERSTANDING THE MILITARY REQUIREMENT

2.1 INTRODUCTION

The following chapters focus on the central analyses conducted to achieve the RTG aim of providing recommendations to strengthen curricula to develop the competencies needed to apply gender and cultural perspectives, however, as indicated in Section 1.2.1, it was recognized during initial stages of work that there were differing perspectives amongst the participating researchers as to what learning needed to be provided. As a result, before examining the pedagogical issues of designing requisite learning, analyses were conducted to examine the military requirement hence clarifying the ‘what’ and ‘why’ before turning to considerations of the ‘how’.

By applying an expert systems approach and, in particular, drawing on the knowledge and experiences of those actively engaged in designing senior officer PME, the analyses conducted differed significantly from the normal practices for identifying learning requirements used in NATO and most member nations. The NATO Systems Approach to Training (SAT) is presented in the Bi-SCD 75-007: Education and Individual Training Directive (10 Sep 2015). As articulated in this directive, central to defining the ‘training needs requirement’ and conducting a ‘training needs analysis’ is the focus on assessing performance requirements:

Performance requirements are used to define what an individual will be prepared to do and to what level...Performance requirements are derived from the tasks performed by individuals as part of their principle duties during operations or while occupying specific ...positions. (Bi-SCD 075-7 para 2.4.a)

Performance requirements and, in particular, any identified or forecasted performance deficiencies are then used to develop ‘training solutions’ to ensure “what an individual is trained to do and the level of proficiency that is to be achieved” (Bi-SCD 075-7, para 4.2). This focus on task performance can commonly lead to an emphasis in learning on acquiring applied skill sets (especially the measurable declarative and procedural knowledge that represents the level of actual or predicted task proficiency).

Bi-SCD 75-7 addresses the requirement for both training and education including describing that:

Professional Military Education (PME) has a longer-term time horizon and a career focus as opposed to a concentration on the near term context (1 – 3 years) or specific duties and job requirements. PME cultivates military leadership by conveying a broad body of professional knowledge and developing the habits of mind along a career continuum. The focal point is intellectual agility including: critical thinking, rational thought and ethical decision making. PME is based on learning objectives which may be formulated through SAT to prepare military service members to lead and to manoeuvre within uncertain situations and resolve ill-defined problems. (para 4-17).

While the RTG generally endorsed the Bi-SCD 75-7 description of PME, a concern identified was that starting with a focus on performance requirements (or deficiencies) could represent a badly situated estimate, which would then limit the articulation of the learning objectives that PME should achieve. Therefore, the RTG refined Bi-SCD 7507’s description with an alternate approach to understand post-secondary learning models. On pedagogy, Karseth (2006) argues:

the curriculum is viewed as a social construction where the process of decision-making is seen as a socio-political and cultural process ... Consequently, the curriculum policy is not a coherent policy – it represents conflicting arguments, which become visible when we analyse the discourses represented in the policy documents. (pp. 256-257)

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Within Karseth’s approach, curricula are deeply embedded within socio-culturally specific systems of meaning. The RTG extended his logic to encompass inputs to curricula, hence the need to consider the policy documents that frame the learning requirements. Karseth then compares the two main curricula frameworks as based on a) the disciplinary model, often found in universities and b) the vocational/professional model, often found in the college setting (pp. 257-258). Karseth states that “the underlying assumption of the disciplinary discourse is that education should be an apprenticeship into powerful ways of knowing: of modes of analysis, of critique and of knowledge production” (p. 258) and that “professional programmes are concerned with conceptual competence and technical competence. These competences indicate that students have learned the knowledge base and the technical skills needed to practice” (p. 260). These concepts are described in greater detail in Table 2-1 and Table 2-2.

Table 2-1: Disciplinary Curriculum (Karseth 2006, p. 259).

Disciplinary Curriculum Driving Force: The Knowledge Production Itself (Cognitive Legitimation)			
Structure	Content	Pedagogy	Aims
The disciplines situated in departments «Subjects» offered on foundational, intermediate and graduate level	Disciplinary knowledge Emphasis on cognitive coherence	Subject-based teaching Vertical-pedagogic relations	Content-driven aims Mastery of conceptual structures, methods and modes of arguments

Table 2-2: Vocational Curriculum (Karseth 2006, p. 260).

Vocational Curriculum Driving Force: The Need of Trained Employees for Human Service, Information and Production (Social Legitimation)			
Structure	Content	Pedagogy	Aims
Unified cumulative programs Regulated by national core curricula	Multi-disciplinary knowledge Emphasis on the integration of theory and practice	Teacher-based/ subject-based teaching -Apprenticeship: Vertical-pedagogic relations	Vocational-driven aims Mastery of specific skills and a shared knowledge repertoire

While we fully recognize the rationale for the emphasis given the vocational/professional model in NATO SAT, two factors led to departures from this approach. The first is that we are investigating senior officer PME that is normally delivered at the graduate level while the second (as will be more fully developed in subsequent chapters) is that the core concepts to be addressed are, themselves, socially constructed. Thus, our research demonstrated that in the field of gender and cultural perspectives, PME fit the discipline, rather than the vocational/professional model. Therefore, the starting point to understand the military requirement needed to be an analysis of the discourses represented in relevant policy documents.

2.2 KEY REFERENCES

2.2.1 Overview

The various references reviewed in this study address a wide range of topics and it should be noted that all National Action Plans (NAP) encompass interdepartmental cooperation across agencies outside of the defence or military domain, including departments of Foreign Affairs, Justice and Gender Equality. These broader implications have been assessed however the focus of the analyses conducted and the information presented is on the implications for learning within the military. In conducting this analysis, the RTG has relied primarily on discursive approaches, which hold that NAPs, and related policy documents are not simply value neutral coordinative texts but rather key sites for the production and representation of the State. Correspondingly, PME is both disciplinary – in that it shapes NATO’s officer class – and productive, in that it creates idealized citizens of the member State. Capturing these nuances requires research that critically examines the pedagogical dynamics of individual member states while remaining cognizant of discursively loaded concepts that may present areas of tension across national cultures. This initial overview provides two perspectives of importance in understanding the analyses conducted.

As presented in the subsequent paragraphs, the overarching framework for most of the NATO documentation and NAPs is the series of UNSCRs which, collectively, comprise the WPS Agenda. As context, the first of these (UNSCR 1325) arose from both the Convention on the Elimination of Discrimination Against Women (CEDAW 1979) and the 1995 Beijing Platform for Action which had broader objectives than 1325. 1325 was the result of decades of activism by civil society organizations to address root causes of conflict (Etchart 2015; Reardon 2003). Beyond the scope of this report, there is a robust literature on the differences between developing policies to manage conflict as opposed to those to eradicate conflict; the nuances were considered in this study (Bastick and Duncanson 2018; Kaptan 2020; Shepherd 2016). Further, as indicated below, there are other UNSCRs and UN General Assembly resolutions, accords and principles that are of relevance in developing a comprehensive understanding of the ways in which NATO or nations have chosen to address security issues hence to articulate military roles and responsibilities.

The second consideration is that the NATO’s effort to implement the WPS Agenda was a primary factor in the renaming of the previous Committee on Women in NATO Forces (CWINF). CWINF was established in July 1976 with a mandate to ensure gender equality in NATO. Much of the focus of work over the subsequent 30 years was on increasing the representation and effectiveness of women in NATO and in the armed forces of member nations. In 2009, the CWINF mandate was extended to support the implementations of UNSCR 1325 and, in particular, the integration of a gender perspective in NATO military operations hence the name change from CWINF to NCGP. The primary mission of NCGP is “to advise NATO’s military leadership and member nations on gender related policies for the Armed Forces of the Alliance” (NCGP Handbook, 2012, p. 4). Thus, while NCGP has a strong focus on the WPS Agenda and implementation of the gender perspective, attention continues to be given to additional issues including the numbers of women serving in Armed Forces and the numbers who deploy on NATO missions. While the WPS Agenda prioritizes increasing the representation of women in key security arenas like NATO, gender balancing constitutes only one of several priorities contained in the Agenda as described below. Considerations were given to these implications across the range of gender related policies.

2.2.2 United Nations References

2.2.2.1 WPS Agenda

As of March 2020, the UN WPS Agenda is articulated in 10 Security Council Resolutions: 1325 (2000); 1820 (2009); 1888 (2009); 1889 (2010); 1960 (2011); 2106 (2013); 2122 (2013); 2242 (2015), 2467 (2019), and 2493 (2019). These resolutions recognize the gendered impacts of armed conflict and the active roles that must be played by both women and men in the pursuit of lasting and sustainable peace. While particular attention is given to the disproportionate impacts of conflict on women and girls, a key consideration is the need to understand the different ways in which conflict can affect women, girls, men and boys with, as to be developed, implications for other intersectional factors of identity. The four pillars of the WPS Agenda are:

- 1) **Participation:** Calls for increased participation of women at all levels of decision making, including in national, regional, and international institutions; in mechanisms for the prevention, management and resolution of conflict; in peace negotiations; in peace operations, as soldiers, police, and civilians; and as Special Representatives of the UN Secretary General.
- 2) **Protection:** Calls specifically for the protection of women and girls from sexual and gender-based violence, including in emergency and humanitarian situations, such as in refugee camps.
- 3) **Prevention:** Calls for improving intervention strategies in the prevention of violence against women, including by prosecuting those responsible for violations of international law; strengthening women's rights under national law; and supporting local women's peace initiatives and conflict resolution processes.
- 4) **Relief and recovery:** Calls for advancement of relief and recovery measures to address international crises through a gendered lens, including by respecting the civilian and humanitarian nature of refugee camps, and considering the needs of women and girls in the design of refugee camps and settlements.

2.2.2.2 Protection of Civilians

It would not have been possible to pass UNSCR 1325 were it not for the precedent established by the UNSCR 1265 (1999) and 1296 (2000), both on the Protection of Civilians During Armed Conflict. These resolutions provided an institutionalized anchor for the growing human security agenda, enhanced the multilateral coalition of states concerned with pursuing the human security agenda, and set a precedent for the council in expanding its influence outside of traditional questions of state sovereignty. While the Council recognized the importance of reevaluating its approach to peacekeeping following failures in Rwanda (1994) and Srebrenica (1995), civil society organizations noted that the primary report commissioned in service of this effort completely omitted gender perspectives on conflict (United Nations 2000 (Brahimi Report); Swaine 2015).

2.2.2.3 Convention on the Elimination of All Forms of Discrimination Against Women

The second key driver for the development of UNSCR 1325 was the 1979 Convention on the Elimination of All Forms of Discrimination Against Women. The Convention was the culmination of more than thirty years of work by the UN Commission on the Status of Women, a body established in 1946 to monitor the situation of women and to promote women's rights. The Convention covers three aspects of discrimination against women: civil rights and the legal status of women; dimensions of human reproduction and reproductive rights; and, the impact of cultural factors on gender relations. Elements of the Convention are evident in the Beijing Platform and, importantly, the Convention is referenced in several of the UNSCRs in the WPS Agenda. The overlap of CEDAW and WPS are most evident in the resolutions addressing sexual violence which can be presented as including Sexual Exploitation and Abuse (SEA) and Conflict-Related Sexual Violence (CRSV). These issues are

deemed of importance given the responsibilities assigned under peace operations for protection of civilians as well as the reports of military members engaging in these illegal activities as well as the fact that these issues are highly gendered.

2.2.2.4 2030 Agenda for Sustainable Development

As the follow up/extension of the UN Millennium Development Goals, “Transforming Our World: The 2030 Agenda for Sustainable Agenda” (A/RES/70/1) is focused on setting the conditions for long term peace and prosperity by addressing three dimensions of sustainable development: economic, social and environmental. There are several clear links from the 2030 Agenda to the WPS Agenda and CEDAW due to the intent to “promote gender equality and the empowerment of women and girls” (A/RES/70/1, para 3). Of relevance for this study is the statement that “the systematic mainstreaming of a gender perspective in the implementation of the Agenda is crucial” (para 20). Key in the supporting Sustainable Development Goals (SDGs) are #5: Achieve gender equality and empower all women and girls and 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. There are also connections to the WPS Agenda in #1 (ending poverty), #3 (health), #4 (education), #8 (employment) and #10 (reducing inequality). As will be developed, the 2030 Agenda can be seen as focused on positive peace (the conditions that enable long term peace and security) rather than negative peace (the processes of ending conflict) (Galtung, 1996).

2.2.3 NATO References

2.2.3.1 Primary References

As indicated, the key NATO references are Bi-SCD 40-1 and, in particular, the NATO WPS Action Plan which states:

*The integration of gender and the inclusion of women’s voices in all aspects of NATO’s work is an essential factor in the success of peace and security. The newly endorsed Policy takes this into account and builds on a framework of 3 I’s: **Integration** – making sure that gender equality is considered as an integral part of NATO policies, programmes and projects guided by effective gender mainstreaming practices; **Inclusiveness** – promoting an increased representation of women across NATO and in national forces to enhance operational effectiveness and success; and **Integrity** – enhancing accountability with the intent to increase awareness and implementation of the WPS agenda in accordance with international frameworks. (NATO WPS Action Plan, p. 7)*

The WPS mandate and Action Plan is aligned with other related thematic areas articulated in NATO documents especially the 2015 Protection of Children in Armed Conflict – Way Forward (PO (2015) 0165) and the 2016 Protection of Civilians Policy (PO (2016) 0407). These are represented in the NATO WPS Action Plan as, collectively, comprising a holistic approach to human security although this now likely includes the 2020 NATO Policy on Preventing and Responding to Sexual Exploitation and Abuse.

The specific action items in these key texts which have implications for PME include:

- a) Map current NATO WPS training activities to ensure that gender perspectives/WPS priorities are included in relevant training activities;
- b) Design and develop training and capacity building activities on gender sensitive reporting to strengthen the knowledge and inclusion of sex-disaggregated data into NATO reporting, as appropriate;

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- c) Research on women's perceptions of defence and security, with the engagement of CSAP, aiming to enhance understanding of societal factors shaping women's perceptions of security, their needs, and their views of NATO;
- d) Enhance knowledge and skills on gender analysis within NATO by engaging with relevant stakeholders;
- e) Develop a gender analysis methodology for NATO-led activities, operations and missions;
- f) Research and analyze the operational impact of Gender Advisers across NATO, to clarify what is needed to enhance operational effectiveness;
- g) Integrate gender perspectives/WPS principles into all training developed for NATO activities, operations and missions;
- h) Provide continued support for initiatives on management training, including on how to avoid unconscious bias;
- i) Design and implement a coaching and mentoring program to senior staff and leadership on the implementation of WPS and gender equality;
- j) Include gender perspectives in the development of NATO's defence and security related capacity building efforts;
- k) Develop training for NATO on identifying, preventing and responding to SEA in NATO-led operations and missions; and
- l) Develop and implement a mandatory Gender Awareness training package for civilian and military NATO staff at all levels at HQ.

2.2.3.2 Additional NATO Considerations

As part of assessing potential implications for national PME, a NATO study was undertaken to address the NATO WPS Action Plan tasking to research and analyze the operational impact of Gender Advisers across NATO. The February 2020 NATO Gender Advisers Research Project report (AC/340(EAPC)N(2020)0005) provides valuable perspectives on the challenges NATO continues to face. While the majority of the report and, in particular, recommendations for learning are focused at the NATO level and on the adequate preparation and intellectual support for GENADS (thus beyond the scope of this study), two observations are of relevance. One was the lack of understanding of gender by generalist staff officers and unsuccessful efforts to mainstream gender outside the GENAD/GFP networks thus confirming that national PME or deployment preparation for those who work closely with GENADS/GFPs is not achieving the required level of learning. The other was the concern over the conflation of perceived "women's issues" (including diversity and inclusion, sexual harassment and the Policy on Sexual Exploitation and Abuse) with the requirement to apply the gender perspective across all functions. Further, the report reflects differing perspectives on the idea of integrating the WPS Agenda/GENAD role with the Protection of Civilians (POC) and Children and Armed Conflict (CAAC) policies under the umbrella term of human security.

As an extension, the following additional policy documents were identified as containing action items of relevance for education initiatives:

- a) Policy on Protection of Children: in cooperation with relevant NGOs and international organizations, Focal Points are trained on child protection, human rights – including children's rights – and have knowledge of UNSCR 1612 and related resolutions;

- b) Policy on Protection of Civilians: NATO education and training facilities will continue to develop specific modules in strategic- and operational-level curricula that will take into account the impact of conflict on women, men, girls and boys; and
- c) Policy on Sexual Exploitation and Abuse: All personnel will receive mandatory training on preventing and responding to sexual exploitation and abuse.

Finally, it was also recognized that NATO continues to advance work to integrate what are deemed to be cross-cutting topics with the WPS Agenda included as one of five along with Protection of Civilians (POC), Children and Armed Conflict (CAAC), Cultural Property Protection (CPP) and Building Integrity (BI) as well as giving consideration to how the concept of Human Security may be informative. These broader topics will be addressed in subsequent chapters.

2.2.4 National Action Plans

2.2.4.1 Overview

As of January 2023, 104 countries had adopted a WPS NAP with an additional 11 Regional Action Plans including for the African Union (AU) and European Union (EU). The majority (not all) of NATO member nations have a NAP with several now on their second or third version. This summary of NAPs is focused on those from NATO member nations with expansion to include Finland and Sweden.¹ The rationale is that these two nations are actively engaged in the NATO Gender Perspective Discipline meetings and, along with Norway, the Netherlands and Canada, provide staff at the Nordic Centre for Gender in Military Operations (NCGM) which is the NATO Department Head for the delivery of all NATO common Gender Education and Training.

All NAPs share two commonalities: each is based on UNSCR 1325 and each address the defence sector along with other facets of their government. Even with these similarities, variances exist with, in particular, the date of publication influencing which of the subsequent nine UN resolutions are also incorporated. In addition, significant differences exist in the relative emphasis given to the military.

The most critical point of departure for NAPs pertains to the key references used to develop their objectives and articulate actions to be taken. Some focus exclusively on the UN WPS Agenda, others include NATO policies and, particularly for European members of the Alliance, many include EU and Organization for Security and Co-operation in Europe (OSCE) policies while, finally, some also reference national legislation or national constitutions. Further, many expand beyond the specific UN WPS resolutions to include the previously mentioned 1979 Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the 2030 Agenda and associated SDGs, as well as a range of UNSCRs (e.g., 2250, 2331, 2388 and 2419) as well as a number of UN conventions, policies and declarations. Within the NATO context, some are focused on Bi-SCD 40-1 and/or the NATO WPS Action Plan (depending on date of issue) while others also reference national commitments made as conditions of admission to the Alliance. Some incorporated consultations or active involvement of Civil Society Organizations (CSOs) in drafting text while others appear to have been developed almost exclusively by those working within government.

As indicated, a number of NAPs draw on additional policies, protocols or declarations beyond those identified above. The most important references that are incorporated are those drawn from International Human Rights Law and International Humanitarian Law as both have implications for military activities and are normally

¹ For NATO nations, NAPs were provided by RTG or NCGP members or identified from publicly accessible sites. A presentation of English versions of available national and regional NAPs is available at PeaceWomen.org: <https://1325naps.peacewomen.org/>

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already included in PME. For those in the EU, the 2007 Lanzarote Convention on the Protection of Children (*girls and boys*) against Sexual Exploitation and Sexual Abuse is given prominence in some NAPS. For a fairly comprehensive list of relevant UN and EU references, see the Montenegro 2017 – 2018 NAP especially footnote #3 (PeaceWomen.org nd).

Some NAPs present annexes or subordinate documents which provide specific direction for different government departments or agencies including the military.

2.2.4.2 Objectives

The net result of the different references and perspectives included is that some NAPs are very strongly focused on external contexts with an emphasis on what the country will contribute on the international stage while others also include some facets of internal government objectives including addressing gender within the military with, finally, others intended to lead to important evolutions within their own society and/or are framed in a national post-conflict context. The implications of having NAPs focused on external engagements are evident in the objectives that are articulated and, in some cases, the actions required by their armed forces. To demonstrate the range of the scope of various National NAPs, illustrative examples of articulated objectives include:

- a) [Own nation] Society where women have a reinforced role and are actively involved in the maintenance of peace, conflict prevention and resolution, as well as a sustainable internationally contributing society in guaranteeing the rights of women involved in conflict situations;
- b) Strengthening the Women, Peace and Security agenda and promoting it at the national, regional and international levels;
- c) To support and monitor the implementation of resolution 1325 and related resolutions that are to be promoted on all levels – locally, through mitigating the effects of conflicts and crises and strengthening the gender awareness of the local population; nationally, as part of government programs; and internationally, through active involvement of the [national government] in the activities of international organizations engaging in the areas covered by the resolutions in question;
- d) Four main outcomes for the years 2018 – 2021:
 - i) Meaningful participation of women in conflict prevention and peacekeeping;
 - ii) Implementation of the Women, Peace and Security agenda through [national] humanitarian and development aid;
 - iii) Protection and support of the victims of conflict-related sexual and gender-based violence; and
 - iv) Promotion and development of the Women, Peace and Security agenda in [own nation] and in the framework of international cooperation.
- e) The priority objectives of this NAP are:
 - i) The international normative framework;
 - ii) Gender mainstreaming under UN resolution 1325;
 - iii) Protection of women and girls from all forms of violence, including sexual violence;
 - iv) The participation of women in peacekeeping and peacebuilding processes;
 - v) Support for the implementation of resolution 1325 and the NAP; and
 - vi) Reporting and monitoring.

- f) To give more substantial support to international efforts in the field of “women and peace and security”;
- g) To reduce the impact of conflict on women and girls, while promoting their meaningful and transformational participation in the processes of prevention, mitigation, and resolution of conflict, as well as in decision-making processes, at all levels; and to raise awareness, educating and strengthening existing structures, on Women, Peace and Security Agenda and related issues;
- h) Contributing to an enabling environment for women’s participation and empowerment in conflict and post-conflict environments, so they can meaningfully participate in conflict prevention, resolution, peacebuilding, protection, relief and recovery;
- i) To make meaningful progress around the world to empower women in preventing conflict and building peace, while endeavoring to rectify the disproportionate, adverse impacts of armed conflict on women and girls;
- j) High level objectives:
 - i) Increase the meaningful participation of women, women’s organizations and networks in conflict prevention, conflict resolution, and post-conflict state building;
 - ii) Prevent, respond to and end impunity for sexual and gender-based violence perpetrated in conflict and sexual exploitation and abuse by peacekeepers and other international personnel, including humanitarian and development staff;
 - iii) Promote and protect women’s and girls’ human rights, gender equality and the empowerment of women and girls in fragile, conflict and post-conflict settings;
 - iv) Meet the specific needs of women and girls in humanitarian settings, including the upholding of their sexual rights and access to sexual and reproductive health services; and
 - v) Strengthen the capacity of peace operations to advance the WPS agenda, including by deploying more women and fully embedding the WPS agenda into [military] operations and police deployments.

Given the range of foci and objectives, the various NAPs articulate a very wide range of topics to be addressed (noting that not all apply directly to the military):

- a) External Objectives include: addressing underlying structural and gender inequalities; breaking down harmful gender norms; countering radicalization, violent extremism and terrorism; advancing human rights with an emphasis on the rights of women; protection of civilians/vulnerable populations; preventing/combating sexual and gender-based violence; preventing/combating female genital mutilation; preventing forced marriage and human trafficking; crisis management and migration/refugees, transnational justice and fighting impunity; capacity building; early warning indicators; post-conflict reconciliation; climate change; child care and health including women’s sexual and reproductive health and rights; education; human security, work on reducing the negative consequences of military operations; and, arms trade/demining; and
- b) Internal Objectives for the military or defence sector include: increasing the number of women in the armed forces/number of women serving on international missions; introspective analysis of persisting masculine cultures; identifying and addressing gender inequities in organizational systems, structures, policy and culture and/or conducting barrier analyses of women’s participation in the military and deployed missions; promoting the principle of equality between men and women; improving work/life balance and quality of life; promoting active fatherhood; and attending to harassment within the military.

2.2.4.3 NAP Action Items for Education

The various references drawn on in developing the NATO or national NAPs; the variability in external vs balanced vs internal foci; and, the range of stated objectives all result in significant differences in the articulated implications for education and learning. As detailed in Appendix 2-1, over 150 specific recommendation or actions to be taken were identified from the various documents. Of importance, these are considered as indicative not definitive of the actual PME requirement. As stated in Section 2.1, Introduction, this study applies discourse analyses and the disciplinary perspective hence uses the contents of NAPs including articulated education objectives as inputs to identifying the requisite “powerful ways of knowing”. The initial implications of this approach will be presented in Section 2.3. Analyses, however, will also be expanded in Chapter 3.

2.3 CONTEXT AND RATIONALES

As noted earlier in para 1.1, Bi-SCD 40-1 states that “NATO and its Allies and partner nations are committed to integrate gender perspective throughout the three core tasks of the Alliance (collective defence, crisis management and cooperative security) and consider it essential to ensure an agile, resilient and responsive NATO.” An issue noted in this analysis is that the intent for broad application across the full range of military activities is frequently nuanced to present a narrower understanding. The definition of gender perspective by the Office of the Secretary General Special Representative for WPS states:

NATO has integrated a gender perspective as an essential component of military operational effectiveness in three key areas: human security; meaningful and equal participation of military women in national defence and security institutions and by increasing operational effectiveness through the inclusion of women in the prevention, management and resolution of conflict (SGSR WPS, 2019, p.18).

As will be expanded in the subsequent chapters, this description and other rationales observed across the key documents reviewed as well in numerous academic and professional presentations serve to create a narrative that the WPS Agenda and gender perspective are of greatest importance in particular contexts and, by extension, having no relevance in others.² As stated by Wright et al. (2019): “whilst NATO has a formal definition of what a gender perspective is, there is ambiguity regarding what this actually entails in practice and how it is (mis)understood across the wide range of NATO’s institutional structures and external engagements” (p. 130).

As a contrast, the broad understanding of application across “external engagements” refers to the full spectrum of military operations while the narrower perspective restricts the application to only a subset of potential missions. A key factor in these competing narratives pertains to the ways in which the military role under UNSCR 1325 is presented.³ The narratives in several NAPs and in some NATO reference material places a heavy emphasis on women’s participation in peace processes (generally not seen as a military responsibility) with the role of the armed forces restricted to limited aspects of the 1325 ‘protection’, ‘prevention’ or, by exception ‘relief and recovery’ activities. The net result is to interpret WPS and gender perspective as relevant only to peace or stability operations and/or humanitarian assistance and disaster response (HADR) and, in particular, not to combat operations.

This perspective has been noted and partially addressed with NATO Allied Command Operations (ACO) Gender Functional Planning Guide (2015) stating:

² The presentations assessed cover content and comments in curricula delivered by various PME Centres; scholarly articles published in both academic and professional journals; discourse amongst faculty at PME Centres and at professional fora such as the annual NCGP meetings and NCGM Gender Discipline Conferences.

³ Noting that several of the subsequent nine UNSCRs that comprise the WPS Agenda (as of 2021) have expanded the scope.

There is a commonly accepted misperception that a gender perspective is deemed less important during kinetic operations. In fact, kinetic operations often cause significant damage to the social and cultural fabric of a given society and thus, gender dimensions become ever more important in the stabilisation and reconstruction processes that follow. (p. 2)

While NATO uses the terminology of “collective defence, cooperative security, and crisis management” as well as oblique references to “kinetic operations” leading to stabilization and reconstruction, the majority of the member state militaries (and associated national PME) recognize a complex range of military missions with both a naming of and, emphasis on, warfighting and associated high intensity combat. As will be examined further, the narratives that are constructed have significant consequence in both defining the military requirement and, subsequently, situating WPS content in the PME curriculum. Figure 2-1 presents a more nuanced view with, importantly, the generalized differentiation between those activities that would fall under the labelled ‘Spectrum of Peace’ vs ‘Spectrum of Combat’. As presented in several critical studies and drawing from Wright et al., the dominant narrative serves to not only situate but to constrain NATO’s focus to the Spectrum of Peace and what are often seen by those in uniform as activities of secondary importance (see Kaldor, 2022.)

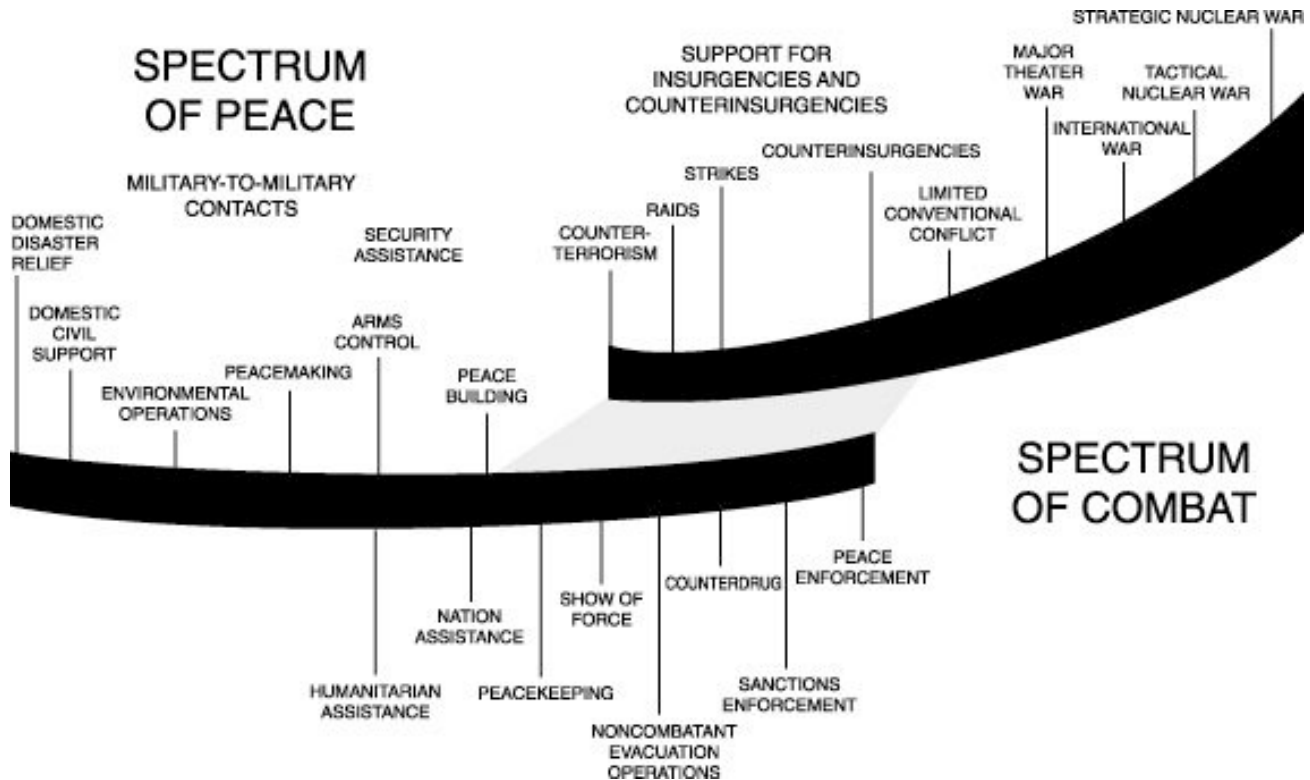


Figure 2-1: Spectrum of Peace vs Spectrum of Combat.

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Given the military emphases on clarity, universalism, structure, and objectivity (see Sookermany, 2017), the armed forces tend to rely on categorization to organize military thought and activities. This can lead to the use of oppositional binaries: war vs peace; good vs evil; winning vs losing; warfighting vs peace keeping; and,

particularly for this review; men vs women and an external focus on conducting operations vs an internal focus on organizational policies. While the preceding sections indicated that NATO intends for the WPS agenda and consideration of gender perspectives to be applied deeply and broadly, discussions amongst members of the RTG and reviews of existing content in certain national senior officer PME courses indicates that understanding and considerations of the WPS Agenda and analyses using a gendered perspective have generally been constrained to narrow domains.

Two ‘pigeon holes’ were identified. Several examples were observed where relevant WPS or gender information was restricted to aspects of the ‘spectrum of peace’ presented above (particularly HADR and peacekeeping) and not deemed to be of relevance in the ‘spectrum of conflict’ (especially not the right-hand context of war and warfighting). This can result in both doctrine and related PME being silent on gender and gender considerations in operations. Prescott’s (2020) review of US Army doctrine identified where and how gender considerations could be effectively included in the Mission, Enemy, Terrain, Troops available, Time and Civilian considerations (METT-TC) component of the [US Army] planning process.⁴

Similarly, the broad understanding of application within NATO “institutional structures” requires critical introspection and challenging of the highly masculine construction of the military and the NATO Alliance per se while the narrow view constrains the internal focus to increasing the numbers of women in uniform or, more simplistically, to ‘add women and stir’ by raising the numbers deployed. Again, Wright et al.’s comprehensive review of NATO’s initiatives highlights the key concern:

Understanding NATO as an organisation that is developing gender policies and initiatives, but that is itself a gendered organisation exposes the ways in which masculinity continues to exert power and influence over those processes to produce an understanding of WPS and a gender perspective which is palatable and relatable to the men that continue to dominate NATO and occupy positions of power. This is critical analysis is essential; it makes masculinity and the work it does visible. Therein lies the truly transformative power of a gender perspective. (pp. 154-155)

When taken together, the contrasts of the broader versus narrow understandings result in Wright et al.’s critique:

In this sense, the victimhood/exclusion/protection/participation understanding of problem and solution help to stabilise the ‘disruption’ that engaging with UNSCR 1325 brings. Militarism is left intact (and advanced in the desire for increased participation of women in armed forces) and the position, power and privilege (as well as the vulnerability) of men is left largely unproblematised and unanalysed. (p. 133).

The issues that arise when considering PME will be addressed in the subsequent chapters.

2.5 SUMMARY

This chapter examined the military requirements arising from the WPS Agenda and application of gender perspectives. The general conclusion reached is that NATO intends for these considerations to be applied broadly and deeply: utilized across all aspects of military activities including the full spectrum of operations, and, employed across all aspects of internal functioning and all institutional structures. Although these ideas are reinforced in NATO publications such as the ACO Gender Functional Planning Guide and the NATO WPS Action Plan, concerns were identified in the RTG review and external academic assessments of the ways in which various nations have addressed this requirement. The primary conclusion reached from this portion of the

⁴ The METT-TC components are articulated in US Army Field Manual 6.0 Commander and Staff Organization and Operations.

analyses is that related military learning should be approached in a holistic and integrative manner with care to avoid compartmentalizing presentation of key material to only relevant to specific, narrow domains and, in particular, as of little if any relevance to either warfighting or core institutional processes which serve to (re)produce the military as a highly gendered organization. In assessing this conclusion, it is recognized that updates are ongoing to various WPS National Action Plans, internal Defence direction, articulation of PME requirements and/or PME curricula. Thus, the recommendation that care be taken to avoid compartmentalization may have been addressed by some countries in some PME programs.

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Appendix 2-1: SUMMARY OF SPECIFIC RECOMMENDATIONS FOR EDUCATION IN NATO WPS ACTION PLAN AND IN NATIONAL NAPS AND/OR MILITARY DIRECTIVES⁵

NATO

- a) Map current NATO WPS training activities to ensure that gender perspectives/WPS priorities are included in relevant training activities;
- b) Design and develop training and capacity building activities on gender sensitive reporting to strengthen the knowledge and inclusion of sex-disaggregated data into NATO reporting, as appropriate;
- c) Research on women's perceptions of defence and security, with the engagement of CSAP, aiming to enhance understanding of societal factors shaping women's perceptions of security, their needs, and their views of NATO;
- d) Enhance knowledge and skills on gender analysis within NATO by engaging with relevant stakeholders;
- e) Develop a gender analysis methodology for NATO-led activities, operations and missions;
- f) Research and analyse the operational impact of Gender Advisers across NATO, to clarify what is needed to enhance operational effectiveness;
- g) Integrate gender perspectives/WPS principles into all training developed for NATO activities, operations and missions;
- h) Provide continued support for initiatives on management training, including on how to avoid unconscious bias;
- i) Design and implement a coaching and mentoring program to senior staff and leadership on the implementation of WPS and gender equality;
- j) Include gender perspectives in the development of NATO's defence and security related capacity building efforts;
- k) Develop training for NATO on identifying, preventing and responding to SEA in NATO-led operations and missions; and
- l) Develop and implement a mandatory Gender Awareness training package for civilian and military NATO staff at all levels at HQ.

Albania

- a) Reducing gender stereotypes of women's participation in the security field decision-making processes;
- b) Encourage women's participation in all forms of education related to Resolution 1325;
- c) Deliver training in cooperation with NGOs focused on gender issues in military; operations, handling of post-conflict situations, violence against women and girls, identification of special local needs, etc.;

⁵ Where applicable, text is taken from English translations of the official NAP. The list of countries is arranged alphabetically.

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- d) Deliver training on humanitarian aid, trafficking, etc.;
- e) Inform staff on gender mainstreaming;
- f) Integrate a gender perspective into educational programs for the implementation of Resolution 1325; and
- g) Revise the curricula of the Armed Forces Academy, Initial Training Program of the Police and short-term training to be delivered by the Security Academy, including gender aspects and WPS agenda therein.

Belgium

- a) Inform staff on gender mainstreaming;
- b) Develop educational materials for raising awareness of gender issues;
- c) Plan and train gender experts for peace missions;
- d) Pay attention to gender in the training of experts in the fight against violent extremism, prevention of radicalization and disengagement;
- e) When preparing peacekeeping missions and pre-deployment training in Belgium, pay particular attention to violence against women and children; and
- f) Emphasize human trafficking as part of the concept of “human security” during military operations.

Canada

- a) GBA+ in Education and Training: include the WPS agenda and GBA+ in senior officer Professional Development courses to ensure that gender perspectives are integrated into pre-deployment training and operation planning;
- b) GBA Plus and the Government of Canada policy on sexual exploitation and abuse (SEA) incorporated into pre-deployment training provided by the CAF Peace Support Training Centre;
- c) Deploying CAF members required to complete online gender perspective courses provided by NATO;
- d) GBA+ course is now mandatory for key organizations and planners within the CAF;
- e) Review CAF Professional Military Education system ensure GBA+ is embedded in the CAF training from the beginning of a member’s career;
- f) As part of pre-deployment training for the CAF deliver lessons on human rights, protection of civilians, WPS, conflict-related sexual violence, child protection and SEA and human trafficking, based upon the training material provided by the UN DPKO Integrated Training Service; and
- g) Chief of Defence Staff Directive for Integrating UNSCR 1325 and Related Resolutions into CAF Planning and Operations:
 - i) Incorporate GBA+ into military planning and operations, including related education and training.
 - ii) Embed the requirements of UNSCR 1325 and related resolutions into the CAF approach to command and control, leadership and management, including but not limited to education, training, policy, programs, material acquisition and infrastructure.

- iii) Build on professional military education and training programs for CAF personnel to enhance staff competence and understanding of the WPS initiative and GBA+.
- iv) Develop or source national capacity to train CAF GENAD and staff planners/analysts.

Croatia

- a) Encourage the participation of women in all forms of education related to the implementation of resolution 1325 and related resolutions; and
- b) Integration of gender perspective in the education programs for the implementation of resolution 1325 and related resolutions
 - i) Conduct through pre-deployment training, in cooperation with civil society organizations, the education about resolution 1325 and related resolutions on the following subjects: women in war and post-war situations, violence against women and children, specific needs of local women; and
 - ii) Conduct through pre-deployment training, in cooperation with civil society organizations, the education about resolution 1325 and related resolutions on human rights and international humanitarian law, including: gender-based violence, sexual violence, trafficking in human beings.

Czechia

- a) Include the topics of balanced representation of women and men in decision-making positions and information on the risks associated with gender stereotypes in compulsory induction training and education for people in leadership positions;
- b) Through educational activities, promote interest of women in participation in foreign military and civilian missions;
- c) Include a gender perspective in planning, implementation and evaluation of policies and concrete actions in connection with the agenda WPS is necessary to ensure sufficient education and awareness of gender equality;
- d) Increase the skills of relevant staff and workers (especially those in decision making) and the application of the principle of gender mainstreaming is therefore one of the priorities of the NAP agenda WPS;
- e) Implement training sessions for coordinators and coordinators of gender equality, focusing on topics of the agenda of gender equality;
- f) Preparing soldiers and female soldiers seconded to the Foreign Military operations includes mandatory seminars on humanitarian law, culture and history of the countries that have found themselves in armed conflict;
- g) Resolution 1325 issues are not to be concentrated in one workshop or course but is always included in the combined form;
- h) Gender perspective is as mentioned not only in theory preparatory seminars, but also in practical work in the field;
- i) Ensure regular training of staff on the WPS agenda including in the context of human rights, emphasize the WPS agenda in command preparation and operational commanders;

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- j) Programs to include information about the social and cultural specifics the region in which they are sent; and
- k) Within the framework of training programs to train members of the international civilian and military mission on procedures in the event of sexual harassment or other gender-based violence.

Denmark

- a) Ministry of Defence Action Plan: Include the gender issue in preparation of military personnel to be sent to foreign operations in compliance with Resolutions 1325 and 1820; and
- b) MOD: strengthen the education within the armed forces regarding gender issues:
 - i) Strengthening the teaching of gender perspectives in the structural educations;
 - ii) Strengthening of gender perspectives in the language officer education;
 - iii) Strengthening of gender perspectives in mission-specific education; and
 - iv) Strengthening of teaching of the impact of cultural aspects on military operations in the structural education.

Estonia

- a) Training officials and representatives of civil society organizations in gender-based violence topics; human rights of women; women, peace and security; and gender equality;
- b) Training experts engaged in peace and security related issues in gender-based violence topics, human rights of women, and gender equality; and
- c) Addressing gender-based violence, human rights of women and women's role in ensuring peace and security and gender equality in the general training for officers and non-commissioned officers/in pre-deployment training/in basic training sessions for soldiers:
 - i) Training sessions of officers and non-commissioned officers/pre-deployment training/basic training include a thematic study module on gender equality, human rights of women, the role of women in ensuring peace and security.

Finland

- a) More effective mainstreaming of the gender perspective in the security sector and crisis management;
- b) The gender perspective and analysis are included in all basic and postgraduate degrees and in continuing education and training provided for Finnish security sector personnel;
- c) The effectiveness of education and training will be assessed;
- d) The gender perspective and analysis are included in the training of senior leadership and experts;
- e) The gender perspective is integrated into crisis management training and exercises;
- f) Finland makes training modules and courses integrating the Women, Peace and Security theme internationally available; and
- g) Finland continuously develops the competence of its gender advisers and focal points.

France

- a) Organize consistent and mandatory training on the issues of women's rights, gender equality and raising awareness of gender violence for French staff leaving for external operations (military, police and civilian);
- b) Consistently include mandatory sessions on gender equality and women's rights in training for new diplomatic staff, as well as for civilian and military Defence staff, and in lifelong learning;
- c) Increase awareness of women's rights, gender equality and the issues regarding "Women, Peace and Security" among officials in the relevant Ministries; and
- d) Promote education on gender equality, women's rights and the prevention of violence against women at the educational level.

Germany

- a) Implement gender-equitable personnel development in foreign, development, security and defence policy;
- b) Continually educate German military, police and civilian personnel further on the principles of resolution 1325;
- c) Sensitize German soldiers, police officers and civilian personnel to the issues of sexual violence and sexual exploitation, including by the peacekeepers themselves, in advance of their operations; and
- d) Measures for gender sensitive training on forms of sexual and gender-specific violence and possibilities for preventing and overcoming them in preparatory training and further training sessions.

Iceland

- a) Consistent with Iceland's approach, the NAP is focused on the Ministry for Foreign Affairs including the MFA Defence Directorate but there are no military-specific activities.

Italy

- a) Continue to ensuring specific training on the various and cross-cutting aspects of UNSCR 1325(2000), in particular to personnel taking part in peace operations:
 - i) Enhancing professional training and training policies, on WPS, IHL, IHRL, and women's human rights, especially for all staff at all levels, including those to be deployed abroad - in order to improve a gender-responsive approach, especially within diplomatic, development, health, peace- and defence-related work (i.e., training modules for civilian experts and training of trainers, also in view of Art.1 of Act No. 145/2016);
 - ii) Enhancing the systematic inclusion of modules (which address any differential impact of armed conflict on women and girls), including codes of conduct and cultural awareness, on Women, Peace and Security, IHRL and IHL, in all Italian training for military, Police and civilian personnel of all levels, to be deployed in conflict areas;
 - iii) Strengthening the professionalism of domestic security forces, law enforcement and justice Institutions, by dedicated human rights training regarding, inter alia, the prohibition of incitement to hatred, counter violent extremism¹¹ and terrorism and, more broadly, non-discrimination related issues; and
 - iv) Mapping civilian and military education and training courses on Women, Peace and Security, available in Italy and abroad.

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Lithuania

- a) Mandatory pre-deployment trainings in Lithuania on gender sensitivity, preventing sexual exploitation, identifying and responding to indicators of conflict-related sexual violence have moved beyond abstract concepts towards more practical, scenario-based learning; and
- b) Organize training on the contents of the UNSC Resolution 1325 for the personnel being sent on international operations and missions.

Luxembourg

- a) Take special measures to strengthen the protection against gender-based violence, domestic violence, and trafficking, at the national level and abroad in General and pre-deployment training for military and civilian personnel participating in peacekeeping operations (including gender advisor, gender expert);
- b) During pre-deployment training for personnel departing on humanitarian, civilian and military peacekeeping missions, sensitize personnel to the “women, peace and security agenda”:
 - i) Pursuing a general policy of gender mainstreaming in general training for public servants and contract agents.

Montenegro

- a) Integrate gender perspective in the education programs for implementation of UNSCR 1325 and its accompanying resolutions;
- b) Conduct training for the managers and employees in all institutions envisaged for implementation of the Action Plan in order to ensure the conditions and create favorable institutional environment and infrastructural support of determined activities;
- c) Organize the education of members of the security sector on UNSCR 1325 and its accompanying resolutions with special accent in the area of human rights, international humanitarian right, gender-based violence, sexual violence, human trafficking;
- d) Organize education of the members of peacekeeping and humanitarian missions on the topic: Women in war and post-war situations and in the peacekeeping operations, violence against women and children, specific needs of the local women;
- e) Increase the level of awareness about the violence against women as social problems; and
- f) Insert gender perspective and topics on prohibition from discrimination based on gender in peacekeeping missions training.

Netherlands

- a) Increased capacities, skills, knowledge and resources for meaningful participation of women in security and justice sector development:
 - i) Understand and positively influence attitudes and beliefs that maintain and perpetuate the exclusion of women; and
 - ii) Encourage the inclusion of gender expertise in Dutch civilian and military contributions to international missions.

- b) Increased understanding of gender-based violence and ways of protecting women from it:
 - i) Exchange knowledge on context-specific gender-based violence and ways of protecting women from it.
- c) Increased capacities, skills, knowledge and resources to contribute to gender equality; and
- d) Increased understanding of gender equality and gender norms:
 - i) Develop and facilitate pre-deployment training courses on gender equality and context-specific gender norms; and
 - ii) Integrate a thorough analysis of gender equality, gender norms and masculinities into all programs.

Norway

- a) Norway's goals is to integrate women and men's security, rights and needs in all areas of operations and missions that Norway is part of:
 - i) The gender perspective is to be included in the planning, implementation and evaluation of operations and missions;
 - ii) Norwegian participants in exercises, training, operations and missions are to have competence in the gender perspective; and
 - iii) Norway will contribute to international competence and capacity building.

Poland

- a) Polish institutions will include topics related to the protection and support of the victims of conflict-related sexual and gender-based violence in training programs for persons preparing to join missions and operations abroad and for people willing to participate in such missions;
- b) Train people who are preparing to take part in peacekeeping missions or operations or who are interested in joining them on the protection and support of the victims of conflict-related sexual and gender-based violence as part of pre-deployment training;
- c) Incorporate the subject of Resolution 1325 and subsequent resolutions on the Women, Peace and Security agenda to the training curriculum for persons preparing to join missions and operations abroad and for persons interested in such posts:
 - i) Inclusion of the WPS agenda into outreach and educational activities addressed to people who are preparing to join foreign missions or operations, including senior management and commanding staff, and for those who are interested in participating in such missions and operations; and
 - ii) Inclusion of the WPS agenda in pre-departure trainings for diplomats and military attachés.
- d) Training on protection and support of the victims of conflict-related sexual and gender-based violence as part of pre-deployment training for people going on missions and operations abroad and for those who are interested in participating in such missions:
 - i) Inclusion of topics related to the protection and support of the victims of conflict-related sexual and gender-based violence in pre-deployment training for missions and operations abroad, also for senior management and commanding staff, and in trainings for people who are interested in participating in such missions and operations.

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Portugal

- a) Training on the matters covered by the UNSC Resolutions on women, peace and security should also be given to military and security forces personnel and to civilians assigned to missions for the promotion and maintenance of international peace and security and for emergency and crisis management settings;
- b) Intensifying training for military, security, and civilian personnel;
- c) Improving the knowledge about the issues regarding women, peace and security through intensive and consolidated training at all levels:
 - i) To conduct training programs on gender equality and violence against women and young women, including sexual violence, gender-based violence and trafficking in human beings, for executive and technical staff in the fields of justice, armed forces and security forces; and
 - ii) To conduct training programs on gender equality and violence against women and girls, including sexual violence, gender-based violence and trafficking in human beings, for personnel in the fields of justice, armed forces and security forces assigned to international missions for the promotion and maintenance of peace and security.
- d) To include the subject of “women, peace and security” in courses conducted by the IDN (National Defence).

Romania

- a) Providing the educational curriculum of military training institutions for the training of military personnel with information / courses on gender equality; providing the annual military command plan of each military structure with gender equality themes, methods to prevent and combat gender discrimination; training all staff of the ministry:
 - i) Introduction in the curriculum of military education institutions, for specific humanitarian law courses, of gender equality topics, promotion of equal opportunities, tolerance and discrimination, prohibition of sexual harassment and gender-based violence;
 - ii) Individual course project, depending on the level of education and duration of schooling time. Topics and sessions:
 - Training on the protection, rights and particular needs of women;
 - The importance of women’s involvement in peacekeeping and peace building missions;
 - Becoming aware of cultural differences in training programs for deployment;
 - Training for awareness of the HIV/AIDS threat; and
 - Training forces to categorically ban all forms of sexual violence against civilians.
 - iii) The introduction of the gender topic on the agenda of the training programs performed by the Romania in military staff in the pre-deployment period:
 - Knowledge of the main requirements of UNSCR Resolution 1325 and Bi-SC Directive 40 1, respectively the following: gender perspective, tolerance, respect for the special needs of women in certain regions of the world, recognition of signs indicating human trafficking, sexually transmitted diseases, sexual violence against women, special needs of military women participating in peacekeeping missions.

- b) Specialized training for placing Female Engagement Teams within the CIMIC, PsyOps, military information structures, made up exclusively of military women, which are intended to execute specific actions related to the local female population in theaters of operations;
- c) All members of staff of the Ministry of National Defence participating in missions outside the national territory are educated to improve their training and knowledge before being deployed in theatres of operations, gender equality training being a requirement; and
- d) A series of textbooks for the training of military personnel on international humanitarian law are produced, textbooks which are part of the military personnel training process and which also represent a source of documentation for the educational institutions for the individual training of each member of the military personnel, for the preparation for career courses or in-depth understanding in the case of personnel participating in international missions.

Slovenia

- a) Training of SAF male and female personnel in the framework of NATO Certified International Education Institutes;
- b) Education on the Women, Peace and Security Agenda and on the importance of gender mainstreaming in the areas of conflict prevention, peacekeeping and peace building, preventive diplomacy, the fight against terrorism, violent extremism and radicalization, and in the area of migration and trafficking in human beings, with the following measures:
 - i) Training of male and female employees of the Ministry of Foreign Affairs, in particular the employees seconded to diplomatic missions and consular posts, to international organizations and different international missions, the gender perspective and the Women, Peace and Security Agenda;
 - ii) Training of male and female members of the Slovenian Armed Forces and civilian functional male and female experts (CFS) prior being seconded to international operations and missions on cultural characteristics, gender perspective, the UN SC Resolution 1325 and other contents;
 - iii) Conducting training at the Center for Military Schools (CMS) for the male and female members of the Slovenian Armed Forces as part of regular training (Officers School, Command Staff School);
 - iv) Inclusion of the contents of the Women, Peace and Security Agenda in the regular annual training of SAF commands and units; and
 - v) Regular professional education of male and female advisers for the gender perspective in the Slovenian Armed Forces.
- c) In the course of trainings for male and female members of the SAF and CFS, prior being seconded to international operations and missions, they will be informed about the importance of preventing sexual violence and gender-based violence in conflict responsibly.

Spain

- a) Strengthen programs on education in equal opportunities, gender violence prevention, and peaceful resolution of conflicts:
 - i) Promote the supplementary training of all of Spain's State Administration personnel on this issue, which should include the scope and content of the WPS Agenda, as well as the resolutions of the UNSC and Spain's commitments in this area;

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- ii) Prepare a good practices guide on gender, the WPS Agenda, equal opportunities and the fight against violence targeting all personnel of Spain's General State Administration with responsibilities in the area of WPS;
 - iii) Include training on gender issues in all of the access and promotion programs of the Armed Forces and State Security Forces, as well as training for the early detection of human rights violations, with particular focus on situations of sexual violence and other forms of violence against women;
 - iv) Include training on gender issues in all of the training programs offered in Spain and aimed at persons from third countries who work in areas related to foreign action and to security and defence;
 - v) Develop training initiatives aimed at the Armed Forces and State Security Forces on the prevention of sexual and gender-based harassment;
 - vi) Develop educational projects on equal opportunities, the prevention of violence against women and the peaceful resolution of conflicts.
- b) Promote training in equal treatment and opportunities for women and men and in non-discrimination due to, among other reasons, age, religion or beliefs, racial or ethnic origin, or disability, and in particular, in relation to sexual violence as a war crime, for all staff of the public administrations working in the field of foreign relations. Stress in this training its contribution to achieving international peace and security and complying with UNSC Resolution 1325 et seq. on this issue. Particularly, promote training for all staff of the Armed Forces and of the State Security Forces, as well as civilian and diplomatic personnel posted abroad.

Sweden

- a) Reinforcing the gender perspective and expertise in the work for peace and security;
- b) Government agencies that work within the framework of the Total Defence concept must take account of a gender perspective and act in accordance with the agenda for Women, Peace and Security in their national and international operations, exercises, cooperation and coordination;
- c) Ensure skills development for managers and employees regarding the agenda for Women, Peace and Security and what a gender perspective entails in peace and security work. The Gender Coach program is one of the resources used for training managers;
- d) Ensure that staff deployed to perform peace keeping, peace building and crisis management work have knowledge of the agenda for Women, Peace and Security and that the training is adapted to the specific assignment;
- e) Sweden will endeavor to maintain its leading position in the world regarding gender perspectives on military operations/ activities and will continue to offer training and concepts through the Swedish Armed Forces in cooperation with regional and international organizations; and
- f) Sweden will continue to be involved in the form of the policy, concept and training work run by the Nordic Centre for Gender in Military Operations – based in Sweden – in the role based on its special status as Department Head for gender within NATO.

United Kingdom

- a) Mainstreaming of gender where appropriate and applicable in military doctrine and training materials, and appointment military gender advisers; and
- b) Training and capacity building of HMG staff to implement women, peace and security commitments.

United States of America

- a) Provide training as appropriate to support the Defense Objective 1 to exemplify a diverse organization that allows for women's meaningful participation across the development, management, and employment of the Joint Force:
 - i) Increase awareness of WPS principles (to be) better equipped to integrate them into its mission areas.



Chapter 3 – ANALYSES OF LEARNING REQUIREMENTS

3.1 INTRODUCTION

This chapter seeks to draw on the information presented in Chapter 2 to identify the implication for senior officer PME. The initial step taken was to conduct an analysis of the relevant learning requirements. While this will commonly then lead to identification of the required curriculum and course content, the subsequent chapter will shift to an issue that is not often fully considered: pedagogy. It is only when the learning requirements and the requirement of the learners are integrated that one can provide recommendations for PME.

The common approach to identifying military learning requirements is to draw from either specific task statements or terms of reference for key military positions thus deriving requisite Knowledge, Skills, Abilities or Other attributes (KSAOs) from factual statements of the work to be performed. The analyses in this chapter are based on the perspective that the PME learning curriculum is best derived from understanding the discourses represented in relevant policy documents; in other words, to reach beyond the typical information generated by a requirements authority to understand the broader articulations of the objectives assigned to the armed forces writ large rather than specific ranks or positions within the military structure. This approach is reflected in Karseth's (2006) description that:

The curriculum is viewed as a social construction where the process of decision-making is seen as a socio-political and cultural process... Consequently, the curriculum policy is not a coherent policy – it represents conflicting arguments, which become visible when we analyse the discourses represented in the policy documents. (pp. 256-257)

Thus, analyses were conducted to critically examine not only what policies proscribe but to consider the implications of the objectives that are presented and the narratives used to do so. In particular, it is recognized that most of the references cited in this report are the product of complex social dynamics in which those representing differing perspectives come to agreement on the language to be adopted. UN and NATO documents use politically nuanced language that is written so that the vast majority of nations involved can endorse or, at a minimum, not actively oppose. WPS Nation Action Plans can reflect the perspective of the government in power at the time however, as virtually all address areas of responsibility spread across differing government portfolios and most often are drafted based on inputs from the key constituents, the texts produced reflect either common ground or, again, a dominant view that all are expected to endorse and support.

The key to identifying the types of learning required in PME is to assess what the learners are likely to be required to do with the knowledge they gain. In this context, a generalized differentiation is made between training and education. Noting that both can involve mastering declarative or procedural knowledge (generally associated with training) and gaining an understanding of theory and concepts (generally associated with education); training is focused on enabling a well-practiced response to a predicted situation; education allows for a well-reasoned response to a novel situation. Thus, to return to the introductory comments on NATO SAT, understanding potential performance requirements requires consideration of not only defined/predicted tasks but must include the plausible range of unpredicted, novel or dynamic circumstances that military members may encounter when achieving the various mission objectives they have been assigned. The following sections summarize the key inferences and conclusions drawn from our analyses of the information summarized in Chapter 2. Subsequent chapters will extend this work to consider the implications for pedagogy (what approaches to take in enabling expected learning) and curriculum (what approach to take in structuring learning activities).

In assessing the potential senior officer learning requirements, two key issues were identified as of relevance and will be discussed in the following sections: the linkages of WPS with other cross-cutting themes and the roles and competencies of GENADs as specialist staff. The subsequent presentation will focus on the key themes emerging from the assessment of the military requirement and considerations of frameworks to organize the topics identified. The final section will provide a summary of how gender and cultural knowledge can be connected to other topics.

3.2 WPS AND CROSS-CUTTING TOPICS

3.2.1 NATO Doctrine

As suggested with the reference to Cross-Cutting Topics (CCTs), these issues are identified in a number of NATO policy documents and doctrine manuals.¹ This section draws from the NATO Civil-Military Cooperation (CIMIC) Centre of Excellence and related CIMIC doctrine specifically AJP 3.19 Allied Joint Doctrine for Civil-Military Cooperation (2018). CCTs can be viewed as either related to understanding the environment in which NATO missions are conducted or to providing specific objectives or tasks within the mission. As stated in AJP Section 3.19:

Cross-cutting topics (CCTs) are a range of different topics which could affect the mission in a number of ways, but which fall outside of the military's primary responsibilities. ... The common denominator of all CCTs is that they overlap each other and have far reaching effects in different areas of (civil) society. They are strongly influenced by culture and require military and non-military stakeholders to work together. CCTs need to be considered throughout an operation. To do so, characteristics of CCTs need to be identified and analyzed within the context of the civil environment/operating environment. (paragraphs 1.27-1.28)

AJP 3.19 Annex B provides descriptions of five identified CCTs:

- a) Protection of Civilians (persons, objects and services) (POC): includes all efforts taken to avoid, minimize and mitigate the negative effects that might arise from NATO and NATO-led military operations on the civilian population. When applicable, protect civilians from conflict-related physical violence or threats of physical violence by other actors, including through the establishment of a safe and secure environment. (B-2)
- b) Children and Armed Conflict (CAAC): The protection of children in armed conflict is an important aspect of a comprehensive strategy towards resolving conflict and building a durable peace and, as such, a matter of peace and security. (B-5)
- c) The Women, Peace and Security agenda aims to increase female participation in decision-making, enhance women's rights and protect women and girls from sexual and gender-based violence in conflict situations. (B-9)
- d) Cultural Property Protection: The military have an essential task and responsibility to protect cultural heritage in times of armed conflict when others cannot take on this task to protect the remains of previous generations. The integration of cultural property protection into a military mission requires identifying cultural property within engagement parameters, but also looking at the significance of cultural property for the identity and culture of the population. (B-13)

¹ It should be noted that UN documents frequently use cross-cutting themes not topics and that there are a wide range of themes/topics identified across UN organizations and agencies.

- e) Building Integrity: The building integrity program addresses the adverse effects of corruption on military operations. (B-14).

Although not specifically identified in NATO guidance, the differentiation between whether CCTs are seen as part of the environment vs being mission-specific objective would be drawn from mission taskings and, in particular, whether there are specific objectives assigned to the military based on particular UNSCRs. In this context, reference to UNSCR 1265 and related resolutions would likely generate tasks under POC; to UNSCR 1612 and related resolutions to tasks associated with CAAC; and, to UNSCR 1325 and related resolutions to WPS tasks.

Finally, AJP 3.19 highlights that “these five CCTs are deemed to be informed by comprehensive approach and the recognition that solutions are impossible to achieve by military means alone” and that “promoting long-term, self-sustained peace, security and stability is best achieved in cooperation with the local authorities, population and civil society, such as relevant organizations working for human rights, including gender equality”.

3.2.2 Human Security

The concept of Human Security (HS) has been given increased attention by both the UN and NATO as well as some members states such as the United Kingdom (UK). As articulated by the NATO SGSR for WPS (2019) “in NATO, ‘Human Security’ is the term applied to all the cross-cutting agendas that support NATO’s work such as Protection of Civilians (POC), Children and Armed Conflict (CAAC), Cultural Property Protection (CPP), Human Trafficking (HT), and Conflict-Related Sexual and Gender Based Violence (CR-SGBV)”.² The CIMIC COE states that:

HS addresses the need to protect human individuals and communities against various threats both on national and international levels. HS is to be differentiated from the traditional understanding of security, which focuses on state security with states being the only relevant actors that, by means of power, threaten the security of other sovereign states. The aim of HS is to take all threats that endanger freedom and human rights into account by providing a comprehensive approach. (CCOE, nd)

As part of NATO evolutions, a Human Security Unit was established in 2019 and in 2021 the SGSR for WPS stated: we are shaping a human security approach to our work” (NATO Newsroom 14 Apr 2021). The 2022 release of the updated NATO Strategic Concept included several references to both human security and the WPS Agenda across all tasks (NATO Strategic Concept 2022). It is note that clarification of how these concepts are related or to be differentiated has not been provided.

Of importance, the NATO approach has been to keep the WPS Agenda separated from human security. In contrast, the UK has integrated WPS under their approach to Human Security, first with the 2019 Joint Service Publication (JSP) 1325 Human Security in Military Operations and the 2021 successor JSP 985 Human Security in Defence. JSP 985 incorporates seven cross-cutting themes: protection of civilians, WPS including conflict-related sexual violence, CAAC/Youth Peace & Security, modern slavery and human trafficking; Preventing and Countering Violent Extremism (PCVE); building integrity and countering corruption, and cultural property protection. The document notes that PCVE is not shared with NATO (JSP 985, p 17). Finally, JSP 985 acknowledges the divergence from NATO on WPS stating:

² The issues of Human Trafficking, Conflict-related sexual and/or Gender-based violence and Sexual Exploitation and Abuse can be considered as sub-sets of either Protection of Civilians or the WPS Agenda. It should be recalled that these issues were identified in Chapter 1 as incorporated in the WPS NAPs for some member states.

NATO and its partners have also recognised the importance of ensuring women’s meaningful participation in decision-making and in security institutions. They remain committed to contributing to the full implementation of the agenda outlined in UNSCR 1325 on WPS. In the UK we do this through the HS approach and not through a separate Gender Advisory framework. (p. 19)

3.2.3 Gender Analysis and Gender Perspective

To be developed further in the subsequent presentation in this chapter as the key focus of this research, consideration must be given to the concept of gender analysis and gender perspective. The following is extracted from the description provided by the office of the SGSR WPS (2019):

In NATO, gender analysis is the systematic gathering and examination of information on gender differences and on social relations between men and women in order to identify and understand inequities based on gender. Gender analysis involves a critical examination of how differences in gender roles, activities, opportunities and rights affect women and men. It examines the relationships between women and men and their access to and control of resources and the constraints they face relative to each other. A gender analysis should be integrated into all assessments or situational analyses to ensure that gender-based injustices and inequalities are not perpetuated and/or exacerbated....

A main purpose of gender analysis is to reveal political, social and economic inequalities between men and women by highlighting the gender-based roots of these inequalities. Thus, gender analysis can:

- *Lead to an understanding of the underlying causes of power imbalances and inequalities between men and women [structural inequalities];*
- *Explain how men and women are experiencing threats, vulnerabilities and conflict differently [conflict related inequalities]. Gender analysis can demonstrate how different roles for men and women during and after conflict will also impact their contribution to conflict-prevention and post-conflict reconstruction.*

The same reference describes gender perspective as:

...a strategy to understand the power relationships between men/boys and women/girls. A gender perspective sheds light on who has access to and control of resources, and who participates fully in decision-making in a society’. [Implementing a gender perspective can only be done following a gender analysis of the human terrain within the area of operations].³

UNSCR 1325 calls for integrating a gender perspective into all activities undertaken by national militaries, security forces, humanitarian agencies, peacekeepers, and other key stakeholders who engage women in peace and security efforts. NATO has integrated a gender perspective as an essential component of military operational effectiveness in three key areas: human security; meaningful and equal participation of military women in national defence and security institutions and by increasing operational effectiveness through the inclusion of women in the prevention, management and resolution of conflict.

In NATO, the NATO Committee on Gender Perspectives (NCGP) refers to gender perspective as ‘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.’

NATO has directly linked the role of gender perspective and women’s equality to more effective and sustainable peace and security efforts.

³ Cited in the SGSR WPS (2019) document as coming from the UN Economic and Social Council (1997).

It is noted that the portion indicated in bold italics is cited as from the UN Economic and Social Council (1997). The original text from this 1997 report is:

Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality (UNESCO 1997, Chapt 4).

NATO AJP 3.19 specifically addresses gender and culture with cultural awareness highlighted as crucial to mission success:

Gender is not a separate cross-cutting topic, rather something that is an integral part of the CCTs listed above.... 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. The aim of this is to take into consideration the particular situation and needs for men and women, as well as how military activities have different effects on them....During NATO operations, it is important to obtain a clear understanding of the local culture, society and environment (i.e., context) which are fundamentally influenced by the culture-specific notions of gender. It is also essential to take measures to promote gender equality relevant to the operation. (NATO AJP 3.19, 2018, paragraphs 1.30 to 1.32)

Finally, the primary guidance provided by Allied Command Operations states:

In planning, gender perspective can be a specified objective at any level (as in the Resolute Support mission) or it can be seen as an "enabler", something that, if properly addressed and considered in the planning process, will support the accomplishment of the military objective. Thus, it may be identified as an effect and/or included as a Complimentary Non-Military Action. All this must be borne in mind as it affects how the Gender Advisor (GENAD) or Gender Focal Point (GFP), (on the planning team) should approach and support the planning task. Irrespective, the core question for the GENAD, GFP and planner will always remain "How does it affect the Military Mission?"

There are multiple strands to the gender perspective that have to be considered during the planning process. These might include:

- a) Addressing Conflict Related Sexual and Gender Based Violence (CRSGBV) (See Annex D).*
- b) Analysing changing gender roles caused by the conflict.*
- c) Considering how NATO can contribute to gender equality and women's empowerment in the affected nations before, during and after the conflict.*
- d) Considering how NATO can support the delivery of equal security for men and women.*
- e) Ensuring NATO support to any Disarmament Demobilisation and Reintegration (DDR) remains gender neutral/equal.*
- f) Ensuring gender perspectives considered and addressed in NATO's support to the peace process including ceasefire agreements and women's participation is actively included.*
- g) Ensuring gender perspectives are considered and addressed in Security Force Assistance (SFA).*

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- h) *Ensuring gender perspective is considered in any NATO support to the pursuance of war crimes.*
- i) *Ensuring any NATO support to election activities considers the gender perspective.*
- j) *Internal gender considerations:*
 - i) *Force composition.*
 - ii) *Engagement capacity/capability.*
 - iii) *Communications.*
 - iv) *Standards of Behaviours or Codes of Conduct. (NATO ACO 2015, paragraphs 6-7)*

3.2.4 Implications for Gender Knowledge

This overview of NATO CCTs of POC, CAAC, WPS, CPP and Building Integrity and brief consideration of Human Security and Gender Analysis serves to identify that the WPS Agenda (writ large) and the understandings of gender are integral to addressing each of the other topics. Section 3.4 will provide a more detailed review of NATO's approach to WPS, gender and gender analysis however two initial implications are provided. The first is that, in contrast to the other four of NATO's CCTs, WPS is a complex topic with important sub-components and interconnections. To link several of the citations presented, considerations of WPS can serve to inform the understanding of the environment or context in which missions are conducted; can also lead to very specific mission objectives or taskings; and, importantly, gives rise to the requirement to analyze either the environment or taskings using a particular perspective. The second is that, while the other four CCTs may be linked in some way (Protection of Civilians will often involve consideration of Children and Armed Conflict and may require attention to Cultural Property Protection), WPS stands alone as permeating all others. These observations will be integrated with the analyses of the requirements presented in Chapter 2 in later sections of this chapter.

3.3 GENAD ROLES

The focus of this report is on the national PME delivered for generalist officers and, in particular, not on the roles or competencies for Gender Advisors (GENADs). It is recognized, however, that these two are related: to some extent, the greater the competencies and broader the roles of those filling GENAD positions, the less their generalist peers might have to master. The availability of specialized staff, however, does not mean that generalists can rely on these staff for all expertise and all functions. The clear analog applies when working with Legal Advisors and/or military legal officers: the availability of these experts does not remove the requirement for all in the chain of command to have a sufficient understanding of regimes of law and the capacity to apply a legal lens across all activities. Further, NATO doctrine clearly states that:

The directive [Bi-SCD 40-1] recognises the integration of gender perspective as the primary tool to mainstream gender into all activities during peace and crisis. Commanders, within their power, maintain overall responsibility for this implementation, with the Gender Advisor (GENAD) providing support and advice, and Gender Focal Points (GFP) supporting and facilitating the GENAD in staff functions. While the responsibility rests with the commanders, all staff functions have their responsibilities.

(Bi-SCD 40-1, para 1-1).

The relevant NATO Allied Command Operations direction confirms that:

Within NATO, gender perspective is a crosscutting theme with responsibility lying at all levels. In order to help focus commanders and staffs, NATO has created a gender advisory structure to support NATO Commanders and Operations/Missions within NATO Command and Force Structures. (NATO ACO FPG, 2015, para 5)

This is amplified in the descriptions provided by the NATO SGSR WPS (2019):

A Gender Advisor provides advice and guidance on how to integrate gender into any function. While responsibility for implementation of gender mainstreaming lies with senior management, a specially trained Gender Advisor supports an organisation in implementing gender mainstreaming. Therefore, a Gender Advisor is responsible for facilitating gender mainstreaming processes to advance gender equality.

In NATO, Gender Advisors are military and/ or civilian personnel deployed to NATO Commands, operations and missions. Gender Advisors operate at a strategic and operational level and are a valuable resource to the Commander, who is responsible for the overall integration of gender perspectives into planning, execution and evaluation. Gender Advisors are deployed by Nations to support the Women, Peace and Security mandate in an operational setting. Gender Advisors are expected to provide advice and guidance to the Commander and Branches on how to integrate gender into all operational planning and mission execution.

Thus, when considering that the GENAD role is to help focus commander and staff by providing advice and guidance, the descriptions of the types of tasks GENADs are expected to perform assist in also describing the tasks that their generalist staff colleagues are expected to conduct. Work is ongoing to clarify and update terms of reference and tasks statements for NATO GENADs working in the four domains of political-military interface and military strategic, operational and tactical levels with the Appendix 3-1 to this chapter presenting a summary of key tasks.

3.4 KEY THEMES FOR MILITARY KNOWLEDGE REQUIREMENTS

The analyses of learning requirements for generalist officers represent an integration of the NATO and national requirements summarized in Chapter 2 (those primarily focused on the WPS Agenda and gender considerations) with consideration of cross-cutting topics as well as the roles and responsibilities of GENADs. Particularly due to the emphasis on gender and gender considerations as permeating all domains, the most obvious initial conclusion is that senior officer PME should ensure that graduates possess a fairly broad competence to apply a gender perspective as a specific objective or a key enabler. Further, it is evident that a slightly more detailed description will yield a lengthy list of “gender and ...” or “gender with ...”. This section provides an initial approach to grouping the various topics using three categories of what the military must do, needs to do and should do. The following sections will extend on these groupings with presentation of organizing frameworks and key topics.

3.4.1 Regulative

The direction for what the military must address, hence what the senior military leader needs to be competent at doing, can come from three domains. In some cases, the direction provided includes specific taskings for PME content while, in others, it can be an inferred tasking (the knowledge required by military members to be able to achieve mandated objectives).

- a) **National-level legislation or direction.** Depending on the country, there can be national legislation or direction such as formal Defence policy or internal orders/regulations which requires the military to take actions including addressing specified learning in PME;
- b) **International conventions/resolutions.** As identified earlier, almost all NATO nations have published NAPs which, at a minimum, draw on the commitments arising from the related series of UNSCRs however many integrate other considerations which can include other UN resolutions, conventions, or protocols and, particularly for many NATO nations relevant European Union or Organization for Security and Cooperation in Europe (OSCE) commitments or action plans with varying direction for PME learning objectives; and
- c) **NATO obligations.** The clearest example under NATO is Bi-SC 401 which has been referenced on several occasions. However, NATO continues to expand considerations of the WPS Agenda and application of the gender perspective (or gender perspectives) to other directives, guidance, and standards which, in turn, can lead to identification of knowledge requirements hence PME learning objectives.

3.4.2 Instrumental

There are two factors that lead to many nations concluding that there are practical benefits to attending to the WPS Agenda and/or implementing gender perspectives in the military:

- a) **External focus.** The key issue (and an element of many of the narratives for attention to these issues) is to enhance military operational effectiveness and, in particular, applying a gender perspective in planning and conducting military activities. An additional element of this external focus is the articulated benefits of having increased numbers of women serving in deployed operations with the expectation that this will enhance aspects of effectiveness from engaging with segments of the local population to drawing on their own lived experiences (especially as a woman in a male-dominated environment) to enhance the capacities for gendered analyses. The PME learning arising from this factor pertains to optimizing the contributions that can be made by military members and, in particular, women to enhance operational effectiveness; and
- b) **Internal focus.** The internal focus is generally on personnel issues and increasing the number of women in uniform (which, in turn, expands the pool of women who may be able to deploy on operations). Depending on the nation, this can lead to updated PME to address leadership styles, professional socialization and developing the intellectual capacities to conduct gender-informed reviews of internal policies to ensure these enable the military to attract and retain women. For some (not all), this extends to attracting and retaining gender diverse individuals.

3.4.3 Normative

Three aspects lead to the military understanding that there are aspects which the armed forces should do thus are voluntary but can be considered of strategic importance.

- a) **Societal expectations.** As an extension of the internal focus and objectives to increase the number of women in uniform, there tends to be a generalized philosophy in most nations that the military should reflect the population it serves hence that efforts should be taken to ensure appropriate representation of the diversity in the larger society. As above, this often leads to updated PME to address leadership styles, professional socialization and developing the intellectual capacities to conduct gendered-informed reviews;

- b) **Military professional perspectives.** It is expected that military members and, in particular, senior leaders will apply a number of perspectives when exercising professional judgement. These have included legal considerations, ethical reasoning and assessments of resource constraints. For many nations, the expectation has been articulated or generally accepted that these analytical lenses need to also include gender or, as articulated in the Canadian approach of GBA Plus, intersectional analyses incorporating multiple facets of identity; and
- c) **Alliance expectations.** While the relative importance given to gender representation or the use of gender-informed analytical frameworks can vary, the generalized NATO alliance expectations of enhancing interoperability leads to the recognition that there is a benefit for all member states to ensure their military members can work together effectively hence there may be recognized PME requirements to understand how others apply gender perspectives (especially in integrated planning functions).

3.4.4 National PME

Information on the incorporation of gender learning was drawn from the “Summary of the National Reports of NATO Member and Partner Nations to the NATO Committee on Gender Perspectives” produced annually by the NATO International Military Staff GENAD office. As with the focus of this study, topics were extracted when deemed to be delivered as part of senior officer career courses. It was noted that many countries provided either pre-deployment training on relevant topics and/or specific short courses for GENADs and GFPs. Relevant information by nation is:

- a) **Belgium:** Gender-sensitive communications;
- b) **Bulgaria:** Course material addressing WPS policies in an international framework; NATO members implementation; integration of WPS policies in planning, implementation and evaluation of military operations; and analysis of best practices;
- c) **Croatia:** Gender related topics with special emphasis on the implementation of UNSCR 1325 on WPS and related Resolutions have been integrated into programs of all levels within PME for commissioned and non-commissioned officers addressing relevant UNSCRs, NAP and gender related documents in MoD and CAF;
- d) **Germany:** Officers and senior non-commissioned officers receive training on gender equality competence (relevance of gender mainstreaming and terminology) and on cross-cultural competence;
- e) **Hungary:** National programs have been implemented for officers and enlisted personnel; details not provided;
- f) **Italy:** Three national programs of relevance for senior officers covering: international legal frameworks with consideration of WPS UNSCRs; lectures/seminars on 1325 and implementation of gender perspectives in military operations; and implementation of WPS UNSCRs, NATO BI-SC 40-01 and role of GENADs and GFPs as well as local level gender awareness sessions;
- g) **Lithuania:** Course for OF 1-5 that introduces gender perspective in military operations to officers participating in officer career courses;
- h) **Montenegro:** Course material for OR 1-9 and OF 1-5 for familiarization with the legal background for implementing a gender perspective with an emphasis on countering sexual violence against women;
- i) **Norway:** For OF 3-5, gender education is linked to operational planning in the areas of human security and protection of civilian carried out as part of joint planning group activities and the concluding exercise;

- j) **Poland:** Course material for OR 1-9 and OF 1-6 on counteracting against bullying and the integration of women's military service;
- k) **Portugal:** Army Majors Promotion Course provides definitions and doctrine addressing conflict-related sexual and gender-based violence and the integration of gender perspective in military operations; and
- l) **Slovenia:** For OF 3-5, the Senior Staff Course provides a lecture on the WPS Agenda and gender perspective as well as education on gender awareness, gender roles, perceptions and stereotypes; gender equality and the integration of gender perspective.

3.4.5 Additional Gender Learning Courses

The considerations of topics and content that may be included in relevant courses was augmented by RTG member Dr Vanessa Brown's work in support of the Canadian Armed Forces (Brown, 2020a and 2020b) as well as her PhD thesis on this topic. As presented below, two reports were of particular value.

3.4.5.1 Mapping the Field

Brown (2020a) presents analysis of the content of publicly accessible curriculum content for gender related courses designed for defence and security professional. She reported that the 10 most common topic areas / themes were:

- a) Key Terms and Definitions (sex v. gender, gender perspective, gender analysis, equity/equality);
- b) Women, Peace and Security (related resolutions and agenda);
- c) Gender Perspective, Gender Analysis and Gender-Sensitive Planning;
- d) International Humanitarian Law/Legal Frameworks;
- e) Gender and Operations and/or Gender and Policy;
- f) (Conflict-Related) Sexual and Gender-Based Violence/Sexual Exploitation and Abuse;
- g) Women's Equality and Empowerment;
- h) Children and Armed Conflict and/or Protection of Civilians;
- i) Conduct and Ethics; and
- j) Assumptions and Bias.

Brown also identified a number of less common themes, emerging trends and interconnected topics that were addressed on some courses:

- a) Nature v. Nurture (changing gender roles, social construction);
- b) Culture;
- c) Leadership;
- d) Intersectionality;
- e) Diversity;
- f) Human Security;
- g) Engaging men and boys; and
- h) Resistance, negotiation and advocacy.

Finally, Brown identified additional conceptual topics to consider:

- a) Power (social, cultural, economic);
- b) Patriarchy;
- c) Masculinities and Femininities;
- d) Gender training and education for men;
- e) Men's roles (in prevention of conflict, prevention of Sexual and Gender-Based Violence (SGBV), and empowerment of women and girls);
- f) Ethnocentrism (colonialism/settler colonialism, imperialism, cultural superiority);
- g) Essentialism;
- h) Gender Equality and Diversity: Concepts, Definitions and Impacts in Military Context; and
- i) Differential impacts of gender on and among men.

3.4.5.2 United Nations CHODs WPS Network⁴ Curriculum

During Canada's tenure as chair of the UN CHoDs WPS Network, Dr Brown led a team that produced a ten-module curriculum on the WPS Agenda and gender considerations with the intent to focus material on the military in UN peace operations; move beyond overviews of policy and WPS objectives to enhance the capacity to apply gender perspectives; and ensure learning and language could be tailored to a wide range of audiences (Brown, 2022).

Based on the analyses conducted, course material including facilitator notes and a separate instructor's guide were produced for the following modules:

1) Gender, Diversity and Equality: Key Definitions

Aim: to introduce learners to key concepts and frameworks related to mainstreaming gender perspectives in military operations and to apply these concepts to practical examples.

2) Introduction to Women, Peace and Security

Aim: to introduce participants to the United Nations Women Peace and Security Agenda and gender mainstreaming in military operations.

3) UNSCR 1325 and Related Resolutions

Aim: to introduce participants to the United Nations Security Council Resolutions that form the Women Peace and Security agenda and its impact on military operations.

4) Women and Operations

Aim: To create awareness and understanding about women and operations and the important roles women play in ensuring the development and maintenance of international peace and security.

5) Conflict-Related Sexual Violence

Aim: To explain the duties of military and UN peacekeeping personnel in effectively addressing Conflict-Related Sexual Violence.

⁴ Women, Peace & Security Chiefs of Defence Network (2023). <https://www.wpschods.com/>

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6) Applying Gender Perspectives to the Prevention of Sexual Exploitation and Abuse

Aim: To examine the Uniform Standards of Conduct and the United Nations Zero Tolerance Policy prohibiting Sexual Exploitation and Abuse through an application of gender perspectives.

7) Early Warning Systems and Indicators

Aim: To demonstrate to participants how to apply gender perspectives in relation to early warning systems and indicators.

8) Monitoring and Reporting Mechanisms

Aim: To apply gender perspectives in relation to monitoring and reporting mechanisms for Conflict-Related Sexual Violence and grave breaches regarding children.

9) Mainstreaming Gender Perspectives in Operations

Aim: To develop understanding about key concepts and skills required to mainstream gender perspectives in operations.

3.5 NATO GENERIC PME REFERENCE CURRICULUM

Over several years, contributing nations have produced generic PME reference curriculum that can be used across military ranks (Emelifeonwu, 2011). The current Officer curriculum addresses three stages: pre-commissioning, junior and intermediate levels (with senior level officer reference curriculum to be developed). The pre-commissioning and junior level curricula were updated in 2018 and incorporated WPS and gender considerations; the intermediate curriculum has yet to be updated. As such, the pre-commissioning and junior officer updates provide valuable inputs as to what gender learning has been incorporated – and into which subjects. The intermediate curriculum will be addressed in Chapter 5 as a major output from this study.

The NATO Generic Officer PME Reference Curriculum (Emelifeonwu, 2011) document provides valuable perspectives on Professional Military Education:

The necessity of education for armed forces personnel arises from their unique employment which includes, among other things, defense of the nation and provision and maintenance of peace and security abroad. To be successful at these tasks, armed forces members need to be intellectually agile in order to out-think their adversary and to be able to work with allies and increasingly non-armed forces personnel. ...Professional military education is therefore designed to prepare professional militaries to deal with the ever-increasing ambiguities and multi-layered contemporary security environment and battle space. A PME curriculum should be broad enough to provide new academic horizons and deep enough to whet the intellectual curiosity of all officers. (pp. 4-5)

Noting that this reference curriculum is presented as a ‘starting point’ not a detailed specification of learning objectives or learning outcomes, the updated curriculum provides valuable information on how NATO direction on WPS and gender perspectives has been incorporated. Appendix 3-1 provides a longer list of the types of gender knowledge presented in the updated pre-commissioning and junior officer curricula with the summative assessment that this represents five topics: applying gender analysis as a tool or lens to inform military operational planning; understanding the role of gender as one of many factors that inform international relations/international security; developing cultural awareness particularly gender as one of several facets to understand the culture of others the military may engage with; the impacts of gender and gender representation in the military on leadership, ethics and professionalism; and the concept of gender equality as a social objective.

3.6 GENDER IN ACADEMIC CURRICULA

Gender is a central construct in the academic disciplines of anthropology, sociology and psychology; the focus of interdisciplinary program in gender and/or feminist studies; and a topic of interest in disciplines ranging from international relations to health to kinesiology. In assessing the teaching of gender, it should be recalled that mathematics is taught from kindergarten to PhD courses: the differences across levels are in depth of understanding, degree to which key concepts are challenged, and extent to which central theories and constructs are related to either other theories and constructs or to applying disciplinary knowledge in real world contexts. For a number of reasons, gender is considered to one of the most complex constructs to be studied or applied. As summarized by LeMaster and Johnson (2018):

Gender eludes definition. Thus, to teach gender is to work with and against the ineffable, the uncertain, and the particular. Gender is ineffable because it is far too expansive a cultural and personal phenomenon to grasp with any meaningful complexity. Gender is uncertain because it is animated in the liminal space between identification and interpolation or between self and/as other. Gender is particular in the sense that gender is rendered legible exclusively through competing ideological discourses that attempt to contain the ineffable and the uncertain despite their elusiveness. In short, teaching gender is necessarily complicated. (p. 189)

Part of the complexity is that all learners and all learning is situated in socially gendered contexts. As highlighted in the DCAF Handbook *Teaching Gender in the Military* (Holvikivi, 2016), this issue becomes of increased importance when seeking to teach gender or gender perspectives in the context of a highly gendered (hyper-masculine) profession. Clark et al. (2003) observed that students may sometimes hold onto their current understanding of gender roles ‘like lifelines’ in class discussion when confronted with information that challenges their existing views. According to the authors, this occurs because these critiques may threaten students’ ‘sense of self’ and, as a result, be perceived as an ‘attack’. Brown (2021) noted similar issues amongst some (not all) military officers who were presented with deeper understandings of gender as part of the Canadian Joint Command and Staff Programme.

The recognition of the complexities of teaching gender in academic disciplines leads to the recognition that consideration needs to go beyond the topics to be taught to the broader considerations of pedagogy and gender relevant pedagogy. As presented by Chapin and Warne (2020):

Pedagogy as a concept embraces virtually all teaching and learning processes. Within the context of the classroom, pedagogy is a term that includes what is taught (the content), how teaching takes place (the teaching process) and how what is taught is taught (the teaching methods)....Gender matters when looking at pedagogy becauseit is often poor pedagogical practices that reproduce gender inequalities in the classroom. This is the result of insensitivity to issues of inclusion and a reliance on teaching and learning practices that focus on the transmission of knowledge, over students’ critical engagement with ideas and concepts. When gender becomes a pivotal lens within pedagogy, it supports more inclusive and interactive teaching and learning practices ... (p. 3)

The pedagogical issues associated with teaching gender or applying gendered knowledge in the military will be addressed the following chapter.

3.7 SCOPING POTENTIAL LEARNING REQUIREMENTS

Chapter 2 examined the military requirements arising from: UNSCRs, the WPS Agenda and related UN frameworks; NATO direction on incorporation of UNSCRs and application of the gender perspective; and

direction to the armed forces from WPS National Action Plans. The general conclusion reached is that NATO intends for these considerations to be applied broadly and deeply: utilized across all aspects of military activities including the full spectrum of operations and employed across all aspects of internal functioning and all institutional structures. This chapter has situated BI-SC 40-1 in the broader context of cross-cutting themes; NATO direction regarding gender analysis and the gender perspective; the role of Gender Advisors as specialist staff with increased gender knowledge; a brief assessment of the national direction related to WPS and gender knowledge under the framework of regulative (what the military must do); instrumental (what the military should do) and normative (what the military could do). Consideration of how gender curricula has been framed drew on Canadian work mapping related courses; the framework developed for the UN CHoDS WPS Network; the NATO Generic Officer PME Reference Curriculum; and a brief consideration of how gender is addressed in academic disciplines.

Chapter 4 will examine related pedagogical issues. The main learning requirement identified in Chapters 1 – 3 leads to the requirement for a layered framework of knowledge which starts with assumed factual knowledge and expands to deeper subjective understanding. The layers comprise:

- a) Factual/declarative knowledge: understanding relevant policies, requirements, strategic objectives, international obligations and normative frameworks;⁵
- b) Rational Application: as commonly taught in PME, the capability to consider gender or gendered categories in conducting analyses of military-specific issues (from policy development to planning and conducting operations);⁶
- c) Theories and Concepts: the broad range of theory that informs understandings of gender as a critical component of culture; and the ways in which history, context and social construction inform one's own understanding of gender and culture;⁷
- d) Ontological, Epistemological and Methodological Considerations: developing awareness of what we assume to know (ontology) and on what basis we have arrived at these assumptions (epistemology) with the recognition that such considerations are central to understanding of social relations and social realities or to generating and applying assumed knowledge (methods);
- e) Self-insight/self-understanding: facilitating individual's awareness of their internalized worldview including taken-for-granted assumption, stereotypes, biases and ethnocentric perspectives; and
- f) Gender-informed, culturally nuanced world view and analytical lenses: integration of the knowledges from above to develop enhanced capacities to generate and apply gendered knowledge with appropriate recognition of both limits on this socially constructed knowledge and the ethical obligations inherent in using assumed knowledge of others.⁸

⁵ Normative frameworks refer to policies and principles that have been agreed to by the international community, particularly, through the UN as the way things should be done (norms). The series of UNSCRs comprising the WPS Agenda provides a key component of the relevant normative frameworks but, as presented in Sections 3.2 and 3.4 there are a number of other normative instruments which should also be understood.

⁶ This level of learning is based on the scientific method and is evident in most of the bullets in Appendix 3-2 under "Applying Gender Analysis; Understanding Security and Leadership".

⁷ This level of learning is implied in some of the bullets in Appendix 3-2 under "Cultural Awareness/Understanding and Social Objectives".

⁸ It should be noted that efforts to amend the previous two levels of ontology or self-insight must be informed by understanding of how the institutional, structural, and systemic facets of the profession of arms influence individual's values, beliefs, biases, and social constructions.

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Appendix 3-1: DRAFT GENAD TASK LIST⁹

Task	Military/ Political	Strategic	Operational	Tactical
Advise on gender perspective during force generation	X	X		
Advise on the gender related implications of force composition for operations (internal/external)	X	X	X	X
Evaluate integration of gender perspective	X	X	X	X
Report on integration of gender perspective	X	X	X	X
Differentiate between sexual harassment, SEA and CR-SGBV	X	X	X	X
Recommend mitigation measures to CR-SGBV security risks	X	X	X	X
Identify reporting channels (authorities) for CR-SGBV related incidents	X	X	X	X
Report on CR-SGBV incidents	X	X	X	X
Promote gender integration	X	X	X	X
Facilitate a functioning GENAD network	X	X	X	
Facilitate a functioning GFP network	X	X	X	X
Collaborate within GENAD functional network	X	X	X	X
Advise on processes and products to support gender mainstreaming	X	X	X	X
Collaborate with experts to integrate gender perspective into their processes and products	X	X	X	X
Develop processes and products that support gender mainstreaming	X	X	X	X
Integrate gender perspective into all processes and products	X	X	X	X
Formulate a gender analysis for a country/region	X	X	X	
Formulate a gender analysis for your area of operation			X	X
Contribute to development of military response options with a gender perspective	X	X		
Contribute to the comprehensive preparation of the operational environment with a gender perspective	X	X	X	X

⁹ This is an interim list with work by NCGM ongoing to refine and finalize.

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Task	Military/ Political	Strategic	Operational	Tactical
Inform on gender considerations during COA development	X	X	X	X
Identify training requirements to support gender integration and mainstreaming	X	X	X	X
Using a gender perspective recommend military actions to counter early warning indicators	X	X	X	X
Using a gender perspective, conduct an analysis of trends incidents and events	X	X	X	X
Analyze reports to extract gender related lessons	X	X	X	X
Incorporate lessons learned into policy frameworks	X	X		
Report on lessons identified	X	X	X	X
Develop policies for gender related topics	X	X		
Contribute to policy development for gender related topics	X	X	X	X
Develop a comprehensive communication plan for gender messaging	X	X	X	X
Coordinate delivery of key messaging in communications plan	X	X	X	X
Translate the WPS Agenda for military command and staff	X	X	X	
Advise on military actions required to support the WPS Agenda	X	X	X	X
Identify host nation support to help meet WPS Agenda requirements	X	X	X	X
Identify resource needs to support implementation of gender perspective in relation to the WPS Agenda	X	X	X	X
Establish internal/external liaison with entities to support NATO's WPS mandate	X	X	X	X

Appendix 3-2: GENDER TOPICS IN GENERIC PRE-COMMISSIONING AND JUNIOR OFFICER PME REFERENCE CURRICULUM¹⁰

Applying Gender Analysis:

- a) Apply gender analysis;
- b) Demonstrate gender-sensitive cultural and security analysis;
- c) Apply gender analysis of the operating environment into the planning process;
- d) Apply gender analysis (the different needs and roles of men and women) in operations;
- e) Explain the place of gender analysis (the different needs and roles of men and women) in operations;
- f) Recognize the influences of gender in operations; and
- g) Potential module: operational impacts of gender; capable of undertaking and applying gender analysis.

Understanding Security:

- a) Consider: gender and peacekeeping;
- b) Consider: the role of race, gender and class in the structure of the modern world system, major conflicts, and effects of globalizing market capitalism, growing environmental problems, terrorism and human rights; and
- c) Consider: the multi-disciplinary nature of international relations including the connections with factors that continuously shape and influence international relations, e.g., politics, economics, society, culture, history, language, race, ethnicity, and gender.

Cultural Awareness/Understanding:

- a) Describe the concepts of gender, gender differences, gender roles and gender equality;
- b) Cultural competency should be established for deployed troops that includes an understanding of local religions and basic relief systems, gender dynamics, and what aspect of the culture must be influenced in order to initiate change;
- c) Demonstrate gender-sensitive cultural analysis and its link to the security of the small and local population; and
- d) Potential module: social traits and conditions, customs and habits, gender roles and relations.

Leadership:

- a) Lead mixed gender teams;
- b) Discuss how questions of human rights and inequality (e.g., gender, racial) influence ethical decision-making;
- c) Identify problems with organizational culture within the military in relation to gender, diversity and equality issues;

¹⁰ Drawn from Emelifeonwu, 2011.

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- d) Recognizing and overcoming gender inequality;
- e) Consider: gender security: standards of behavior/codes of conduct;
- f) Consider: how does leadership shape organizational culture in relation to gender equality and diversity?
- g) Consider: how can gender balance be improved? and
- h) Potential module: fostering a culture of gender equality, diversity, and inclusion.

Social Objectives:

- a) Consider gender representation in the armed forces; and
- b) Promote values of gender and racial equality.

3A2.1 REFERENCES

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Chapter 4 – IMPLICATIONS FOR PEDAGOGY

4.1 INTRODUCTION

As stated in the introduction to Chapter 3, this review differs in some degree from the standard military approaches to identifying learning requirements. The previous chapter shifted the focus in understanding the military requirement from narrow descriptions of pre-determined tasks to an integrative examination of the discourses represented in relevant policy documents. Similarly, this chapter situates the examination of learning requirements as starting with considerations of pedagogy before shifting to the usual activities of defining learning outcomes and associated curriculum.

Pedagogy generally refers to the use of theories of learning to understand the types of learning to be achieved and the types of learners taking courses – for a particular purpose in a particular (cultural) context. This can then inform the curriculum (content), methods (how learning is designed, delivered and assessed), and techniques (how learners and learning are supported). Second order outcomes include decisions related to instructors (expertise, preparation, support), reference materials, the learning environment and learning support management systems. This chapter provides a brief overview of key considerations that serve to inform incorporation of learning of gender(ed) and cultural perspectives in PME. The first major section addresses types of learning with consideration of frameworks that inform: learners and objectives; epistemological considerations; levels of learning; hidden learning; instructor knowledge frameworks; and adult learners and heutagogy. The following section expands on the considerations of the types of learners with a focus on the gendered nature of military identity, culture and learning environments.

4.2 TYPES OF LEARNING

4.2.1 Introduction

There is a range of theories and approaches to describing the types of learning that educators seek to facilitate with significant discussion in the academic and professional literatures focused on education. The following sections present key frameworks and observations from each topic on the relevance to approaches that might be taken to achieve the types of learning required to address the Chapter 3 mapping of topics.

4.2.2 Learners and Objectives

One common framework focuses on the role of the learner and the objective of the learning with five levels as detailed below: behaviorist; cognitive; constructivist; experiential and social-constructivist (Harris et al., 2012). It should be noted that some researchers use three categories by collapsing the cognitive and constructivist into cognitive and experiential and social-constructionist into contextual/cultural (Murphy and Knight, 2016).

- 1) **Behaviorist** – learner as robot (rote learning): the objective is to learn the right response for a particular situation. This approach underpins the traditional military model of technical and part-task training: under set conditions, the learner is expected to solve a defined problem the right way to the approved standard. The primary lesson conveyed to students is that there is a perfect solution to all problems; their job is to find it.
- 2) **Cognitive** – learner as computer (passive learning): the objective is to learn to acquire, store and recall the required knowledge to be able to use it when/as needed. The teaching of standard operating

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procedures and check lists (including most approaches to operational planning processes) tends to fit this approach. The learner is expected to identify and appropriately follow the proscribed steps to reach an acceptable solution set. The primary lesson for the student is that there are multiple solutions to a problem; they need to follow the right approach to identify the best solution.

- 3) **Constructivist** – learner as sense maker (initial active learning). The instructor helps the learner put what the instructor is teaching in the context of the learner’s experience and environment. Teaching of leadership theories generally fits this approach as it requires the learner to consider what the content being offered means to them and the contexts in which they will be applying it. The primary lesson is that different people will select different solutions for a problem thus they need to appreciate alternative solutions.
- 4) **Experiential** – learner as explorer (self-initiated active learning). The learner (not instructor) directs and connects their own learning based on their experiences, insights and questions. This level recognizes that learners are not ‘empty vessels’ and learning does not occur in a vacuum. To be expanded, a difficulty is that, as experienced practitioners, senior officers will assess or judge new concepts in the context of their own worldview and implicit theories. This is illustrated when senior officers grapple with the concepts of wicked problems or design thinking as it challenges their assumptions of linearity, simplicity and facts-based decision making. The primary lesson is that different people will understand the problem in different ways hence will select different solutions and that the learner (as future senior decision maker/leader) has to live with what they can see as confusion.
- 5) **Social-Constructivist** – learner as social agent (interactive learning). The learner develops their own understanding of ‘knowledge’ through interactions with others with the recognition there is no ‘truth’ or ‘facts’ but that all knowledge is socially constructed hence contestable. This is the level of learning required to develop independent moral reasoning. The primary lesson acquired is that it is not about defining either the problem or the solutions but understanding one’s own views, biases and assumptions; hence the maxim of “know thyself”.

Senior level PME usually reflects the full range from declarative (teaching straight facts that are not disputed) through contested (exposing different ways of interpreting or applying knowledge) to socially constructed (acknowledging different ways of ‘knowing’) although, in many cases, the emphasis is more at the declarative (behaviorist and cognitive) end of the spectrum. Recent calls in several nations for increased development of critical thinking and capacities to analyze complex issues fall in the contested to socially constructed realms with the requirement to consider how deep and how critical senior leader thinking needs to be hence how to enhance these capacities.¹ Research highlights that deeper and more critical levels take time to develop and require a specific environment to facilitate requisite self-reflection and personal growth (Simons, 2009). Importantly, critical thinking links to metacognition: ‘thinking about thinking’ hence understanding how and why one thinks, reasons, judges or decides in the way they do. Again, the literature suggests that one needs to be learning at the Experiential or Social-Constructionist level – meaning with the right philosophy, learning environment and control of time – in order to develop deeper levels of metacognition.

To extend on the range of learning activities in senior level PME, when applied to the topic areas identified in the previous chapter, the generalized inference is that most of these require learning that involves understanding concepts that are social constructed and also on acquiring the capacity to apply analyses in contexts and on issues that are deeply socially and culturally embedded. Thus, the initial conclusion reached is that much of the

¹ This comment is drawn from formal studies and/or professional articles (often produced by those who attended the PME course) in several nations including Australia, Canada, Norway, Sweden, UK, and US, amongst others. For references and perspectives; see the International Society of Military Sciences work on Military Education at: <https://www.isofms.org/home>

associated learning is best facilitated when based on pedagogy designed for the higher levels of Experiential or Social-Constructionist. Additional challenges of developing requisite understanding with military learners will be presented in subsequent section.

4.2.3 Epistemological Considerations

Epistemology is generally concerned with considering how we come to know what we know or the basis on which we accept certain things as ‘facts’ or enduring ‘beliefs’. The extension delves into how knowledge changes over time hence how new ‘facts’ become endorsed to replace outdate or incorrect understandings or how new beliefs supplant previous ones.²

Application of epistemological frameworks in the context of pedagogy seeks to identify different source of knowledge and ways of knowing for the learner. The diagram in Figure 4-1 was developed from Alexander (2007) with two axes reflecting the source of knowledge and the locale where the knowledge resides. The continuum for the source (horizontal) ranges from individually informed to socially derived thus whether created/constructed by the individual or drawn from the surrounding physical, social and cultural environment. The continuum for where knowledge resides spans from internally within the mind of the individual to externally in objective references. There are two key considerations from this epistemological approach. The first is to recognize that individuals are constantly interacting in a social world while the second is that not only the individual mind but also the physical, social, and cultural environments can serve as receptacles of knowledge.

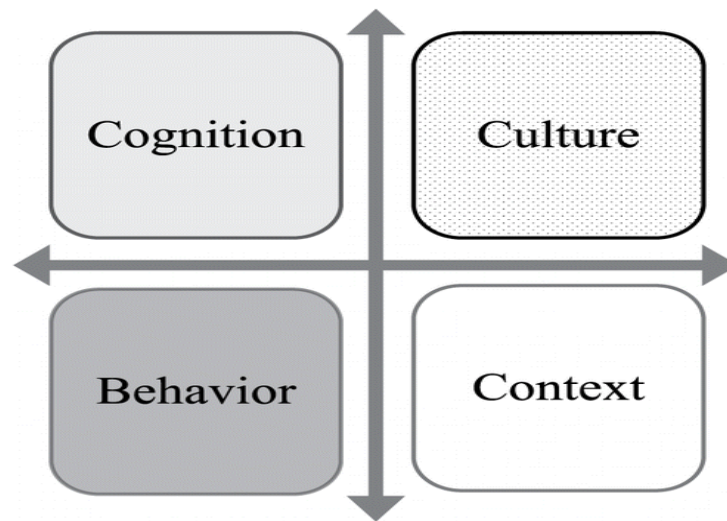


Figure 4-1: Epistemic Frame Foci Based on the Philosophical and Psychological Theory on Knowledge and Learning (Murphy and Knight, 2016).

Murphy and Knight applied these epistemological considerations to the issues in the previous section discussion of learners and objectives to present the following depiction for the three groupings of behaviorist, cognitive (and constructivist) and cultural/contextual (experiential and social-constructionist) (Figure 4-2). Importantly, the behavioral domain is based on the assumption of an objective environment (working with immutable ‘facts’); the cognitive is focused on internal processing (ways of thinking and reasoning) and the cultural/contextual

² It is beyond the scope of this paper to provide a full coverage of epistemology and the related concept of ontology however some of these considerations inform the presentation in the chapter.

recognizes the interconnections between the individual and the social environment in which knowledge is situated. Similarly, these reflect theories draws from different disciplines with the behavioral and cognitive aspects based on psychological considerations while the cultural/contextual are based on ideas mainly from sociology as well as anthropology and philosophy.

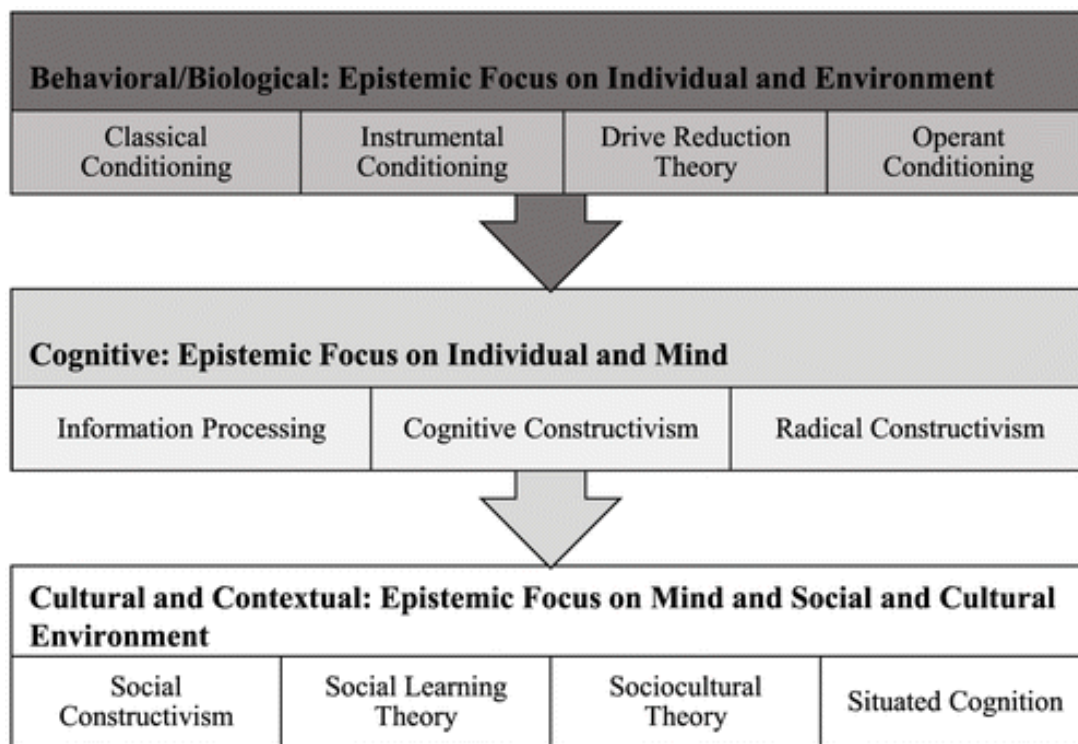


Figure 4-2: Lenses and their Concomitant Epistemic Foci that Serve to Filter Our Understanding of Learning Through Theory, Research, and Instruction (Murphy and Knight 2016).

The key implication from these epistemological considerations pertains to the extent to which learning activities are informed by a focus on the learner as a processor of information versus a focus on the social context in which the learner has been and is embedded. The assumptions that instructors make serve to influence not only how they design, deliver and assess learning but how the approach the articulations of overall learning objectives. Again, these factors are of importance in this study as most of the topics to be addressed involve ideas, concepts and expectations that are all socially constructed hence socially embedded.

4.2.4 Levels of Learning

The third perspective that was considered pertains to the levels or depth of learning. The two most common frameworks are Bloom’s taxonomy and Webb’s Depth of Knowledge (DOK) (Figure 4-3) (Anderson and Krathwohl, 2001; Webb 2002). While both provide differentiations on the relative complexity of thought that is being developed, they differ in scope and application. Bloom’s is focused on the cognitive skills required of the learner when faced with a novel task, thus describes the type of thinking necessary to understand the problem. The DOK model is focused more on the depth of content understanding and scope of a learning activity thus on the skills required to complete the task from inception to end (e.g., planning, researching, drawing conclusions).

Simplistically, this may be seen as the relative emphasis on reasoning to understand ideas versus reasoning to develop a solution set or reasoning to connect concepts to other concepts vs connecting concepts to practical problems.

While both are used in many different educational settings, DOK tends to be used more commonly in the academic domains of STEMM while Bloom’s is given preference in the humanities and social sciences.³ To extend on the previous section on epistemological considerations, the STEMM disciplines incorporate an epistemology based on realism: the perspectives that there exists one objective reality while the humanities and social sciences are based on relativism: the understanding that reality is interpreted hence there are multiple perspectives/multiple realities (Moon and Blackman, 2014). The following diagram summarizes the key differences between the two.

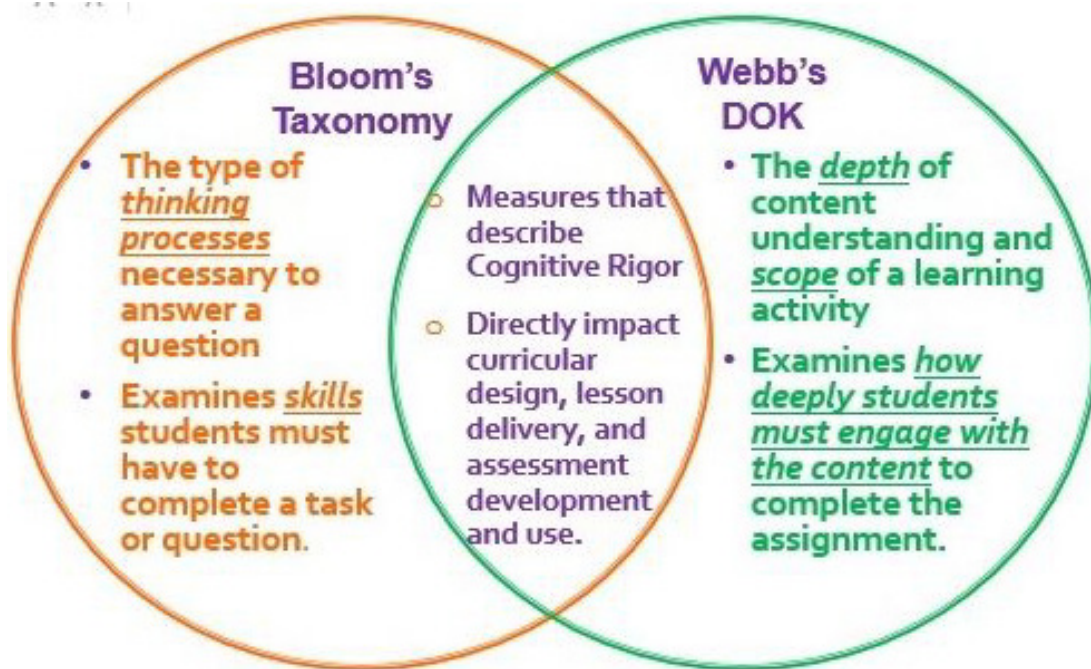


Figure 4-3: Bloom’s Taxonomy and Webb’s Depth of Knowledge (DOK).

For this review, it is noted that DOK is used more often for NATO courses and in PME in several nations. This may reflect the fact that the focus of military courses tends to be on performance-oriented learning as well as the fact that the military worldview is also based on realism (Sookermany, 2016). As an endorsement of the discourse in the education literature, the primary conclusion offered is that frameworks for levels of learning should not be viewed as either/or: it is both possible and desirable to draw on both Blooms and DOK when considering pedagogy for senior level PME. A generalization may be drawn from the quote often attributed to Einstein: “if I had an hour to solve a problem, I’d spend 55 minutes thinking about the problem and 5 minutes thinking about solutions.” Bloom’s can be more useful in enabling critical thinking and challenging of assumptions while DOK has utility when the focus of learning is on developing solutions sets. Both are essential to the topics identified in this review hence can inform pedagogy if used in a complementary manner.

³ STEM stands for Science, Technology, Engineering and Mathematics; a second ‘M’ can be used to refer to either Medicine or Management.

4.2.5 The Hidden Curriculum

4.2.5.1 Introduction

The literature on pedagogy includes considerations of what is called the hidden curriculum and hidden learning. The central idea is that informal learning occurs around the formal curriculum; individuals either must or can develop knowledge outside of what is articulated as the content of the course. An obvious example is that students assigned to write a paper drawing on references not provided by the instructor (hence are required to conduct independent research) must learn certain research skills in order to complete the assignment. As will be discussed, these considerations touch on several additional issues with some facets of particular relevance for the concepts identified in this study.

4.2.5.2 Curricula Considerations

There are several issues related to types of additional learning that can occur either as a result of the formal curriculum or due to informal or accidental insights that are created through learning activities. The most evident are extensions of the introductory comment on independent research with the recognition that students must develop a range of knowledge and skills in order to successfully complete course work (writing skills, study habits, organizational ability, time management, etc.). These are usually recognized by the instructor and may be incorporated or addressed in course activities (e.g., instructors providing information on effective skills to conduct literature reviews). Additional issues have arisen in recent years with consideration of the digital environment leading to a focus on media literacy which is the ability to encode and decode the symbols transmitted via media and the ability to synthesize, analyze and produce mediated messages.

Beyond what can be considered ‘first-order’ learning requirements (those needed to successfully complete assigned content), the hidden curriculum includes several other important facets. The first is the learning that occurs through what the student observes as not included in the formal curriculum. The military officer taking a course on leadership which does not address ethical perspectives when expecting that these would be included will draw conclusions about what is or is not important. More broadly the ways in which ideas are framed and explored serve to impart or construct sets of norms, values, beliefs and biases particularly when the content engages topics that are socially derived (as is the case for the topics under review). As stated by Adler et al. (2006) this extends beyond the content of assigned readings or even comments provided in lectures as it pertains to:

The implicit messages being conveyed continually to students through a lecturer’s, or role model’s example, rather than the person’s spoken words. The hidden curriculum also involves the imprinting of attitudes and values onto impressionable student by their more experienced educators. (p. 463)

Another of the subtle ways in which students’ understanding can be influenced pertains to how knowledge is organized or how references are connected. There are long-standing critiques of the Dewey Decimal Classification as prioritizing Western culture, concerns, and traditional identities hence being heteronormative, gendered, Christian and colonialist (Olson, 1998). As illustrations the fact that ‘Police Services’ used to contain a sub-category of ‘Female Police’ and that ‘Nursing’ contained ‘Male Nurses’ are illustrations of implicit messages of what is “normal” vs unusual or abnormal. These constructions have consequence when students retrieving a physical volume on the library stacks engage in the common practice of scanning the other references shelved nearby but have greater consequence when relying on e-search engines to find reference materials. Each of these incorporates classification systems which sort and connect different references hence produce and reproduce specific ways of relating ideas to each other.

Of importance as part of the hidden curriculum are the informal, incidental or accidental learning that can be stimulated by formal course work. Particularly in settings such as seminars or activities involving groups of students working together, individuals are exposed to more than just the ideas being conveyed by the instructor. As with student learning skills, these unstructured exchanges may be part of the instructional design (activities may be specifically designed to set the conditions for students to hear the views of their peers). It is recognized, however, that particularly amongst adult learners who spend significant time together (common characteristics of senior officer PME), informal exchanges of individual views, perspectives and experiences that occur outside the classroom can be informed or triggered by the content presented in the formal curriculum. As already indicated in the presentation of learners at the experiential or social-constructivist levels or engaged in the higher end Bloom's taxonomy reasoning of evaluating competing ideas or creating new understandings, these types of inter-personal exchanges can be of critical importance in facilitating requisite insights and self-understanding when senior officers engage with the gendered and cultural concepts. These considerations will be extended in subsequent discussion of heutagogy and the gendered nature of the military.

4.2.5.3 Equity, Diversity and Inclusion Initiatives

As an extension of the comments on instructors or the systems used to catalog reference materials serving to impart (or impose) specific norms, values or perspectives, it has increasingly been recognized that this occurs through the processes that serve to exclude a range of voices, views or perspectives. As a result, increased attention has been given in both North America and European contexts to advance Equity, Diversity and Inclusion (EDI). While some EDI initiatives had involved expanding the student body and faculty (ensuring those from under-represented sub-groups are given greater opportunities to be enrolled or hired), the focus has now shifted to the content of courses and the reference materials student access (Claeys-Kulik et al., 2019). The central challenges start with the requirement for those designing courses to critically assess their own implicit assumptions, perspectives and worldview and then extends to those responsible for acquiring reference materials doing the same. Given the critique that gender and, in particular, critical feminist perspectives represents one of the domains in which differing views have been excluded, these EDI initiatives are clearly of relevance to this review.⁴ It is noted that many of the historical and some of the contemporary readings cited in the Chapter 5 Generic Reference Curriculum contain gendered, ethnocentric and, in places, racist perspectives. Further, as highlighted in applying EDI considerations, these readings tend to emphasize the views, opinions and experiences of specific dominant groups and ideas, thus, readers/learners may not be exposed to alternate perspectives. This can produce an impediment when the military is seeking to amend internal policies and a significant weakness/blind spot when operating in culturally complex contexts.

4.2.5.4 Mastering One's Profession

As already indicated, there are special pedagogical considerations when assessing learning in the context of a profession. While beyond the scope of this study and noting that there are differences between European and North American literatures, some of the broad characteristics of professions are that the profession serves a general social good; that it is organized as an expert system; that members progress through stages of formal education and practical experience to achieve higher levels of professional functioning; and that individuals internalize a core set of values which inform independent judgment in dynamic, ambiguous or complex contexts. A generalized description suggests that it commonly takes 12 – 15 years of structured development of advancing from initial entry to mastery of a profession (simplistically identified as moving through novice, apprentice,

⁴ See the Athena Swan Charter at: <https://www.advance-he.ac.uk/equality-charters/athena-swan-charter>

tradesperson and mastery). The analogs in the military context can be seen in the progression of officers through levels of responsibility leading to command appointments as well as the initial focus at the tactical level and then progressing to the operational and strategic domains.

These progressions underpin the rationale for the levels of PME that are the focus of this study as the mid and senior level courses are concurrently a progression from previous employment and courses (hence represent a degree of continuity and expansion on prior expertise) as well as serving to exposed the individual to new concepts, processes and practices in order to prepare them for new types of responsibilities which they have not previously held (hence represent significant new learning). As highlighted in an Australian study of senior officer development by Jans et al. (2013), a key message imparted is ‘what got you here, won’t get you there’: the capacities that enabled the individual to succeed to date will not be sufficient to ensure success in future roles.

As illustrated in analyses of these career courses, those attending can have a range of expectations from seeing completion as a mandatory ‘tick in the box’ to a rare opportunity to acquire new knowledge and experience personal growth (Simons (2009) and Brown (2018)). Most, however, do engage in specific types of hidden learning while navigating their courses and striving to achieve good results. Table 4-1 presents four key elements of the official and hidden curricula associated with learning how to master one’s profession.

Table 4-1: Dimensions of Hidden Curriculum from Ahola (2000).

	Hidden Curriculum		Official Curriculum
	Socialization/ Professionalization	Social and Cultural Reproduction	
Learning to learn	Learning (to learn)	Learning to be a learner	Assumption that secondary education provides the necessary prerequisites
Learning the profession	Learning the thinking and practices of one’s discipline	Learning the thinking and practices of one’s profession	Curriculum content: basic field related knowledge and skills
Learning to be an expert	Learning the thinking and practices as science	Learning the thinking and practices of the academe	Curriculum hierarchy: specialized knowledge and skills
Learning the game	Learning the rules of the game	Learning to play the game	Curriculum as time/space code

The first factor of learning to learn addresses the key element in adult pedagogy related to the concept of life-long learning. Key here is the recognition that individuals will need to independently expand their knowledge outside of structured courses hence need to acquire the skills to do so effectively. When taken together, the four items under hidden curriculum for learning the profession and to be an expert reflect the different facets of understanding how knowledge is created and applied. This is linked to the previous discussion of epistemological considerations and will be expanded in a subsequent section on the military worldview. Finally, the concept of learning the game and especially the rules and how to ‘play’ the game (e.g., how to engage in behaviors that will be rewarded) is of significant importance. A key consideration in both the

Simons (2009) and Brown (2018) studies of the behaviors of officers attending Command and Staff Programs, observations are made on the ways in which they interpret cues to discern not only what personal behaviors are endorsed or sanctioned but what types of topics or lines of inquiry are encouraged or discouraged. As will be developed in the consideration of the gendered nature of the military, both the informal rules and ways of playing the game are noted to result in students and staff either not challenging certain assumptions or for critical discourse to be silenced or shut down.

4.2.6 Instructor Knowledge Frameworks

The fourth perspective considers the instructor rather than the learner. The generalized expectation is that those who teach on a topic should possess expertise in two domains: knowledge of the subject matter (content knowledge) and understanding of how to effectively design, deliver and assess learning (pedagogic knowledge). Integrative frameworks, however, identify the interconnections between these two domains with a focus on the requirement for the instructor to understand the learner or, more accurately, different types of learners and how they learn to learn. This leads to the concept of pedagogical content knowledge. In his significant body of work on the subject, Shulman (1986) identifies:

Pedagogical content knowledge also includes an understanding of what makes the learning of specific topics easy or difficult: the conceptions and preconceptions that students of different ages and backgrounds bring with them to the learning of those most frequently taught topics and lessons. If those preconceptions are misconceptions, which they so often are, teachers need knowledge of the strategies most likely to be fruitful in reorganizing the understanding of learners, because those learners are unlikely to appear before them as blank slates. (pp. 9-10)

This observation is of importance when considering mid to senior level military officers as the student body. To extend on the idea that adult learners are not blank slates and the earlier comment that there can be challenges facilitating learning at the experiential or social-constructivists levels, it is noted that the Profession of Arms has a curious approach to developing professional competence. Unlike other professions (e.g., medicine, law, religious ministry), the military generally provide entry level individuals with declarative and procedures knowledge (a menu of 'how to do' learning) and allows the individual to practice their profession for several years and only later starts to provide the theories and frameworks that inform professional practice. This has two important implications. The first is that those attending mid or senior level PME have already developed their own 'practical theory'. A key here is that even when individuals do not know or understand how the world works, they will make inferences as to what they assume happens. Military officers observing the outcomes of geo-political decision making without grasping International Relations theory or observing the effects of 'hearts-and-minds' campaigns without an understanding of socio-cultural theory are likely to engage in speculative inductive reasoning (seeking to develop explanatory understandings). When done over time and shared with others who also work from the same intellectual limitations, the result can be the development of a body of naïve practical theory that can become well entrenched in their professional worldview.⁵ One facet of senior PME learning is confronting the practical theories that individuals have developed with more informed understandings of what really occurs and especially, the theory which explains this – thus, there are aspects of unlearning that is required. The second facet is that these experienced practitioners have also developed a strong sense of professional self (who I am) and professional efficacy (how good I am). The literature on adult learning highlights that some learners will encounter threats to their identity and worldview (particularly if engaging in social-constructivist learning) hence will resist or reject the learning that is occurring.

⁵ For those interested, in psychology this leads to what is called confirmatory bias: searching for information that supports one's theory; in anthropology, it is referred to as 'witchcraft': developing explanations for what are seen as incomprehensible events.

4.2.7 Adult Learners and Heutagogy

The recognition that learners are not blank slates and, in particular, that adults approach formal learning in a different manner than children leads to the expansion of the broad domain of pedagogy into the concepts of andragogy and heutagogy. While andragogy can be seen as tailoring general aspects of pedagogy to fit adult or mature learners, heutagogy adopts a different approach. Of importance, it was developed by Stewart Hase, a professor of psychology, and Chris Kenyon, a Royal Australian Air Force Wing Commander with specific consideration of learning within a profession (Hase and Kenyon, 2001). Heutagogy is a teaching strategy which allows adult learners with professional experience to develop critical thinking capabilities by enabling them to determine how and what they learn in relation to 21st Century problems, technologies, communication, complex communities and cultures of people. As stated by Canning (2010), heutagogy's framework of self-determined learning aims "ultimately to influence a shift in thinking within [learners] and those that they work with" (p. 59). Simplistically, pedagogy generally privileges the instructor as the one who determines the learning outcomes and learning processes; andragogy retains the assumption that the instructor sets the learning outcomes but the mature learner has agency in selecting the learning processes while, in heutagogy, the power is given to the learner to develop the learning objectives as well as the path to achieve these. Thus, the emphasis is on the management of self-directed learning with the instructor serving as more coach or mentor than teacher. Central to this approach are two key assumptions related to experienced practitioners of a profession. The first is that the structures and systems of the profession (doctrine, career progression, reward systems, professional practice, etc.) provide significant guidance as to what is required of individual hence what competencies they are to develop. The second is that personal experience of observing the successes, failures and professional challenges encountered by themselves and others enables the individual to identify key areas in which enhanced competency would be beneficial. Together, these are likely to result in mid- and senior level officers approach career PME courses with a sense that they know what they need to learn.

To extend on the previous caution that military practitioners often develop a body of naïve theory, the caveat applied is: they may believe they know what they need to learn but may not have the understanding to determine how to do so and they may, in fact, have professional blind spots where they cannot see where additional growth or understanding of alternate perspectives is required. The first issue means they need an experienced instructor to help guide them while the second requires the instructor to apply the pedagogic content knowledge referred to earlier to establish the conditions in which they can be exposed to new ideas and views. As PME learning usually occurs in group settings with peers, heutagogy draws on two principles: collaboration and challenging personal philosophies. The anticipated 'shifts in thinking' occur through the practice of self-reflection and peer-to-peer exchanges in open, collaborative learning environments or what are called psychologically safe spaces where individuals are comfortable to challenge the views of others and, in turn, their own self-perceptions.

Learning based on the principles of heutagogy is seen of importance for this review due to two primary considerations. The first builds on the comments in the previous section on senior officers having developed a body of naïve practical theory. The extension is the recognition that, as with all other professions, military socialization and the development of the professional in the military entails the individual not only mastering professional practice (learning how to solve the practical real-world problems the military is required to address and doing so in ways that are approved by the profession as appropriate) but also internalizing a professional worldview with associated assumptions, beliefs, intellectual frameworks and (as with all academic disciplines) a unique ontology and epistemology. Importantly, the ways in which military officers have learned to learn has to be considered. The comparison of common practices with those that would be applied under a heutagogical approach are presented in Sookermary's argument for a shift to accept post-modernism:

Military education as we traditionally know it ...[is] characterised by a rather classic modernist view on education rooted in universalism, structure and objectivity. The educational impact is that of promoting an environment of learning that embraces uniformity and enhances scenario-based pre-planned drills as ways of conducting military operations. ...

*Educational practices prone to postmodern thinking are embedded in narratives sensitive to **constructivism, complexity and contextualism**, and thus use **emancipation, deconstruction, vocabulary, dialogue, diversity and aesthetics** as kinds of pedagogical ‘strategies’ in their creation of ‘new’ meaning.” (Sookermany 2017, pp. 310-311)⁶*

4.2.8 Summary

This section has been informed by the introductory comments in Chapter 2 and, in particular, the assessment that the type of learning required by senior officers to apply gender perspectives should be aligned with Karseth’s (2006) description of a disciplinary curriculum. The deeper consideration of pedagogy/heutagogy are provided based on the views of several RTG contributors that these issues are not frequently at the forefront of faculty approaches when curricula are being updated. This can be especially evident when these faculty are selected based on their military expertise and may rotate through the PME Centre, thus the content is offered to inform the common discussions which can arise when career military professionals and career civilian academics seek to blend both perspectives in designing and delivering senior officer learning.

4.3 IMPLICATIONS OF GENDERED MILITARY IDENTITY

4.3.1 Introduction

This second area of consideration is focused on the intersection of aspects of senior military officers as the group of learners with gender as the central concept of study. The key implications arise from the recognition that the central learning identified in this study pertains to aspects of gender and that this learning has to occur in an institution and in learning environments that are already highly gendered (Brown, 2020a, 2020b).

4.3.2 Militarized Masculinities

There is a robust literature on hegemonic masculinities including the specific facet of militarized masculinities. Drawing principally from the work of Raewyn Connell, masculinities studies focus on power which is typically unnamed and taken for granted (Connell, 1987; Connell, 2005). Analyses consider the gendered ways in which societies are organized; the relationships between masculinity and: power, violence, crime and social privilege; and the creation of hierarchies where the most idealized forms tend to secure the power of men (Cornwall et al., 2011). Men and masculinities theories have become important theoretical and practical tools as they question assumptions pertaining to ‘male’ as a social and biological category, and ‘maleness’ as an identity, quality and a desire.

The first observation from this literature is to recognize that this informs the content of the learning required to achieve the NATO and national objectives identified in this study. The most critical consideration is that the origin of the WPS Agenda came from the recognition that patriarchal power structures were a central component of conflict and that enabling gender equality is a primary objective in order to ensure long term peace and security (Beijing Declaration, 1995). The second, however, is that this literature also highlights pedagogic

⁶ Bolded emphases in the original.

considerations of understanding the gendered learner and characteristics of the gendered learning environment. The extension from hegemonic masculinities is that scholars observe specific idealized forms of masculinity in militaries that can be differentiated from idealized masculinities in other social contexts (Masters, 2005). They argue that a distinct set of masculine behaviors arise in militaries due to the processes and conditions under which ordinary people are made and molded into soldiers (Masters, 2005, p.6). This specific set of behaviors located within military institutions has been termed ‘militarized masculinity.’ Eichler notes that militarized masculinities in militaries idealize masculine embodiments of “toughness, violence, aggression, courage, control, and domination” among men and women members (Eichler 2014, p.81). These characteristics are seen as integrated in the construction of the combat male warrior.

To return to earlier comments that those attending mid or senior level PME have already developed their own ‘practical theory’, this should be understood as highly gendered practical theory. As highlighted in Brown’s (2018) research with Canadian officers attending mid-level PME, the impacts of the gendering of the military influences aspects ranging from how security is understood to expectations on the appropriate roles of the military to internal dynamics including how men and women identifying students interact with each other. In particular, Brown observed that: “participants note how masculinist cultural understandings about gender and the profession [of arms] held at the College shape the learning environment, influence what is taught and effects how course content is delivered.” (Brown 2018, p. 12)

4.3.3 Military Worldview

The earlier discussion of epistemology combined with realizing that the gendering of the armed forces influences how senior officers understand security and the military role leads to consideration of the military worldview. While it is recognized that military socialization is used in an intentional manner to inculcate espoused values and to instill normative behaviors, little attention has been given to either articulating the profession’s worldview; examining how this is constructed or applied; assessing the actual worldview held by/used by military members; or, considering the pedagogy required to inform these perspectives.⁷ One of the few articulations is Huntington’s 1958 presentation of the US military worldview as being:

conservative realism....it exalts obedience as the highest virtue of military men [sic] ...The military ethic is thus pessimistic, collectivist, historically inclined, power-oriented, nationalistic, militaristic, pacifist, and instrumentalist in its view of the military profession. (Huntington, 1958, p. 79)

An update to this depiction would add action-oriented, binary, judgmental and masculinist.⁸

The construction of the military worldview, hence of ways in which knowledge or the ‘truth’ is created, organized and applied was indicated in the earlier discussion of Aloha’s framework for mastering ones’ profession. The reference to both the thinking and the practices within the military pertain to the host of taken-for-granted assumptions which permeate military thinking such as those indicated in the Huntington quote and serve to both privilege certain ways of framing and solving professional issues and to limit the ways in which assumptions or the status quo are challenged. A key consideration in introducing new learning with experienced military leaders is that they will have different levels of acceptance if this learning reinforces the existing worldview or challenges this: summarized as ‘with the grain or against the grain’ of dominant thinking

⁷ This critique generally applies to guidance for senior levels of PME noting there is a small community of academic faculty at various PME Centres who have thought about some of these issues.

⁸ Binary refers to the tendency to use dichotomous categories rather than being comfortable with shades of grey; judgmental includes using military norms/standards to evaluate others and to constantly assessing whether members ‘measure up’/can do the job; masculinist refers to a preference for agentic qualities (decisive, persistent, sense of superiority, enduring stress, etc.) over communal qualities (caring, empathy, attentive to emotions, etc.).

(English, 2004). This is of particular importance for this study as the learning to be introduced pertains to socially constructed concepts, ideas, theories or analytical methods that have been recognized as very much against the grain.

While beyond the scope of this study, it is also recognized that the military worldview can be considered as analogous to an academic discipline. All disciplines are characterized by a specific set of epistemology, ontology and methods: the specific ways in which an academic discipline creates, situates and investigates knowledge. The military is a rather unique profession in that there is not a recognized academic discipline within universities reflecting the professional worldview or what would/should be the associated academic discipline.⁹

4.3.4 Gender and PME

Taken together, the understanding of militarized masculinities and the constructed military worldview have direct implications for incorporating gender and cultural perspectives in PME. Several of the key issues were addressed in Holvikivi and Watson (2016) *Teaching Gender in the Military Handbook* identified in the introductory chapter. Key considerations include:

- a) Gender should be taught as a cross-cutting theme not as a standalone topic (p. 70);
- b) When gender is treated only as a standalone topic, it will be viewed as an exercise in “ticking boxes” or “paying lip-service” (p. 83);
- c) [Need to address] the lack of recognition that gender is relevant to the work of the military (p. 75);
- d) [Recognize that] the audience [often] lacks an understanding of basic gender concepts (p. 75);
- e) [Teaching] methods should enable transformative learning by encouraging learner self-reflection through an examination of the learners’ personal values and reactions to, or interaction with, the learning material. In other words, gender education should prioritize principles of transformative learning and thereby employ active learning methods (p. 88);
- f) Those designing and delivering material [require] a good understanding of gender concepts in the military context (p. 75);
- g) Material presented is informed by the understanding of the ways in which military culture and learning curricula are [already] gendered (p. 83);
- h) [Gender perspectives require] understanding the historical, legal and cultural context of the area in which you are working, as well as having an awareness of the cultural specificities of your own institution (p. 69);
- i) It is crucial to bear in mind that the integration of gender perspectives in the curriculum will usually signal a shift in an institutional culture that will likely be both male-dominated and gender-blind at the outset (p. 88); and
- j) Teaching gender is not about transmitting knowledge. It aims higher – to enhance or change learners’ attitudes and behavior. When teaching gender in the military, it is essential that the learner goes from gender awareness to internalizing gender equality in their [personal] value system (p. 104).

⁹ To extend, the other professions that provide a unique social good are represented in university schools or faculties such as law, medicine, and theology. These academic faculty inform professional practice by updating the theory-based body of knowledge that underpins professional practices.

These comments lead to three key observations. First, any learning activities that seek to develop the capacity to apply gender perspectives need to be taught in a manner that leads to ‘deep learning’ and enhanced self-understanding. Second, to do so, specific attention needs to be given to the intersection of gender and culture or, more accurately, the concurrent need to develop cultural-general and culture-specific gender perspectives. As presented in the anthropological and sociological literatures, gender is a key component of social structures in all societies hence needs to be understood as something that varies (significantly) from one cultural context to another. A net result is that all people have gender perspectives; the key is in developing the capacity for individuals to be able to apply gender perspectives other than their own (hence the references above to ‘transformative learning’, ‘learner self-reflection’ and ‘his/her own value system’). Further, these literatures highlight that gender is both constructed and performed and, importantly, the performance of gender is easily misinterpreted if one does not have a good understanding of the cultural context in which this occurs as well as the self-awareness to overcome ethnocentricity. Finally, the pedagogy to address these two points needs to be informed by the “male-dominated and gender-blind” military culture and, as already indicated, starting with an understanding of militarized masculinities.

The observation in *Teaching Gender* that gender should be taught as a cross-cutting theme leads to the recognition that PME content must not only ensure individuals acquire sufficient understandings of the key concepts but must be able to connect this knowledge to other PME topics. The NATO intent is that gender perspectives should be applied in both NATO-led operations and in conducting internal development or analyses of policy and programs. These two areas are most often taught as different components of the PME curriculum and, in each case, require students to study a range of different topics – but, importantly, to develop the capacity to apply all of the learning in a coherent manner. Thus, while an objective for operational planning in deployed contexts is to have students develop the capacity to apply culture-specific gendered ‘lenses’ in their work, they also have to apply other lenses: legal, doctrinal, political, ethical, human security, resource-focused etc. Further, they have to link 1325 considerations to specific issues: vulnerable populations, child soldiers, international regimes of law (humanitarian, human rights, criminal etc.) and are taught to do so in a structured manner (operational or campaign planning). Finally, any teaching has to be reflective of the specific role that GENADs will play; differences in whether GENADs engage with generalist staff officers as subject matter experts versus in a challenge function lead to these staff interacting with GENADs in different ways and at different stages in the planning or decision-making cycles. All of these need to be reflected in the way in which curriculum is designed and delivered.

Similar observations can be made in the context of developing the capacity to apply gender perspectives in internal policy or program development. Again, there are a number of lenses that need to be applied and a range of related topics that are usually covered in this component of the PME curriculum (public administration, resource management, military personnel issues, capability development, procurement, force structure, etc.). More importantly, to date, few nations appear to have replicated the operational GENAD role across the broad swath of strategic level functions where senior O5-O7 staff officers can be engaged. Thus, in this domain, curriculum has to be developed on the expectation that the only individuals with any expertise in applying gender perspectives will be these generalist staff officers.

4.4 IMPLICATIONS

To summarize the issues of the pedagogy inherent in curriculum, the most critical part of course design is ensuring holistic learning of all facets that are relevant. Thus, the key requirement identified is for the faculty who design and deliver senior officer PME to integrate the gender perspectives learning objectives and, as relevant, training materials into their overall PME curriculum. To return again to the Chapter 3 focus on developing curriculum by examining the discourses represented in the policy documents, *Teaching Gender* identifies that:

It will come as no surprise to those working for gender equality that integrating gender perspectives in a curriculum can be an intensely political and potentially contentious undertaking. If the integration of gender perspectives is to uncover and address any hidden curriculum, and make visible and subject to revision any existing gender-biased norm systems and paradigms of thinking, this can prove to be an unsettling process, even for those who fundamentally agree that gender should be integrated into the curriculum. (Holvikivi and Watson 2016, p. 85)

To extend, facilitating self-understanding requires enabling students to confront their own biases, ethnocentric worldview and incorrect assumptions with threats to identity resulting in these ‘unsettling’ self-insights. This observation is of particular relevance given that the military does not encourage or facilitate self-reflection to the same degree as other professions.¹⁰ It also applies to the faculty teaching at PME institutions and, particularly, the places where the PME faculty are housed in the cloistered environment of a military or defence college and not in a school embedded in a broader liberal arts university.

Drawing from the information presented in this and previous chapters, the following are identified as of importance and, as in the conclusion for Chapter 3, presented in layers of deeper complexity:

- a) Developing holistic curricula with application of instructional design; clearly stated learning objectives; structured learning activities; and articulated marking rubrics;
- b) Ensuring an integrated approach to addressing theory, concepts and analytical frameworks while enabling students to connect abstract knowledge to real-world problems;
- c) Application of adult learner models; social-constructivist approaches; and principles of heutagogy based on the recognition of senior officers as possessing significant professional expertise;
- d) Assessing the hidden curriculum that can arise in PME and enabling informal learning opportunities;
- e) Facilitating adult learner self-insight particularly when encountering unsettling gender concepts while embedded in a highly masculine professional culture;
- f) Ensuring relevant assessments of changes in student knowledge, attitudes and perspectives with responses amendments to learning activities as they work through the curriculum; and ¹¹
- g) Assessing the gendered nature of curriculum and of the learning environment (see Simons 2009 and Brown 2018); and
- h) Facilitating faculty insights and understanding of gender and cultural concepts including recognition of how their own values, frameworks and worldview influence what and how they teach.

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¹⁰ In particular, medicine, psychiatry, and religious ministry where it is understood that professional practice can influence one’s values, ethical frameworks and worldview; in contrast, the military tends to discourage individuals to engage in deep reflection on how experiences (particularly in conflict) may influence internalized values, frameworks, or views.

¹¹ Especially when conducting PME learning over the typical 10-month course of study.

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Chapter 5 – IMPLICATIONS FOR PROFESSIONAL MILITARY EDUCATION CURRICULUM

5.1 INTRODUCTION

As presented in Chapter 1, the aim of this RTG is to provide those responsible for the national Professional Military Education (PME) delivered for senior officers with analyses and recommendations to strengthen curricula that seek to develop the competencies needed to apply gender and cultural perspectives. Chapter 2 examined the military requirements arising from NATO policy, the WPS Agenda and application of gender perspectives. The general observation made is that NATO intends for these considerations to be applied broadly and deeply: utilized across all aspects of military activities including the full spectrum of operations; and, employed across all aspects of internal functioning and all institutional structures. The primary conclusion reached from this portion of the analysis is that related military learning should be approached in a holistic and integrative manner with care to avoid compartmentalizing presentation of key material as only relevant to specific, narrow domains and, in particular, as of little, if any, relevance to either war-fighting or core institutional processes which serve to (re)produce the military as a highly gendered organization. Chapter 3 situated the NATO BI-SC 40-1 direction in the broader context of cross cutting themes; NATO direction regarding gender analysis and the gender perspective; the role of Gender Advisors as specialist staff with increased gender knowledge; and, a brief assessment of the national direction related to WPS and gender knowledge under the framework of regulative (what the military must do); instrumental (what the military should do) and normative (what the military ought to do). The main learning requirement identified led to a layered framework shifting from assumed factual knowledge to deeper subjective understanding and enhanced self-insight. Chapter 4 then presented the issues of the pedagogy inherent in curriculum identifying the key requirement for the faculty who design and deliver senior officer PME to integrate gender perspectives learning objectives and, as relevant, training materials into their overall PME curriculum. Given the cloistered nature of the profession of arms and many PME Centers, observations were presented for both faculty and students to be enabled to confront their own biases, potentially ethnocentric worldviews, incorrect assumptions, and perceived threats to identity when exposed to critical perspectives, including gender, culture, feminist, and anti-colonial ones. Noting that experience with critical frameworks including gender perspectives can result in ‘unsettling’ self-insights, it was concluded that a nuanced pedagogic approach is required.

5.1.1 Overview

This final chapter will integrate the analyses, observations and implications presented in the previous chapters to provide recommendations for the inclusion of culturally-informed gender knowledge in senior officer PME. The first section will provide a non-exhaustive summary of key topics that might be included in the curriculum. The second uses the NATO Generic Officer Curriculum for the Intermediate level (Command and Staff Course equivalents) to indicate where specific types of gender learning could be incorporated. The intent is to enable nations to use these recommendations to compare to their own PME curriculum for insights as to where and how their courses might be augmented in order to achieve NATO objectives in this domain.

5.2 GENDER LEARNING TOPICS

Drawing from the information provided in the previous chapters, the following are presented as key gender related topics to be considered for incorporation in PME learning activities.

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- 1) Factual/declarative knowledge (short form used below: Facts):
 - a) Key Terms and Definitions (sex and gender, gender perspective, gender analysis, equity vs equality, diversity, social construction, patriarchy, gender integration and inclusion, women's empowerment, sexual and gender-based violence, mainstreaming);
 - b) UN Security Council Resolutions / WPS agenda;
 - i) NATO, UN and national policies, directives and doctrine;
 - ii) National Action Plans/Government priorities;
 - iii) Convention on the Elimination of All Forms of Discrimination Against Women;
 - iv) Beijing Platform for Action; and
 - v) Sustainable Development Goals.
 - c) Relevant International Law and UN normative frameworks:
 - i) Protection of Civilians;
 - ii) Children and Armed Conflict;
 - iii) Conflict-Related Sexual Violence;
 - iv) Sexual Exploitation and Abuse; and
 - v) Human Trafficking.
 - d) Human security and UN Comprehensive Approach:
 - i) At risk populations or populations in positions of vulnerability;
 - ii) Legal obligations; and
 - iii) Protection mandates.
 - e) Government policy agenda and political agenda:
 - i) Role of government offices on policy development; and
 - ii) Role of government policy and agenda on military policy, plans and actions.
- 2) Rational Application in planning, conducting operations and policy development (short form: Application)
 - a) Understand how to apply gender-informed, culturally-sensitive analytical frameworks:
 - i) Gender perspectives, gender analysis, gender-sensitive and gender-responsive planning.
 - b) Differential impacts of conflict or disasters:
 - i) Conflict-related sexual violence; sexual and gender-based violence;
 - ii) Sexual exploitation and abuse; and
 - iii) CRSV used as a weapon of war.
 - c) Intersectional analyses:
 - i) Understand there are multiple identity factors such as sex, gender, ethnicity, racialization, religion, tribe, region, class, caste, ability, age, or sexuality that may be of relevance for analyses:

- In operations; and
 - In policy development.
- d) Understand the requirement to incorporate the WPS agenda and mainstreaming gender perspectives to inform the military role in achieving mission objectives:
- i) Understand alternate perspectives: NGOs, IOs and host civil society;
 - ii) Mission analysis, design and planning; and
 - iii) Apply conflict-related, culture-specific, gender-sensitive analyses.
- e) Potential module: operational and institutional requirements to apply gender perspectives; capable of undertaking and applying gender analysis.
- 3) Theories and Concepts (Theory)
- a) Women's Equality and Empowerment;
 - b) Gender differences, gender roles and gender equality;
 - c) Frameworks of culture; culturally general vs culture-specific knowledge;
 - d) Gender, ethnicity, identity, belief systems and worldviews:
 - i) Role of received history and created place;
 - ii) Social construction and stereotypes;
 - iii) Internal and external social construction of gender and identity; and
 - iv) Role of myth making.
 - e) Critical theory:
 - i) Critical feminist and gender studies;
 - ii) Critical race and anti-colonial studies; and
 - iii) Critical security studies.
 - f) Equity, diversity and inclusion.
 - g) Ethnocentrism, cultural relativism/cultural superiority:
 - i) Intersectional analysis;
 - ii) Assumed universals;
 - iii) Diversity in cross-cultural contexts; and
 - iv) Multiculturalism and pluralism across contexts.
 - h) Military socialization, culture and worldview:
 - i) Military as total institution and tight culture;
 - ii) Gender integration vs gender assimilation;
 - iii) Hegemonic Systems, militarized masculinities and warrior identity; and
 - iv) Social privilege; dominant/in-group perspectives.

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- i) Institutional, structural and systemic discrimination:
 - i) Anti-oppression frameworks;
 - ii) Identity politics;
 - iii) Equity, Diversity, Inclusion; and
 - iv) Indigenous perspectives, theory, practices.
- j) Understanding policy issues:
 - i) Wicked problems, competing agendas;
 - ii) Stakeholder analysis and consultations;
 - iii) Institutional analysis; and
 - iv) Understanding how to engage with equity-seeking groups.
- k) Research: asking the right questions:
 - i) Challenging dominant presentations of history;
 - ii) Institutional power dynamics and alignment with evolving conceptions of diversity;
 - iii) Development of policy options;
 - iv) Time parameters;
 - v) Performance measurement and evaluation; and
 - vi) Accountability.
- 4) Ontological, Epistemological and Methodological Considerations (Ontology)
 - a) Awareness of what the military assumes to know (ontology).
 - b) The basis on which the military has arrived at these assumptions (epistemology).
 - c) Considerations that are central to understanding social relations and social realities or to generating and applying assumed knowledge (methods).
 - d) Systems of professional closure:
 - i) Role of doctrine, SOPs, drills;
 - ii) Military culture;
 - iii) Content of PME; and
 - iv) Practices which encourage/discourage critical analyses:
 - v) Huntington (military as apart from society) vs Janowitz (military as part of society); and
 - vi) Methods and limits on civil control of the profession of arms.
- 5) Self-insight/self-understanding (Self-awareness)
 - a) Assumptions and Bias.
 - b) Cultural Awareness/Understanding.

- c) Understanding the processes of social construction which create the prototype ideal military member:
 - i) With insights on the gendered nature of the dominant prototype.
 - d) Understanding different approaches to leading diverse teams.¹
 - e) Understanding how human rights and inequality (e.g., gender, racial) influence ethical decision-making.
 - f) Identify problems with organizational culture within the military as regards gender, diversity and equality issues.
 - g) Recognizing and overcoming gender inequality.
 - h) Gender security: standards of behavior/codes of conduct.
 - i) Understand how leadership shapes organizational culture as regards gender equality and diversity.
 - j) Assess how can gender balance be improved?
 - k) Promote values of gender and racial equality.
 - l) Critical reasoning, discourse analysis.
 - m) Self-insight/self-reflection.
 - n) Enhanced 360 assessments to incorporate:
 - i) Personal bias and implicit (gendered and cultural) associations;
 - ii) Cultural intelligence and Emotional intelligence; and
 - iii) Social performance; presentation of 'self' to others.
 - o) Potential module: fostering a culture of gender equality.
- 6) Gender-informed, culturally nuanced world view and analytical lenses (Worldview)
- a) Understanding how the construction of the military world view influences perceptions, priorities and sense-making:
 - i) Informing ethical reasoning and moral justification; and
 - ii) Shaping how leaders interpret and influence small group culture, small group climate and individual behaviors of subordinates.
 - b) Extending on Rational Application, developing the capacity to effectively conduct multi-factor intersectional analyses including:
 - i) Understanding the role of race, gender and class in the structure of the modern world system, major conflicts, and effects of globalizing market capitalism, growing environmental problems, terrorism and human rights;
 - ii) Understanding the role of race, gender and class in the structure of national institutions in own country including how these influence institutional, structural and systemic discrimination within the armed forces; and

¹ Diversity can refer to differences based on language, religion, ethnicity, sexual orientation, gender expression but extends to differences based on military vs civilian status, expertise (cap badge/occupation), function, Service or, in multinational contexts, country.

- iii) Understanding the multi-disciplinary nature of international relations including the connections with factors that continuously shape and influence international relations, e.g., politics, economics, society, culture, history, language, race, ethnicity, and gender.
- c) Establishing cultural competency to include an understanding of local religions and basic relief systems, gender dynamics, and what aspect of the culture must be influenced in order to initiate change.
- d) Demonstrating gender-sensitive cultural analysis and its link to the security of the small and local population.
- e) Potential module: social traits and conditions, customs and habits, gender roles and relations.

5.3 INTEGRATING GENDER TOPICS IN THE CURRICULUM

5.3.1 Introduction

The following provides recommendations for incorporating topics listed at Section 5.2 into the Generic Officer Reference Curriculum for the Intermediate Phase.² For each of the three main themes in the curriculum, brief information is provided on the current emphasis and recommendations for gender topics relevant to the broad theme. Where relevant, additional bullets are added in italics where specific gender learning topics might be introduced under the Block or under the Module when specific to that specific subject matter.

5.3.2 Theme 1: Profession of Arms

Goal

The *Profession of Arms* theme introduces students to their profession through the concept of Officership. This theme provides students an understanding of tactics, operations and strategy relevant to current and future military operations while producing leaders with a deep understanding of their profession. They then apply their understanding through hands on military training while being evaluated in a leadership position. The *Profession of Arms* theme encapsulates characteristics of warrior and member of the profession in the officer identity.

Description

The Profession of Arms serves as one of the three principal interrelated developmental programs within the Professional Military Education (PME) curriculum. The Profession of Arms is the foundation for sequential and progressive military training and leadership development requirements, experiences, and activities designed to support individual military and leader development, and internalization of the roles and principles of Officership. This program will focus specific attention on developing students with the requisite attributes to be leaders of character. Inherent in this approach is the establishing, teaching, enforcing and modeling of the standards that permeate military culture and are essential to discipline and readiness. Teaching students the value of standards prepares them to function effectively as military leaders. Students must learn and demonstrate rigorous standards of conduct in the intellectual, military, physical, ethical, and social domains of development. As students mature, they are expected to progress from adhering to standards to modeling, enforcing and setting standards.

² In addition to adding recommended gender and cultural perspectives, drawing on the Section 4.2.4.3 presentation of EDI initiatives, it is also suggested that all extant topics, curriculum, content, resources and pedagogic methods be reviewed by applying gender and cultural analytical tools.

It is noted that the curriculum under this Theme and the related Blocks and Modules reflects the military's application of the scientific method to understand, order and control the environment in which operations are conducted. As reflected in Chapters 3 and 4, to be able to incorporate gender knowledge, there is a requirement to expand learning to draw on the social sciences including the recognition of how the dominant military worldview (para 4.3.2) constrains understanding of the gendered and cultural assumptions underpinning analyses, decisions and actions.³

Noting that additional, specific information is provided for certain Blocks and Modules, it is recommended that the following should all be covered or referenced under this theme:

- *All of the topics listed under Facts, Application and Worldview.*
- *Under 'Theory':*
 - *Women's Equality and Empowerment;*
 - *Gender differences, gender roles and gender equality;*
 - *Frameworks of culture; culture general vs culture-specific knowledge;*
 - *Critical theory;*
 - *Equity, diversity and inclusion;*
 - *Ethnocentrism, cultural relativism/cultural superiority; and*
 - *Institutional, structural and systemic discrimination.*
- *For Self-awareness:*
 - *Assumptions and Bias;*
 - *Cultural Awareness/Understanding;*
 - *Cultural intelligence and Emotional intelligence; and*
 - *Personal bias and implicit (gendered and cultural) associations.*

Learning Objectives

- 1) In support of the overarching goal:
 - Describe operational concepts of war;
 - Explain precepts of military law;
 - Demonstrate proficiency in the military skills required of an officer in an intermediate and command staff function;
 - Demonstrate superior performance in military skills required of an officer in an intermediate command and staff function; and
 - Demonstrate the capacity to solve military problems during periods of high stress and in *culturally-complex settings*.

³ The scientific method generally draws on the first two levels of knowledge presented at 5.2 with an emphasis on applying objective facts through rational logic to produce replicable results. The social sciences recognize the subjectivity that exists in how knowledge is created and applied hence that different individuals analyzing the same problem set are likely to arrive at divergent conclusions.

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2) Each graduating student will:

- Demonstrate the courage, character, physical and mental toughness, and values required to succeed as a military officer;
- Be proficient as a commander of a battalion or a brigade;
- Be proficient as a member of a senior staff (brigade level and above);
- Be able to solve tactical problems at battalion or comparable level using principles that underlie doctrine and war-fighting;
- Demonstrate effective leadership as an officer in an intermediate command and staff function; and
- Explain the role of the officer corps in the armed forces.

3) Individual Proficiency

Be proficient as a commander at the battalion or brigade level, Chief of Staff at the same levels:

- Capable of leading *units comprised of diverse individuals* in war and peace;
- Capable of taking decisions in accordance with tasks by higher command;
- Capable of assessing work provided by the staff and of deciding accordingly;
- Capable of coordinating fire and maneuver;
- Capable of tasking subunits accordingly;
- Capable of liaising and coordinating with neighboring units.

4) Member of a Staff

Be proficient as a member of a staff in select tasks, i.e., S-1 to 5 at battalion or brigade level:

- Capable of leading *units comprised of diverse individuals* in war and peace;
- Capable of taking decisions in accordance with tasks by higher command;
- Capable of assessing work provided by the staff and of deciding accordingly;
- Capable of coordinating fire and maneuver;
- Capable of tasking subunits accordingly;
- Capable of liaising and coordinating with neighboring units.

5) Solving Tactical Problem

Solve tactical problems using principles that underlie doctrine and war-fighting, e.g.,

- Distinguish the roles and capabilities of the elements of a brigade combat team;
- Analyze a tactical situation and explain its essential points;
- Proficient at applying principles to solve tactical problems using all available tools;
- Proficient at applying gender-informed, *culturally-sensitive frameworks* to solve tactical problems using all available tools and
- Communicate plans effectively.

5.3.2.1 Block 1.1 – Comprehensive Approach to Operations

Description

This course examines the comprehensive approach to operations. In particular comprehensive approach is essential in the transition from military-led to civilian-led activities in operations. The comprehensive approach is particularly important in such arenas of action as border security, disaster relief operations abroad, domestic counterterrorism operations and multinational operations. In addition, the notion of full spectrum operations acknowledges that in every phase of a military operation there will need to be a component of stability operations which requires a whole-of-government approach.

Learning Objectives/Outcomes

- 1) Explain the role that all government agencies will play in the conduct of operations.
- 2) Describe the inherent command and control difficulties in the whole-of-government approach.
- 3) Identify the advantages that different government agencies will have in full spectrum operations, on the nonlinear battlefield and for crisis management.

Issues for Consideration

- a) Is the comprehensive approach necessary or desirable?
- b) What agencies other than the military will play an important role in the conduct of operations?
- c) How are unity of command and unity of effort maintained in a whole-of-government approach?
- d) What are the respective capabilities of other agencies in full spectrum operations, on the nonlinear battlefield and for crisis management?
- e) How does the comprehensive approach assist the transition from military-led to civilian-led activities in operations?
- f) How is your country organized for a comprehensive approach?
- g) How well are non-governmental actors integrated into your comprehensive approach?
- h) *How does the gendered nature of the armed forces as a profession influence the way the military engages with other actors under whole-of-government or whole-of-mission approaches?*

Potential Modules

- Diplomatic, Economic and Civilian Contribution to a comprehensive approach;
- Military contribution to a comprehensive approach at tactical level;
- Military contribution to a comprehensive approach at operational level;
- Military contribution to a comprehensive approach in multinational operations;
- Military contribution to a comprehensive approach at political and strategic level; and
- *Applying gender-informed, culturally-sensitive approaches* when working with International and Non-Governmental Organizations.

Learning Methodology/Assessment

Individual study; lectures; discussions; field trips; classroom; simulations, small group discussion and participation; scholarly articles; and reflective journaling.

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JP 3-07.3. Peace Operations 17 October 2007.

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JP 3-08, Interagency, Intergovernmental Organization, and Non-Governmental Organization Coordination During Joint Operations Vol. II. 17 March 2006.

JP 3-24. Counterinsurgency Operations. 05 October 2009.

JP 3-27. Homeland Defense. 12 July 2007.

JP 3-28. Civil Support. 14 September 2007

JP 3-29. Foreign Humanitarian Assistance. 17 March 2009.

JP 3-57. Civil-Military Operations. 08 July 2008.

JP 3-68. Non-Combatant Evacuation Operations. 22 January 2007.

Wendling, C. The Comprehensive Approach to Civil-Military Crisis Management: A Critical Analysis and Perspective; IRSEM Report; Institut de recherche stratégique de l'École militaire (FR), 2010. http://www.humansecuritygateway.com/documents/IRSEM__TheComprehensiveApproachtoCivilMilitaryCrisisManagement.pdf

Subject Matter Experts (SMEs) will work with host country to select appropriate readings.

5.3.2.2 Block 1.2 – Operational Planning and Operational Design

Description

This course covers operational methods of planning and incorporates the new notion of design. It guides the students through linear planning process used in their country, be it MDMP [Military Decision-Making Process] or JOPP [Joint Operation Planning Process]. It introduces the notion of operational design which is:

a critical and creative thinking methodology to help commanders understand the environment, analyze problems, and consider potential approaches so they can exploit opportunities, identify vulnerabilities, and anticipate transitions during a campaign.

Learning Objectives/Outcomes

- 1) Describe the method of used in your country to conduct operational level planning.
- 2) Analyze an operational level mission (mission analysis).
- 3) Develop operational level courses of action (course of action development).
- 4) Analyze and war game the developed courses of action (course of action analysis and war game).
- 5) Assess war gamed courses of action (to provide a recommended course of action) (course of action comparison).
- 6) Recommend a course of action (Operational level commander course of action approval).
- 7) Explain how design helps formulate the problem in campaign planning.
- 8) Explain how new approaches to the operational planning process may be necessary to address nonlinear, ill-formed problems.
- 9) *Explain how incorporating gender-informed, culturally-sensitive approaches to the operational planning process may be necessary to address nonlinear, ill-formed problems in complex settings.*
- 10) Analyze the deficiencies of operational level planning of recent operations.
- 11) Formulate an operational level plan.

Issues for Consideration

- a) What techniques are used in your country for operational level planning?
- b) How does an analysis of the battle command elements of understanding, visualizing, and describing frame the operational problem?
- c) What are the appropriate tasks of mission analysis?
- d) How do you prepare a restated mission statement and initial commander's intent, planning guidance, and Commander's Critical Information Requirements (CCIR)?
- e) What are the common requirements for courses of action?
- f) What method should be used to select a course of action?
- g) How does design contribute to the planning process?
- h) *How should gender-informed, culturally-sensitive approaches be integrated into the planning process?*

Potential Modules

- Decision-Making Process;
- Tactical and Operational Estimate;

IMPLICATIONS FOR PME CURRICULUM

- Planning for a campaign. Operational Planning Process (NATO OP, US JOPP);
- Operational Art;
- Operational Management; and
- Operational Design. Operational Design Concepts.

Learning Methodology/Assessment

Individual study; lectures; discussions; field trips; classroom; simulations, small group discussion and participation; scholarly articles; and reflective journaling.

References

AJP 5 – Allied Joint Doctrine for Planning. May 2019.

FM 5-0. Operations Process. 25 March 2010.

FM 34-130. Intelligence Preparation of the Battlefield. 8 July 1994 Joint War-Fighting Center.

Design in Military Operations: A Primer for Joint War-Fighters. Joint Doctrine Series, Pamphlet 1020 September 2010.

JP 5-0. Joint Operation Planning. 26 December 2006.

The United States Army, Commander's Appreciation and Campaign Design, TRADOC Pamphlet 525-5-500, 28 January 2008.

United Nations. Guidance Note Gender-Responsive Conflict Analysis. UN Women, January 2022.

Subject Matter Experts (SMEs) will work with host country to select appropriate readings.

5.3.2.3 Block 1.3 – Operational Roles, Missions and Capabilities

Description

This course covers operational roles, missions and capabilities. It starts with those roles for the military mandated by law. It then examines those missions given the military by the government. Next, it assesses whether the capabilities provide adequate to perform those roles and missions. Finally, it examines the implications of the operational risks associated with such shortfalls and how they could be mitigated.

Learning Objectives/Outcomes

- 1) Identify the range of operational roles as determined by law.
- 2) Explain the types of operational missions assigned to the military.
- 3) Assess whether the capabilities of the forces are adequate to perform the range of roles and missions assigned them.

- 4) Describe the operational risks involved with capability shortfalls.
- 5) *Explain how national legislation, international commitments and normative frameworks inform the political and societal objectives the military may be expected to support.*

Issues for Consideration

- a) What are the principles of joint operations?
- b) What are the roles assigned to your forces by law?
- c) What are the mission areas in which your forces are expected to perform?
- d) What are the core competencies/ joint capabilities areas of your forces?
- e) What are the major capability shortfalls and risk sustained given identified operational roles and missions?
- f) How do your country's roles and missions fit in a strategic and multinational context?

Potential Modules

- Land Operations. Land Component Contribution to Campaign. Roles and Missions. Planning Considerations;
- Maritime Operations. Maritime Component Contribution to Campaign. Roles and Missions. Planning Considerations;
- Air Operations. Air Component Contribution to a Campaign. Roles and Missions. Planning Considerations;
- Crisis Management Process and Capabilities;
- Crisis Response Operations;
- Campaigning;
- Spectrum of Joint Operations;
- Joint Functions; and
- Combined Joint Task Force (CJTF) role and missions.

Learning Methodology/Assessment

Individual study; lectures; discussions; field trips; classroom; simulations, small group discussion and participation; scholarly articles; and reflective journaling.

References

- AJP 3 (C). Allied Doctrine for Operations. February 2019.
- AJP 3.4 (A). Allied Joint Doctrine for Crises Response Operations. December 2014.
- AJP 3.4.1 (A). Allied Joint Doctrine for Crises Response Operations. December 2014.

IMPLICATIONS FOR PME CURRICULUM

AJP 3.4.2. Allied Joint Doctrine for Non-Combatant Evacuation Operations (NEO). May 2013.

JP 3-0. Joint Operations. 17 September 2006.

US DoD. Quadrennial Roles and Missions Review Report. January 2009.

Clarke, J.L. What Roles and Missions for Europe's Military and Security Forces in the 21st Century? The Marshall Center Papers 7 August 2005, pp. 1-64. <http://www.marshallcenter.org/mcpublicweb/de/component/content/article/484-art-col-publications-mc-paper-7.html?directory=21>

Subject Matter Experts (SMEs) will work with host country to select appropriate readings.

5.3.2.4 Block 1.4 – Operational Level Intelligence

Description

This course covers operational level intelligence. It examines the role of intelligence at the joint and combined force and operational level and covers all aspects of the operational intelligence process. It looks at what sources and capabilities are available are how they should be managed. Finally, it provides a better understanding of the Joint Intelligence Preparation of the Operational Environment.

Learning Objectives/Outcomes

- 1) Describe the role of intelligence at the joint force and operational level; be able to apply the principle.
- 2) Explain the operational intelligence process (planning and direction, collection, processing and exploitation, analysis and production, dissemination and integration, and evaluation and feedback).
- 3) Describe how the operational intelligence process supports joint planning.
- 4) Identify the capabilities necessary for effective operational intelligence.
- 5) Describe the Joint Intelligence Preparation of the Operational Environment (JIPOE).
- 6) Formulate an operational level intelligence plan.
- 7) *Explain how incorporating gender-informed, culturally-sensitive approaches enhances intelligence analyses in complex settings.*

Issues for Consideration

- a) How should the operational intelligence process be planned and directed?
- b) What collection assets are available?
- c) How are collected raw products transformed into usable information?
- d) How are the disparate streams of information transformed into a usable product?
- e) How are intelligence products disseminated and integrated into the decision-making process?

- f) How are intelligence products evaluated and improved?
- g) What is the effect of the nonlinear battlefield on the operational intelligence process?
- h) What are the steps of the JIPOE process and how are they implemented in your country?
- i) What sources, systems and methods are most important at the operational level?
- j) *How should gender-informed, culturally-sensitive perspectives be integrated into the operational intelligence process?*

Potential Modules

- Intelligence, Surveillance, Targeting, Acquisition and Reconnaissance Process;
- Intelligence Cycle; and
- Joint Intelligence Preparation of the Operational Environment.

Learning Methodology/Assessment

Individual study; lectures; discussions; field trips; classroom; simulations, small group discussion and participation; scholarly articles; and reflective journaling.

References

AJP 2. Allied Joint Intelligence Doctrine Series. July 2000.

JP 2-0. Joint Intelligence. 22 June 2007.

JP 2-01. Joint and National Intelligence Support to Military Operations. 07 October 2004.

JP 2-01.3. Joint Intelligence Preparation of the Operational Environment. 16 June 2009.

United Nations. Guidelines on Gender and Peacekeeping-Intelligence. Department of Peace Operation, 1 July 2022.

Subject Matter Experts (SMEs) will work with host country to select appropriate readings.

5.3.2.5 Block 1.5 – Information Operations**Description**

This course covers information operations. It examines the activities and capabilities necessary for an effective strategy. It looks how to organize for information operations and how to conduct planning. And finally, it looks at what is needed for execution.

IMPLICATIONS FOR PME CURRICULUM

Learning Objectives/Outcomes

- 1) Describe Information Operations (IO).
- 2) Explain the objectives of IO.
- 3) Describe how to organize for IO.
- 4) Explain the activities and capabilities needed to produce a coherent IO strategy.
- 5) Describe how to conduct IO planning.
- 6) Identify what training and capabilities are necessary for effective information operations.
- 7) Formulate an IO plan for a battalion.
- 8) Describe an IO plan for brigade and above.
- 9) *Explain how gender-informed, culturally-sensitive approaches can contribute to enhanced effectiveness in information operations.*

Issues for Consideration

- a) Is the employment of effective IO essential to achieve the objectives of the operational level commander?
- b) What is offensive and defensive IO?
- c) How should IO planning be integrated with operations planning?
- d) How does IO gain and maintain information superiority?
- e) What is the role of public relations in IO?
- f) What are the legal limitations on IO for your country? In a multinational context?
- g) *How can gender-informed, culturally-sensitive approaches inform the 'battle over the narrative' that characterizes many current conflicts and especially hybrid warfare.*

Potential Modules

- Electronic Warfare;
- C2 Warfare;
- Cyber Warfare; and
- PSYOPS.

Learning Methodology/Assessment

Individual study; lectures; discussions; field trips; classroom; simulations, small group discussion and participation; scholarly articles; and reflective journaling.

References

AJP 3 (C). Allied Joint Doctrine for Operations. February 2019.

FM 3-13. Information Operations: Doctrine, Tactics, Techniques, and Procedures. November 2003.

JP 3-13. Joint Doctrine for Information Operations. January 2016.

Subject Matter Experts (SMEs) will work with host country to select appropriate readings.

5.3.3 Theme 2: Command, Leadership and Ethics

Goal

The Command, Leadership and Ethics theme introduces students to leadership theory, values education, character development, and officership. This theme is encapsulated in the warrior and member of the profession characteristics of officer identity.

Description

This theme focuses on the development of an officer capability of commanding as a warrior, leader of character, member of the profession and servant for the country. A few key definitions in this theme include:

- 1) **Leadership** – influencing people while operating to accomplish the mission and improving the organization.
- 2) **Character** – those moral qualities that constitute the nature of a leader and shape his or her decision and actions.
- 3) **Leader of Character** – seeks to discover the truth, decide what is right, and demonstrate the courage and commitment to act accordingly. Character includes not only moral and ethical excellence, but also firmness, resoluteness, self-discipline, and sound judgment.

It is noted that this theme presents a generally uncritical perspective on how the military creates individual and team identities; how daily practices influence individual and team perspectives, attitudes and behaviors; or how important aspects of personal identity (starting with gender) can result in individuals have very different experiences when serving in the same unit/context.

Noting that additional, specific information is provided for certain Blocks and Modules, it is recommended that the following should all be covered or referenced under this theme:

- *All of the topics under Theory, Ontology and Self-awareness:*
- *Under Application:*
 - *Gender-informed, culturally-sensitive frameworks; and*
 - *Intersectional analyses (within the military).*
- *Under Worldview:*
 - *Influence of military worldview;*
 - *Frameworks of culture; culture general vs culture-specific knowledge;*

IMPLICATIONS FOR PME CURRICULUM

- *Gender, ethnicity, identity, belief systems and worldviews; and*
- *Influence institutional, structural and systemic discrimination within the armed forces.*

Learning Objectives

- 1) Demonstrate effective leadership expected of a junior officer in accomplishing assigned missions. This implies they will be able to:
 - a) Lead by example;
 - b) Build effective teams *comprised of diverse individuals*;
 - c) Improve the larger organization;
 - d) Exercise initiative within the commander's intent;
 - e) Care for subordinates, involved in their success;
 - f) Communicate effectively;
 - g) Allow subordinates latitude in how to accomplish a mission and hold them accountable;
 - h) Apply common sense and judgment in instilling discipline and attention to detail in subordinates;
 - i) Accept accountability for self and unit;
 - j) Ensure subordinates and units are prepared for the mission;
 - k) Explain what he or she is trying to accomplish and how success will be judged;
 - l) Perform essential skills, explain why they are performed that way, and teach them to subordinates;
 - m) Lead effective after-action reviews that help subordinates and unit improve their performance; and
 - n) Coach subordinates effectively and provide them with useful feedback
- 2) Demonstrate courage, character, integrity, and toughness, by:
 - a) Embracing the spirit of the honor code;
 - b) Treating others with dignity and respect;
 - c) Living by military values;
 - d) Displaying a warrior ethos;
 - e) Displaying mental toughness;
 - f) Demonstrating consistent sound judgment;
 - g) Overcoming peer pressure to make good choices;
 - h) Demonstrating self-confidence;
 - i) Demonstrating self-discipline;
 - j) Performing successfully under stress; and
 - k) Demonstrating commitment to personal and professional growth.

5.3.3.1 Block 2.1 – Ethics**Description**

This module deals with the role of ethics in the decision for and conduct of war.

This module can be informed by considering:

- *Under Theory:*
 - *Framework of culture (as applied within the military)*
 - *Social construction*
 - *Ethnocentrism, cultural relativism, cultural superiority*
 - *Military Socialization*
- *Under Ontology:*
 - *System of professional closure*
 - *Huntington vs Janowitz perspective on aligning with evolutions in broader society*
- *Most of the topics under Self-awareness and Worldview (addressed in an integrated manner)*

Learning Objectives/Outcomes

- 1) Explain the development of moral thinking about war.
- 2) Examine the core principles of the national professional military ethic.
- 3) Describe the relationship among moral obligations to the state and the people.
- 4) Apply ethical reasoning to issues and dilemmas facing commanders at the operational level.
- 5) Describe the ethical issues of irregular warfare.
- 6) Apply ethical principles to contemporary military operations.
- 7) *Explain how the construction of the dominant military worldview influences ethical reasoning.*

Issues for Consideration

- a) How best to promote values necessary to ensure effective leadership at this level?
- b) What is just war theory?
- c) How does a leader reconcile ethical values and military necessities?
- d) Do desperate circumstances warrant desperate measure?
- e) *How might the processes of military socialization and professional closure contribute to ethnocentrism and cultural superiority?*

IMPLICATIONS FOR PME CURRICULUM

Potential Modules

- Values, virtues and characteristics applied;
- Ethical principles and the use of force;
- Military values and civilian values; and
- The professional code and warrior ethic.
- *Hegemonic systems and militarized masculinities.*

Learning Methodology/Assessment

Individual study; lectures; discussions; field trips; classroom; simulations, small group discussion and participation; scholarly articles; and reflective journaling.

References

Carrick, D., Connelly, J. and Robinson, P. (Eds.). *Ethics Education for Irregular Warfare*. London: Ashgate, 2009.

Coker, C. *Ethics and War in the 21st Century*. New York. 2008.

Hartle, A.E. *Moral Issues in Military Decision-Making*. Kansas: University Press of Kansas, 1990.

Nagel, R.; Spears, K. and Maenza, J. *Culture, Gender, and Women in the Military: Implications for International Humanitarian Law Compliance*. Washington: Georgetown Institute for Women, Peace and Security, 2021.

Pangle, T.L., and Ahrens Dorf, P. *Justice Among Nations: On the Moral Basis of Power and Peace*. Kansas: University Press of Kansas, 1999.

Walzer, M. *Just and Unjust War: A Moral Argument with Historical Illustrations*. New York, NY: Basic Books, 1992.

Subject Matter Experts (SMEs) will work with host country to select appropriate readings.

5.3.3.2 Block 2.2 – Leadership

Description

This module deals with the role of the leader in military organizations at the level of battalion or equivalent military unit. It looks at the kind of values necessary for effective leadership. It examines the relationship that an effective leader should have with subordinates as well as superiors.

Learning Objectives/Outcomes

- 1) Prepare to lead battalion or equivalent military unit.
- 2) Evaluate, assess and develop the leadership of subordinate levels.

- 3) Identify and explain what is required to lead the next higher command level or a combined joint task force.
- 4) Prepare to assess and decide based on inputs from staff work at this level.

Issues for Consideration

- a) What kind of techniques should be used to develop leaders at this level?
- b) How best to promote values necessary to ensure effective leadership at this level?
- c) What kind of preparation does a leader need to adapt to rapidly changing circumstances?
- d) What kind of automated tools does a leader need to be effective at this level?
- e) What are the following concepts: values-based behavior, the professional code and warrior ethic, power and authority, individual motivation, cohesion, team and group effectiveness, crisis leadership and leadership in *extremis*?
- f) *In what ways are military approaches to leadership gendered?*

Potential Modules

- Gender-informed approaches to inclusive leadership
- Leader development techniques and
- Crisis leadership and leadership in extreme situations.

Learning Methodology/Assessment

Individual study; lectures; discussions; field trips; classroom; simulations, small group discussion and participation; scholarly articles; and reflective journaling.

References

Erwin, S.K. 21st Century Barriers to Women as US Military Leaders: Implications for Military HRD. In Proceedings of the Academy of Human Resource Development International Conference in the Americas, Louisville, KY, 2019.

Jacobs, T.O., and Jacques, E. Military Executive Leadership. In K.E. Clark and M.B. Clark (Eds.), Measures of Leadership. West Orange, NJ: Leadership Library of America, Inc., 1990.

Jacobs, T.O., and Jacques, E. Executive Leadership. In R. Gal and A.D. Manglesdorff (Eds.), Handbook of Military Psychology. Chichester, England: Wiley, 1991.

Moore, H. and Galloway, J.L. We Were Soldiers Once And Young. New York, NY: Random House, 1992.

US Army. Be *Know* Do, Adapted from the Official Leadership Manual: Leadership the Army Way. San Francisco, CA: Jossey-Bass, 2004.

Subject Matter Experts (SMEs) will work with host country to select appropriate readings.

5.3.3.3 Block 2.3 – Command and Control

Description

This module examines the current issues of command and control of both national and multinational operations. It analyzes the concept of battle command and mission orders. It uses the “understand, visualize, describe, direct” process (what is the reference for this process?) to help the commander better frame tactical problems and be more effective at command.

Learning Objectives/Outcomes

- 1) Analyze the concept of command.
- 2) Explain: “understand, visualize, describe and direct”.
- 3) Distinguish the meaning of the terms: lead nation, integrated and parallel command structures for multinational operations.
- 4) Apply the joint function of command and control in an exercise at the battalion level.

Issues for Consideration

- a) What problems does your country face in assuring effective command and control of the range of operations your country performs?
- b) How the battle command concepts of “understand and visualize” are used to frame the commander’s operational problem.
- c) What is the interaction between operational and mission variables in framing the commander’s operational problem?
- d) What is the relationship between “visualization and describe” in the development of commander’s intent, planning guidance, CCIR, and assessments?
- e) How does the initial commander’s intent assist in describing the course of action during the battle command process?
- f) What are the most appropriate command and control structure for multinational operations?
- g) *In what ways are military approaches to command gendered?*

Potential Modules

- Command philosophies. Mission Command;
- Services’ command and control;
- Principles of joint and multinational command;
- The maneuverist approach to operations;
- Command and control responsibilities in national and multinational operations;

- Supported/Supporting Relationships in Joint Operations;
- C2 relationships and the interface with the political level; and
- The nature of operational level command.

Learning Methodology/Assessment

Individual study; lectures; discussions; field trips; classroom; simulations, small group discussion and participation; scholarly articles; and reflective journaling.

References

AJP-3.2. Allied Joint Doctrine for Command and Control. March 2016.

FM 6-0. Mission Command: Command and Control of Army Forces. May 2022.

JP-3-33. Joint Task Force Operations. June 2022.

JP 3-16. Joint Doctrine for Multinational Operations. February 2021.

Canna, M. Command and Control of Multinational Operations Involving U.S. Military Forces. The Atlantic Council of the United States, Occasional Paper, August 2004.

Simón, L. Command and Control? Planning for EU Military Operations. European Union Institute for Security Studies Occasional Paper 81, January 2010.

Subject Matter Experts (SMEs) will work with host country to select appropriate readings.

5.3.3.4 Block 2.4 – Law of Armed Conflict

This module can be informed by considering:

- *Under Facts:*
 - *UNSCRs/WPS Agenda*
 - *International law and normative frameworks*
 - *Human Security and UN Comprehensive Approach*
 - *Government international policy agenda*
- *Under Application:*
 - *Differential impacts of conflict or disasters*
 - *Culture-specific gender-sensitive analysis in operations*
 - *Understanding the military role in achieving mission objectives*

IMPLICATIONS FOR PME CURRICULUM

Description

This course covers the law of armed conflict and its effect on military operations. It examines both the jus in bello and the jus ad bellum. It looks at the major core disciplines of operational law. Moreover, it prepares the student to deal with difficult situations in the field.

Learning Objectives/Outcomes

- 1) Summarize the law of armed conflict appropriate to someone who leads a battalion or equivalent military unit.
- 2) Describe the law of armed conflict appropriate to someone who will serve on a brigade or equivalent staff.
- 3) Explain the disciplines of administrative law, civil law, claims, international law, legal assistance, and military justice.
- 4) Explain the operational legal environment and its effect on actions to lower echelons.
- 5) *Explain how UN Security Council Resolution 1325 and associated UNSCRs (the WPS Agenda) and international normative frameworks inform the operational social environment and its effects on actions to lower echelons.*

Issues for Consideration

- a) What is the difference between the jus ad bellum and the jus in bello?
- b) How is the law of armed conflict grounded in four overarching and interrelated principles: military necessity, humanity, proportionality, and distinction?
- c) How has history demonstrated that following-or not following-the law of armed conflict can be a combat multiplier?
- d) If the enemy does not follow the law of armed conflict, why should we?
- e) What is the history of the Geneva conventions and what is the current debate?
- f) What difficulties occur in multinational operations when participants interpret the laws of armed conflict and Geneva conventions differently?
- g) *How does the United Nations Human Rights Due Diligence Policy influence decisions to apply military force?*

Potential Modules

- *Jus ad bellum*. Legal framework for the use of force. International and non-international conflict;
- International Humanitarian Law (IHL). basic rules, principles and the applicability of IHL;
- Conduct of hostilities. Means and methods of warfare;

- Protection of civilians and cultural property in armed conflict;
- Rules of engagement in the context of the law of armed conflict; and
- The role of organizations involved in Humanitarian Law.

Learning Methodology/Assessment

Individual study; lectures; discussions; field trips; classroom; simulations, small group discussion and participation; scholarly articles; and reflective journaling.

References

Dinstein, Y. *The Conduct of Hostilities Under the International Law of Armed Conflict*. Cambridge: Cambridge University Press, 2004.

European Union. *Guidelines on Promoting Compliance with International Humanitarian Law (2005/C 327/04)*. 2005.

FM 1-04. *Legal Support to the Operational Army*. March 2013.

Geneva Conventions and Additional Protocols I and II. June 1997.

Hague Conventions. 1899 and 1907.

ICRC. *Fight it Right! Model Manual On the Law of Armed Conflict For Armed Forces*, International Committee of the Red Cross Geneva, 1999.

Joint Publication 3-60. *Joint Targeting*. January 2013.

Joint Publication 1-04. *Legal Support to Military Operations*. August 2016.

NATO STANAG 2449. *Training in the Law of Armed Conflict*. 29 March 2004.

Roberts, A., and Guelff, R. (Eds.). *Documents on the Laws of War*. Oxford: Oxford University Press, 1989.

Rules of Engagement Handbook, International Institute of Humanitarian Law, San Remo, November 2009. <http://www.iihl.org/Default.aspx?pageid=page12090>

UN Security Council Resolution 1894, 11 November 2009.

Walzer, M. *Arguing About War*. New Haven, CT: Yale University Press, 2004.

Subject Matter Experts (SMEs) will work with host country to select appropriate readings.

5.3.4 Theme 3: Defence and Security Studies

Goal

Students will anticipate and respond effectively to the uncertainties of a changing technological, social, political, and economic world.

Description

This theme will create the foundation on which students will build their professional expertise within the context of the larger society they belong as citizens. Students will be introduced to the military history as a prerequisite for a sound doctrinal understanding of tactics, operations, and strategy. Future officers should assess the place of the state in the current international relations environment, the ways international politics and economics are determined and their outcomes. The international relations must consider the current limitations of international law. As citizens, fully accountable to the people they represent, future leaders must look after their subordinates and the military property with due concern.

It is noted that this theme takes an uncritical view of: the European and North American approaches to warfare; the challenges presented of major international relations theory (especially in the assumptions of being gender-blind and culturally-neutral); the failure to recognize the differences between major powers and smaller nations in national security policy formulation and structures;⁴ and, under civil-military relations, the role of the civil authority in directing changes to internal military policies particularly regarding employment of women and broader diversity objectives.⁵

Noting that additional, specific information is provided for certain Blocks and Modules, it is recommended that the following should all be covered or referenced under this theme:

- *Under Facts:*
 - *UN Security Council Resolutions/WPS Agenda; and*
 - *Government policy agenda.*
- *Under Theory:*
 - *Ethnocentrism, cultural relativism/cultural superiority;*
 - *Understanding policy issues; wicked problems and competing agendas; and*
 - *Critical security studies.*
- *All of the topics under Ontology and Worldview.*

Learning Objectives

- 1) To develop students' critical thinking skills-based on the study of operational, institutional and biographical military history.

⁴ Such differences include internal NATO frictions, which can often become visible at the O4 and O5 ranks levels.

⁵ Beyond the scope of this report, Block 3.3 tends to highlight the problems that logistics possess for those conducting operations rather than emphasizing the saying that "Amateurs talk strategy. Professionals talk logistics" (a comment generally attributed to General Omar Bradley, but lacking formal source).

- 2) To analyze the international relations theory in an historical and contemporary context by interpreting the current international system, the effects of globalization and the dynamics of international conflict on the military.

5.3.4.1 Block 3.1 – History and Theory of War – Evolution of Operational Art

Description

This module examines the evolution of operational art.

Learning Objectives/Outcomes

- 1) Evaluate the history, theory, and evolution of operational art.
- 2) Analyze the 18th and 19th century origins of operational art.
- 3) Appraise the development of operational art and command in the Twentieth Century, military theory and campaigns from World War I and II.
- 4) Examine the contemporary state of operational art from post-World War II operational theory, Cold War and post-Cold War wars and campaigns.
- 5) Analyze national military history.
- 6) Analyze regional and local conflicts.

Issues for Consideration

- a) What is the value of history to the military officer?
- b) *How do ethnocentrism and cultural superiority inform the understanding of military history across NATO nations?*
- c) Explain the triad of “strategic”, “operational” and “tactical” level.
- d) How did past commanders understand the nature of the problems facing them that led them to visualize, plan and direct a campaign and then analyze the outcome?
- e) What planning tools are appropriate in putting together a campaign plan?
- f) *How does the Beijing Platform for Action and the WPS Agenda inform the understanding of the gendered nature of regional and local conflicts?*

Potential Modules

- Theory and evolution of operational art;
- 18th and 19th century origins of operational art;
- Development of operational art in the twentieth century;

IMPLICATIONS FOR PME CURRICULUM

- Contemporary state of operational art; and
- Counterinsurgency and operational art.

Learning Methodology/Assessment

Individual study; lectures; discussions; field trips; classroom; simulations, small group discussion and participation; scholarly articles; and reflective journaling.

References

Citino, R.M. *The German Way of War: From the Thirty Years' War to the Third Reich*. Kansas: The University Press of Kansas, 2008

Citino, R.M. *Blitzkrieg To Desert Storm: The Evolution of Operational Art*. Kansas: The University Press of Kansas, 2004.

von Clausewitz, C. *On War*. Trans. M. Howard and P. Paret. Princeton, NJ: Princeton University Press, 1989.

de Jomini, A.H. *The Art of War: Strategy and Tactics from the Age of Horse and Musket*. Trans. G.H. Mendell. El Paso Norte Press, 2005.

Krause, M.D, and Phillips, R.C. *Historical Perspectives of the Operational Art*. Centre of Military History, US Army, 2005.

Naveh, S. *In Pursuit of Military Excellence: The Evolution of Operational Theory*. Portland, OR: Frank Cass, 1997.

Rothenberg, G.E. *The Art of Warfare in the Age of Napoleon*. Bloomington, Indiana University Press, 1980.

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Schneider, J. *The Loose Marble – and the Origins of Operational Art*. *Parameters*, 19, March 1989, pp. 85-99.

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Tzu, S. *The Art of War*. Trans. S.B. Griffith. Oxford: Oxford University Press, 1963.

Van Creveld, M. *Command in War*. Cambridge, Harvard University Press, 2003.

Von Hlatky, S. *Deploying Feminism: The Role of Gender in NATO Military Operations*. Oxford, UK: Oxford Press, 2022.

Ze Dong, M. *On Guerilla Warfare*. Trans. Samuel Griffith II. Urbana and Chicago, IL: University of Illinois Press, 2000.

Subject Matter Experts (SMEs) will work with host country to select appropriate readings

5.3.4.2 Block 3.2 – Communications

Description

This course covers the issues and preparation necessary to deal effectively communications and media relations. In particular effective communications helps shape the contemporary operating environment to achieve mission success. Instead of viewing communications and media relations as an impediment to effective operations, it views them as necessary. Traditional and new media (blogging, social networks, etc.) will be covered.

Learning Objectives/Outcomes

- 1) Explain how effective communications shape the contemporary operating environment.
- 2) To understand how effective communications relate to media relations.
- 3) Distinguish the range of media one is likely to meet.
- 4) Demonstrate a range of common media interviews.
- 5) Describe the common mistakes made when confronted with the media.
- 6) Explain the importance of modern media and telecommunications in military operations.

Issues for Consideration

- a) How do effective communications shape the contemporary operating environment?
- b) What is the best way to develop a plan for and executing a live media interview?
- c) How should the officer best display openness to varying media opinions and agencies?
- d) How do modern media and telecommunications affect military operations?
- e) How can effective media relations be a force multiplier?
- f) What is the role of embedded media?
- g) How can new media (blogging, social networks, etc.) be best used as a force multiplier?
- h) What are the security aspects of effective media relations?
- i) How should the formation organize for effective media relations?
- j) Address the differences between Military, Local and International (target audience).
- k) *How can the military develop gender-informed approaches to effective communications?*

Potential Modules

- Strategic communications;

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- Operational communications;
- Media relations;
- Role of new media; and
- *Gendered communications.*

Learning Methodology/Assessment

Individual study; lectures; discussions; field trips; classroom; simulations, small group discussion and participation; scholarly articles; and reflective journaling.

References

EU Common Module on how to meet the media (document ESDC IG IG/2010/ 011). (available online) (n.d.).

JP 3-61 Appendix A. Guidelines for Discussions with the Media. August 2016.

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NATO Gender-Inclusive Language Manual. Office of NATO Secretary General's Special Representative for Women, Peace and Security, April 2020.

Subject Matter Experts (SMEs) will work with host country to select appropriate readings.

5.3.4.3 Block 3.3 – Joint and Multinational Logistics and Resource Management

Description

This course deals with joint and multinational logistics and resource management. It examines how forces can be created, employed and sustained at the operational level both in national and multinational operations. It shows how force management affects modernization.

Learning Objectives/Outcomes

- 1) Comprehend contemporary issues in force management.
- 2) Describe strategic national sustainment and strategic national logistics strategies/tasks in contemporary operations.
- 3) Comprehend how joint forces are created, employed, and sustained.
- 4) Comprehend joint force command relationships and directive authority for logistics support joint war-fighting capabilities.
- 5) Comprehend how the military is organized to plan, execute, sustain, and train for joint, interagency, and multinational operations.

Issues for Consideration⁶

- a) What are the major problems in modernizing forces?
- b) What are the major problems in providing the logistics in a multinational operation?
- c) How does logistics differ according to the type of operation?
- d) What the major problems your country faces in sustaining operations?
- e) What is the role of host nation support in multinational operations?
- f) *How can decisions to procure supplies from local contractors serve to facilitate or impair achieving the objectives of the WPS Agenda?*

Potential Modules

- Resource management. Building the force;
- Services' logistics. Principles, functional areas, framework, classes of supply, etc.
- Combat service support for troops in the field;
- Joint logistics functional areas; and
- Multinational logistics.

Learning Methodology/Assessment

Individual study; lectures; discussions; field trips; classroom; simulations, small group discussion and participation; scholarly articles; and reflective journaling.

References

AJP – 4. Allied Joint Logistics. Series publications. December 2018.

Joint Publication (JP) 4.0. Doctrine for Logistic Support of Joint Operations. July 2023.

Christianson, C.V. Joint Logistics – Shaping Our Future: A Personal Perspective. Defense AT&L, July – August 2006, 11-13.

Subject Matter Experts (SMEs) will work with host country to select appropriate readings.

5.3.4.4 Block 3.4 – International Security**Description**

This course deals with how the international and regional security structures constrain policy choice and military action. In particular it will look at the United Nations (UN) system and the applicable regional security structures: OSCE, NATO and EU.

⁶ It is noted that several of these questions perpetuate the view that logistics is a problem that those conducting operations have to deal with rather than reflecting the view of US General Omar Bradley: "Amateurs talk strategy. Professionals talk logistics."

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Learning Objectives/Outcomes

- 1) Explain the international security structure.
- 2) Explain the major international relations theories.
- 3) Distinguish the extent to which the United Nations system can and cannot constrain national security policy.
- 4) Explain the major international relations theories.

Issues for Consideration

- a) What are the regional and international security structures?
- b) How do major international relations theories such as realism, liberalism and constructivism explain state behavior?
- c) How relevant is the UN today?
- d) How do the applicable regional security structures affect policy choices made by your country?
- e) *How does a gendered analysis of international relations theories contribute to deeper understandings of policy choices and the consequences of military action?*

Potential Modules

- Global security framework;
- Theories of international relations;
- *Critical analyses of international relations;*
- The United Nations system; and
- Regional security structures.

Learning Methodology/Assessment

Individual study; lectures; discussions; field trips; classroom; simulations, small group discussion and participation; scholarly articles; and reflective journaling.

References

- Baylis, J., Smith, S. and Owens, P. *The Globalization of World Politics*. New York, NY: Oxford University Press, 2011.
- Huff, A. *The Role of EU Defence Policy in the Eastern Neighbourhood*. Paris: Institute for Security Studies, 2011.
- Hunter, R.E. *The European Security and Defense Policy: NATO's Companion – or Competitor?* Santa Monica, CA: RAND Corporation, 2002. http://www.rand.org/pubs/monograph_reports/MR1463
- Jokela, J. *The G-20: A Pathway to Effective Multilateralism?* Paris: Institute for Security Studies, 2011.
- Luttwak, E.N. *Strategy*. Cambridge, MA: Harvard University Press, 1987.

Organization for Security and Cooperation in Europe (OSCE). OSCE Handbook: <http://www.osce.org/secretariat/22624?download=true>

Organization for Security and Cooperation in Europe (OSCE). OSCE Charter for European Security. November 1999; <http://www.osce.org/mc/17502>

de Vasconcelos, Á. (Ed). What Ambitions for European Defence in 2020? Paris: Institute for Security Studies, 2009.

Yost, D.S. NATO and International Organizations. Rome: NATO Defense College; Research Division; Forum Papers Series, September 2007.

Subject Matter Experts (SMEs) will work with host country to select appropriate readings.

5.3.4.5 Block 3.5 – National Security Policy Formulation and Structure

Description

This course deals with national security structure and policy formulation. It looks broadly at the security sector and the role that each actor plays, both formal and informally. It examines the extent to which the current system in your country can formulate and implement strategy in an uncertain environment.

Learning Objectives/Outcomes

- 1) Describe your national security policy making process.
- 2) Explain the extent to which major actors are constrained by the rule of law.
- 3) Analyze your country's national security organization.
- 4) Formulate a national security strategy.

Issues for Consideration

- a) How is national security structured in your country?
- b) Does the informal structure resemble the formal structure?
- c) How effective is your current system in addressing the critical challenges faced by your country? Does the system adapt to challenges, or does it remain inflexible in the face of new challenges and threats?
- d) What is the appropriate type of defence given these challenges?
- e) How effectively can the current system make strategy? Or does it just respond to events as they occur?
- f) How do ends, ways and means factor in your consideration of national security strategy?
- g) How does your national security strategy compare to other countries with similar resources and operational environment?
- h) What role do regional security organizations play in your national security strategy?
- i) *How does understanding the gendered nature of conflict inform your national security strategy?*

Potential Modules

- Legal framework;
- Theories of decision-making;
- National level structure: executive and legislative; and
- National security policy formulation.

Learning Methodology/Assessment

Individual study; lectures; discussions; field trips; classroom; simulations, small group discussion and participation; scholarly articles; and reflective journaling.

References

Subject Matter Experts (SMEs) will work with host country to select appropriate readings.

5.3.4.6 Block 3.6 – Civil-Military Relations

Description

This course examines civil-military relations at the operational level with particular emphasis on democratic control of the security sector. Some think that civilian oversight of multinational operations has become increasingly problematic. The increasing role of the military in state-building in multinational operations, especially in places such as Afghanistan, needs also to be examined. And finally, the role of security assistance in furthering democratic control of the security sector needs to be addressed.

Learning Objectives/Outcomes

- 1) Examine recent civil-military relationship experience.
- 2) Explain the relationship between democratic development and military professionalism.
- 3) Explore the opportunities and cost of military engagement in humanitarian work, in particular hearts and minds campaigns.⁷
- 4) Explain democratic control of the security sector.
- 5) Describe the role security assistance may play in furthering democratic control of the security sector.
- 6) *Explain how gender and cultural perspectives inform the military role in security assistance and advancing capacity building initiatives.*

⁷ Beyond the scope of this study, it is recommended that the linking of humanitarian work and “hearts and minds campaigns” be removed. Reference could be made to local aid and development projects, but it is not possible to engage in hearts and minds (especially not COIN) and still respect the core principles of humanitarian work (starting with impartiality).

Issues for Consideration

- a) How has the military profession changed since the Cold War?
- b) How does the current operational environment shape civil-military relations?
- c) What are the boundaries between civilian and military/security spheres and responsibilities? Are they always clear?
- d) Have civilians been too intrusive or has the military been too resistant to undertake certain missions?
- e) *How has your military responded to civilian oversight and NATO direction to enhance career opportunities including deployment for women in the armed forces?*
- f) Is there a gap between the military and political leaders, between the military and society in general?
- g) Is democratic development a necessary precondition for military professionalism?
- h) What happens if only part of the security sector falls under civilian/democratic control?
- i) Does the military have a role in furthering democratic transition?
- j) What is the international legal framework for civilian oversight of multinational operations?
- k) High level discussions of Democratic Control of Armed Forces (DCAF).

Potential Modules

- General Issues – theories and models;
- Civil-military relations in liberal democracies;
- Civil-military relations in Security Sector Reform (SSR);
- Civilian oversight of the security sector;
- The military and social change; and
- Civilian oversight of multinational operations.

Learning Methodology/Assessment

Individual study; lectures; discussions; field trips; classroom; simulations, small group discussion and participation; scholarly articles; and reflective journaling.

References

Cohen, E.A. Supreme Command in the 21st Century. *Joint Forces Quarterly*, Summer 2002, 48-54.

Desch, M.C. *Civilian Control of the Military: The Changing Security Environment*. Baltimore, MD: Johns Hopkins University Press, 1999.

Eekelen, W.F. *Democratic Control of Armed Forces*. Geneva: DCAF, 2002. <http://www.dcaf.ch/Publications/Publication-Detail?lng=en&id=18357>

Ghebali, V.-Y. and Lambert, A. *The OSCE Code of Conduct on Politico-Military Aspects of Security: Anatomy and Implementation*. Martinus Nijhoff Publishers, 2005.

Grdina, A. Women and Civil-Military Relations: The Military Dimension of Global to Grassroots Institutional Gender Transformation. In F.C. Matei, C. Halladay and T.C. Bruneau (eds). The Routledge Handbook of Civil-Military Relations, Second Edition. London, Routledge, 2022.

Hoffman, F. Bridging the Civil-Military Gap. *Armed Forces Journal*, December 2007.

Ricks, T.E. *The Generals' Insurgency / Petraeus's Battles: A Military Tactician's Political Strategy*. Washington Post February 9, 2009.

Subject Matter Experts (SMEs) will work with host country to select appropriate readings.

5.3.4.7 Block 3.7 – Contemporary Operating Environment

Description

This course covers the emerging operational environment in the 21st century. It looks at extant trends to determine the frequency and character of conflict globally in the coming years. It also addresses the strategic context within which each country may find itself and the extent to which the global strategic environment influences the regional environment and vice versa. Certain trends currently in train suggest that the foundation of the global system may change in the next generation.

Learning Objectives/Outcomes

- 1) Analyze the likely impact of threats, challenges, and opportunities in the international security environment.
- 2) Distinguish the role and missions that your armed forces may need to perform in that environment.
- 3) Explain the kinds of capabilities your armed forces will need to develop to operate in that environment.
- 4) Describe the demands that developments in your region place on your military.

Issues for Consideration

- a) What international conflicts dominate the world today?
- b) What common denominators surround these issues or conflicts?
- c) *How do gender-informed, culturally-sensitive frameworks enhance understanding of the drivers and consequences of conflict?*
- d) How would you characterize the environment that your forces may be required to operate in the next 5 years?
- e) How will the operational environment change the nature of the conflicts in which you may be involved?
- f) How will the military for the future be changed based on the operational environment?
- g) What the implications of the changing distribution of power at the global level?
- h) What are the operational level challenges posed by non-state actors?

Potential Modules

- Contestants;
- Trends influencing global security;
- Developments in GRIN (Genetics, Robotics, Information and Nano);
- Contextual world;
- Regional and international security structures; and
- Implications for the military and security forces.

Learning Methodology/Assessment

Individual study; lectures; discussions; field trips; classroom; simulations, small group discussion and participation; scholarly articles; and reflective journaling.

References

Brzezinski, Z. *The Grand Chessboard*. New York, NY: Basic Books, 1997.

National Intelligence Council. *Global Trends 2025: A Transformed World*. 2008.

Peral, L. and Tellis, A. (Eds) *Afghanistan 2011 – 2014 and Beyond: From Support Operations to Sustainable Peace*. Paris, Institute for Security Studies, 2011.

Rid, T., and Keaney, T., (eds). *Understanding Counterinsurgency Doctrines, Operations and Challenges*. New York, NY: Routledge Press, 2010.

United Nations. Gender and Conflict Analysis. UN Women, 2012.

US Department of the Army, FM 3-0 Operations, February 2008. Paragraphs 1-1 to 1-40.

Subject Matter Experts (SMEs) will work with host country to select appropriate readings.

5.3.4.8 Block 3.8 – Crisis Management**Description**

This course will examine the principles that lead to effective disaster response operations and management. To achieve these goals, the course will address the nature of disasters, the context of response operations in your country, and the roles and responsibilities of various emergency management related actors. The course will also examine issues relating to flood, hazardous materials and terrorist incidents. The role of the military in the crisis management process will be examined.

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Learning Objectives/Outcomes

- 1) Describe how to use military capabilities to deal with disasters.
- 2) Explain the impact of crises on the community, the organization, and its stakeholders.
- 3) *Explain how gender-informed, culturally-sensitive analyses provide enhanced information of the impact of crises on sub-groups in the community.*
- 4) Learn to forecast a crisis, isolate and manage its symptomatic precursors, and prioritize responses.
- 5) Synthesize the process of anticipating and preparing, rapid response, follow-through and post-evaluations.
- 6) Explain the resources required to develop collaboration and coordination with the emergency service providers representing various sectors including local and national agencies, the military, environmental agencies, medical and health services providers, law enforcement, and volunteer and community groups.
- 7) Describe the evolution of disaster policy and the practice of emergency management in your country and elsewhere.
- 8) Describe the role and preparedness of the military for crisis management.
- 9) Formulate a crisis management plan.

Issues for Consideration

- a) What are the politics of disaster in your country?
- b) How is disaster response organized in your country?
- c) What is the role of non-governmental actors such as the Red Cross?
- d) What provisions are made for the treatment of mass casualties? For evacuation and sheltering?
- e) What are the notification and communications systems?
- f) How are natural and technological disasters related?
- g) What provisions are made for chemical, biological and nuclear threats and terrorism?
- h) What is the legal framework within which forces operate?

Potential Modules

- Domestic threats and vulnerabilities;
- The legal context;
- Domestic structure;
- Responding to crises; and
- Consequence management.

Learning Methodology/Assessment

Individual study; lectures; discussions; field trips; classroom; simulations, small group discussion and participation; scholarly articles; and reflective journaling.

References

Blockmans, S., and Wessel, R.A. The European Union and Crisis Management: Will the Lisbon Treaty Make the EU More Effective? Oxford: Oxford University Press, 2009. <http://jcsf.oxfordjournals.org/content/early/2009/10/01/jcsf.krp020.full.pdf>

Caponigro, J.R. The Crisis Counselor: A Step by Step Guide to Managing a Business Crisis. New York, NY: McGraw-Hill, 2000.

Carter, B. Analysing intersecting social inequalities in crisis settings. K4D Helpdesk Report. London: Institute of Development Studies, 2022.

Haddow, G., Bullock, J. and Coppola, D.P. Introduction to Emergency Management. Burlington, MA: Elsevier, 2008.

Kaplan, L.G. Emergency and Disaster Planning Manual. New York: McGraw-Hill, 1996.

Lindell, M.K, Prater, C. and Perry, R.W. Introduction to Emergency Management. MA: John Wiley and Sons, 2007.

Olsson, S. (Ed.). Crisis Management in the European Union; Cooperation in the Face of Emergencies. Berlin: Springer, 2009.

Tierney, K.J., Perry, R.W. and Lindell, M.K. Facing the Unexpected: Disaster Preparedness and Response in the United States. John Henry Press, 2001.

Waugh, W. and Hy, J.R., (Eds.). Handbook of Emergency Management: Programs and Policies Dealing with Major Hazards and Disasters. Westport, CT: The Greenwood Press, 1990.

Subject Matter Experts (SMEs) will work with the country to select appropriate readings.

5.4 CONCLUSIONS AND RECOMMENDATIONS**5.4.1 Overview**

This research was stimulated by the recognition of a key requirement to achieve NATO objectives for the WPS Agenda and, in particular, application of gender perspectives. Efforts to employ expert staff (GENADs) will be less than effective if these individuals are surrounded by generalist staff officers who do not possess a sufficient understanding of WPS or gender. As the responsibility for preparing generalist staff resides at the national level the focus of this research has been to inform those responsible within nations. The overarching conclusion reached is that there are multiple reasons for each NATO nation to ensure effective integration of WPS objectives and gender learning in professional development and, particularly, in the PME delivered for mid to senior level officers. NATO policy and national level NAPs provide clear direction and as summarized at

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Section 3.4, there are regulative (what the military must do); instrumental (what the military would be wise to do) and normative (what the military should opt to do) reasons for strengthening the capacity of military members to be able to achieve WPS objectives and, in particular, enhance their understanding of gender – including the gendered nature of the armed forces.

Based on the discussions at NCGP and NCGM meetings as well as in the course of conducting this research, it was recognized that there existed three different audiences for this report:

- 1) Those seeking to introduce some basic material in their PME on WPS and gender thus looking for organized information to justify incorporation;
- 2) Those who have some WPS and gender information included in their PME but interested in integrating learning more effectively across their curriculum thus looking for ideas on how to overcome the approach of teaching gender as a specialized (often marginalized topics) to being able to connect gender related learning into all aspects of the PME syllabus; and
- 3) Those deeply engaged in delivering gender related knowledge but seeking to move beyond superficial learning and, in particular, be able to identify strategies for the level of self-insight needed to fully grasp the gendered nature of the armed forces and the dominant military worldview.

Based on these insights, concluding comments are offered for each of the three communities.

5.4.2 Basic Coverage

While it would be ideal for national PME to address all of the gender related learning presented at Section 5.2, it is suggested that courses can provide minimal content by drawing on the topics listed at **Section 3.4.5.2** under the UN CHODs WPS Network Curriculum. This would cover definitions of gender, diversity and equality; an overview of the WPS Agenda and UN resolutions; responsibilities to address conflict-related sexual violence and sexual exploitation and abuse; warnings/indicators and monitoring/reporting mechanisms; NATO expectations for women in operations; and integrating gender perspectives into planning and conducting operations. It is recognized that it is not possible to teach gender independent of culture thus consideration will need to be given to national/cultural perspectives in deciding whether/how to move beyond a gender binary. Similarly, when teaching those from a range of nations/cultures, respect must be given to different understandings of gender. Finally, to return to key ideas in Chapter 4, it is recommended that statements of intended learning outcomes reflect applying, analyzing or evaluating rather than listing, remembering or understanding.

5.4.3 Comprehensive Coverage

The detailed listing presented at Section 5.3 is intended to inform those working to connect gender related learning into all aspects of the PME syllabus. The NATO Generic Reference Curriculum was chosen to illustrate where and how gender topics can be incorporated across PME at the intermediate officer level however, this information is offered as illustrative with the recognition that there are variations across nations, and within countries, across different PME levels, in the exact topics covered.

Three recommendations are offered. The first is to draw on the concepts presented in Chapter 4 and to attend to the different levels of learning reflected in Section 5.2. Achieving deeper levels of critical self-insight will require different learning strategies than simply ensuring individuals understand the intent of extant policy or doctrine. This leads to the second that consideration needs to be given to the sequencing of topics to ensure individuals work from basic understanding to being able to apply knowledge with self-insight developed over time. The third, which follows, is the suggestion to provide a concentrated module of key ideas (relatively early in the program) in order to

ensure student's grasp important concepts but to then incorporate gender topics across the curriculum. Thus, the recommendation is to strike a balance between offering just a single concentrated portion of gender learning which risks separating the concepts from other material such as operational planning but also to avoid simply sprinkling topics across the curriculum which makes it difficult for students to fully understanding the material. Finally, as presented from the literature incorporated in Chapters 3 and 4, it is of importance to recognize that an approach of 'one and done' will not be effective for deeper levels of learning particularly for those who have been deeply enculturated into the military worldview but without having engaged in self-reflection on their taken for granted assumptions or the ways in which gender has been constructed.

5.4.4 Advanced Pedagogy

Chapter 4 and associated references is provided for those interested in developing strategies to facilitate the level of self-insight needed to fully grasp the gendered nature of the armed forces and the dominant military worldview. As quoted at Section 3.6 "teaching gender is necessarily complicated". This does not mean impossible rather that those designing and delivering deeper gender learning likely need to be more intentionally in doing so. The primary recommendations are to attend to the principles of adult learning/heutagogy. Section 4.4 provides key considerations in this regard. Appendix 5-1 provides some illustrative examples of strategies applied by some faculty to advance gender knowledge in different settings.

Additionally, there are strong benefits to providing gender related learning to others working across the PME curriculum. Whether these are military or civilian faculty who also teach students directly; reference librarians who procure PME resources or guide student academic research; or others who support student learning, these individuals can reinforce gender related learning outcomes by connecting gender to the topics or material for which they are responsible. Finally, individuals are encouraged to develop their networks and connections with colleagues who are also engaged in achieving related learning outcomes. NCGM and several national PME Centers possess cadres of expert faculty; the NATO PfP Consortium advancing WPS in PME provides informative references and connections;⁸ and the NATO Committee on Gender Perspective, IMS GENAD and SGSR for WPS all provide updated information. Further, valuable insights and collaborative exchanges can take place at relevant academic conferences with the European Research Group on the Military and Society (ERGOMAS)⁹ and the Inter-university Seminar on the Armed Forces and Society (IUS)¹⁰ serving as two examples.

⁸ Information can be accessed via the WPS in PME app: WPS in PME 1.0 APK, <https://apk-dl.com/wps-in-pme/com.CADL.WPS>

⁹ ERGOMAS, the European Research Group on Military and Society: <https://www.ergomas.ch/>

¹⁰IUS, the Inter-University Seminar on Armed Forces and Society: <https://www.iusafs.org/>

Appendix 5-1: ILLUSTRATIVE PROFESSIONAL MILITARY EDUCATION PRACTICES IN GENDER LEARNING

In order to inform potential considerations of options to incorporate the gender learning presented in this report and particularly this chapter, information was solicited from a number of PME Centers across the US Department of Defence and from the Canadian Forces College. Ideas are offered for consideration with the full recognition that there are many others which may be identified in other NATO and PfP PME Centers.

United States

A. Gender or WPS-related academic courses, modules, or topics:

- WPS in Peacekeeping and Stabilization Efforts
- Leading in Multinational Organizations
- “The Heart of the Matter: The Security of Women, The Security of States” panel discussion
- Roles of Women in Peace and Security efforts in Afghanistan and also in South America
- Positive aspects of WPS during a pandemic response discussed in Graduate Level Elective
- Gender and Conflict
- WPS and its policy implications Distributive Distance Education course
- Operationalizing WPS Women in Defence and Security Decision Making
- WPS /gender related topics Women’s Integration into the Armed Forces
- Challenges of women’s integration Seminars and Professional Developments
- Gender Considerations
- The Inclusion of Women and the Importance of Mentorship
- “United States Strategy on Women, Peace, and Security”
- “Women, Peace, and Security at Twenty”
- Women’s Integration into the Armed Forces course
- Women in Strategic Defence and Security Decision-making course
- Challenges faced by women in national security positions

B. WPS-related activities/events

- Women, Peace, and Security Symposium
- Integrated Research Project on WPS
- Inaugural signing of WPS Charter
- Host WPS Academic Forum
- WPS Podcast recorded for *War Room* and *Eagles, Globes and Anchors*
- Film screening and panel on gender

- Lunch and learn lecture – integrating WPS across the institution
 - Annual “WPS Writing Award”
 - “Gender and Human Security Panel Discussion and Film Excerpt”
 - Quarterly “Marine Corps University WPS Community of Interest” meetings
- C. Other Activities or Events to highlight WPS or gender considerations.
- Leveraging national and international days of recognition to highlight WPS initiatives;
 - Annual WPS Academic Forum Workshop;
 - Anniversary Celebration of UNSCR 1325;
 - Event planned to launch the internal WPS SharePoint site for Faculty and Students;
 - Various posters and electronic signage;
 - WPS DIR briefed at Commandant, Provost, Dean/Asst, Dean, Academic Board, Dean’s Day faculty, and the Academic Council;
 - Monthly update sent to an informal US Air War College Community of Interest network;
 - US Army War College: DIR WPS is the Course Director for proposed Distance Education Elective on WPS and includes support from an HQE-SM and a new faculty, Deputy DIR WPS (IMA) Army Reservist;
 - Formalize the WPS Community of Interest in the form of a charter US Naval War College.
 - Dean of the College of Leadership and Ethics sends out Weekly Framing messages on leadership, to the entire Army War College. These messages sometimes include information/updates about Women, Peace and Security.
 - College of Distance Education, Fleet Seminar Program, Joint Maritime Operations Course Director sends weekly Faculty Development emails to over 75 Professors, which sometimes include information/updates about Women, Peace and Security, for use in discussions in class.
 - Received funding to write a report on the status of WPS in SOUTHCOM from the SOUTHCOM GENAD team.

Canada

- Informed by the Brown Report (2018) and Canadian Defence Academy’s Standing Operating Instruction (SOI) 1325 (which establishes the GENAD/GFP Network for the formation and provides guidance on mainstreaming Women, Peace and Security (WPS) principles, Gender-Based Analysis Plus (GBA Plus) and Equity, Diversity and Inclusion (EDI)), Canadian Forces College (CFC) has developed a Gender Focal Point (GFP) Working Group (WG). There are 13 members of the GFP WG at CFC with the Deputy Commandant as the lead GFP. The GFP WG supports the Commandant, college leadership, faculty, and staff to integrate WPS, GBA Plus, and Equity, Diversity, Inclusion and Indigeneity (EDII) in policy, programs, governance, curricula, pedagogy, learning environments and work environments.
- The GFP WG at Canadian Forces College (CFC) provides ongoing support to integrate gender and intersectional considerations within all CFC work and environments. To do so, CFC has developed 7 key priority areas in relation to WPS, GBA Plus and EDII supported by its GFPs.

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The priority areas are:

- a) Inclusivity, diversity, equality, cultural change advice / governance;
- b) Roadmap to establish schedule / resources / output;
- c) GBA+ / EDII integration across programs – Master of Defence Studies / Master of Public Administration;
- d) GBA+ / EDII integration across programs – PME;
- e) ‘Artistic Wall’ imagery approach to underscore cultural change;
- f) Increase diversity across speaker program; and
- g) Sustain well-being of entire CFC population, providing a supporting means of engendering inclusivity, diversity, equality and cultural change.

These priority areas ensure an enduring and institutionalized approach to mainstreaming WPS, GBA Plus and EDII at CFC.

- Began to institutionalize capacity building in WPS, GBA Plus and EDII through a series of Professional Development sessions and Workshops. Professional Development sessions have been received by the GFP WG through opportunities within the GENAD/GFP Network itself, while applied and scenario-based Workshops tailored to the specific needs of CFC faculty and staff have been developed by CFCs GFP WG. The applied and scenario-based Workshops assist Military and Academic Faculty, Curriculum Development Officers, Senior Mentors as well as Information Resource Centre Faculty and Staff to consider and apply WPS, GBA Plus and EDII their work.
- Conducted workshops with military and civilian faculty who are lead academics on complementary (elective) studies courses to mainstream WPS, GBA Plus and EDII considerations and frameworks in curricula and pedagogy.
- Continues to conduct entry and exit surveys of students from its programs to assess and evaluate student learning and experience through a GBA Plus lens. These surveys provide evidence-based analyses used by CFC to optimize its programming and learning environment.
- Hired academic faculty to assist the integration of WPS, GBA Plus and EDII perspectives in CFC curricula and pedagogy. CFC has made one indeterminate University Teacher hire, one two-year contract, one contract for 10 hrs per week, and one individual has been brought in through sharing a Royal Military College teaching workload. These professors, along with CFC University Teachers, and fully integrated with the CFC Military Faculty efforts, are reinvigorating CFC programs, curricula, and pedagogy to incorporate diverse perspectives and practices related to WPS, GBA Plus and EDII.

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14. Abstract	<p>This report provides those responsible for the national Professional Military Education delivered for senior officers with analyses and recommendations to strengthen curricula that seeks to develop the competencies needed to apply gender and cultural perspectives. This research is in direct support of NATO Bi-SCD 40-1 objectives with implications for enhancing interoperability and the effectiveness of NATO-led missions as well as supporting relevant national-level objectives. This work addresses several key gaps in the professional literature including in understanding national differences in achieving United Nations and NATO objectives and in the academic literature by addressing pedagogy with military learners. The analyses presented start with an examination of the military requirements arising from the Women, Peace and Security (WPS) Agenda and application of gender perspectives. Relevant NATO direction is then situated in the broader context of cross cutting themes and a brief assessment of the national direction related to WPS and gender knowledge. The identified learning is addressed by presenting the issues of the pedagogy inherent in PME curricula. The final chapter integrates the analyses, observations and implications developed to provide recommendations for the inclusion of culturally-informed gender knowledge in senior officer PME.</p>		





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