



Implementing UNSCR 1325 in Capacity Building Missions

A study of NTM-Afghanistan, EUTM-Mali and EUTM-Somalia

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Sammanfattning

Denna studie analyserar de lärdomar som dragits från arbetet med att integrera ett genderperspektiv, baserat på FN:s Säkerhetsrådsresolution 1325, inom kapacitetsbyggande insatser. Studien fokuserar primärt på insatser där personal från Försvarsmakten deltagit (EUTM Somalia och Mali och ISAF) och baseras på intervjuer med instruktörer från dessa insatser.

Genomförandet av resolution 1325 inom ramen för kapacitetbyggande insatser är fragmentariskt. Denna studie fann få bevis på att resolutionens principer – skydd, deltagande och prevention – integrerades konsekvent och verkansfullt i de studerade insatserna. Detta speglar verkligheten på den strategiska nivån, graden av integration av resolution 1325 inom Försvarsmakten och verksamheten i fält. Det visar att det på alla nivåer krävs ett aktivt arbete för att principerna i resolution 1325 och efterföljande planer och policy skall genomsyra hela krishanteringssystemet under militära insatser och operationer. Detta är särskilt viktigt under kapacitetsbyggande insatser eftersom de ofta genomförs i en situation där det pågår ett inbördeskrig, det förekommer allvarliga kränkningar av de mänskliga rättigheterna och könsrelaterat våld. Det finns skäl att anta att en verkansfull utbildning i resolution 1325 hjälper militär trupp att upprätthålla respekten för den internationella humanitära rätten och mänskliga rättigheter. Detta kräver dock att multilaterala organisationer prioriterar resolution 1325 i kapacitetsbyggande insatser, förbättrar 1325-utbildningar för värdnationens trupper och ställer krav att internationella instruktörer skall ha genomgått 1325 och genderutbildning som en del av sin förberedande utbildning.

Nyckelord: Säkerhetsrådsresolution 1325, fredsfrämjande, kapacitetsbyggande, genderperspektiv i militära operationer, kvinnliga soldater, SSR, EUTM, ISAF, Mali, Somalia, Afghanistan.

Summary

This study analyzes the lessons learned from efforts to integrate United Nations Security Council resolution 1325 into capacity building missions, and identifies actions that would enable further improvements of its implementation. It focuses on missions in which personnel from the Swedish Armed Forces have participated (EUTM Somalia, EUTM Mali and ISAF), and draws on interviews with deployed instructors and officials.

The overall impression gained from the capacity building missions analyzed is that the implementation of UNSCR 1325 is mixed and fragmented. This study found little evidence that the principles of protection, participation and prevention are effectively and systematically included in the training of host nation troops. This reflects the reality at the strategic political level, the level of integration of a gender perspective into the armed forces, and the practices on the ground. There is a serious need to take action at all levels to ensure that the provisions in UNSCR 1325 and related action plans and policies permeate the entire crisis management system during military missions and operations. This is especially pertinent in the context of capacity building missions, since they often take place against a backdrop of civil war, severe human rights violations and gender-based violence. It is fair to assume that effective training of military troops on the principles contained in UNSCR 1325 could help to enhance respect for IHL and human rights among the troops trained. However, this demand that the multilateral organizations give priority to UNSCR 1325 in capacity building missions; improve the training on UNSCR 1325 for the host nation's troops; and make UNSCR 1325 and gender training mandatory pre-deployment requirement for international instructors.

Key concepts: UNSCR 1325, capacity building, peace support operations, gender perspective in military operations, women soldiers, SSR, EUTM, ISAF, Mali, Somalia, and Afghanistan.

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1 Introduction

Capacity building is an essential component of security sector transformation, and has become pivotal in international crisis management. These efforts are often challenged by a multitude of obstacles in the host country and occur against the backdrop of an ongoing armed conflict and serious human rights violations. In this context, training on United Nations Security Council resolution 1325 (UNSCR 1325) – women, peace and security – and gender is pivotal in order for both male and female security sector personnel to comply with international law and to support women's participation throughout the entire crisis management process. In addition, improving the implementation of UNSCR 1325 can also make capacity building efforts more consistent with broader security sector reform (SSR) aims, such as respect for democratic norms and human rights. However, capacity building missions often involve constraints, since they operate under a limited mandate which restricts the comprehensive integration of the provisions of UNSCR 1325.

The Swedish government has embraced the principles of UNSCR 1325 together with gender mainstreaming in international crisis management. Governmental institutions are tasked with implementing the resolution's principles through the National Action Plan on UNSCR 1325. The Swedish Armed Forces are identified as a major actor with responsibility for integrating UNSCR 1325 and a gender perspective into all operations, training and exercises, including capacity building in multinational operations.

Sweden's commitment is emulated in multinational entities, such as the United Nations (UN), the North Atlantic Treaty Organization (NATO) and the European Union (EU). These organizations have developed advanced policy frameworks and structures in support of the implementation of UNSCR 1325 in their crisis management. A rich source of reports, guidelines, promotional material and tools has been and is being produced. However, recent reviews at various levels have identified significant gaps between policy and implementation on the ground. In the context of capacity building, this constitutes a lost opportunity, given the importance of UNSCR 1325 in countries where human rights violations committed by security sector personnel are a common feature. Thus, this study seeks to identify experiences that support effective implementation in capacity building missions. The aim is to contribute to the efforts of the armed forces to close the gap between the policies on the execution of UNSCR 1325 and the practice on the ground.

1.1 Purpose and research questions

The purpose of this study is to analyze how the implementation of UNSCR 1325 can be improved within capacity building missions that target the defense sector.

The study draws on existing research on how UNSCR 1325 has been implemented in combination with interviews with personnel from capacity building missions. The experiences and challenges identified cover all phases of peace support operations, from the initial design of mandates, to military planning and the execution of training and mentoring in the mission area. However, the analysis focuses in particular on training and education of recipient country armed forces. The study answers two principal research questions:

- What lessons have been learned to date regarding integrating a gender perspective into capacity building missions?
- What instruments are needed to make education and training in capacity building missions consistent with UNSCR 1325?

The study draws its primary sources from capacity building *missions* and capacity building *efforts* in the larger missions in which Swedish Armed Forces personnel have participated. That said, examples and secondary sources have been drawn from a broad range of capacity building programs.

1.2 Method and data collection

The study starts with a literature review that includes previous research by the Swedish Defense Research Agency (FOI) on capacity building as a concept,¹ and the requirements this creates for the Swedish Armed Forces;² analyses of specific peace support operations in Somalia³ and Mali,⁴ a thematic review of security sector reform (SSR)⁵ and implementation of UNSCR 1325 by the NATO Training Mission Afghanistan (NTM-A) under the command of the International

¹ Nilsson, Claes and Zetterlund, Kristina (2011) *Arming the Peace: The Sensitive Business of Capacity Building*, Swedish Defence Research Institute (FOI), FOI-R--3269--SE 59s. Stockholm: FOI.

² Jonsson, Michael and Eriksson, Pär (2014) *Framtidens fredsfrämjande? Försvarets bidrag till kapacitetsbyggande insatser* Totalförsvarets Forskningsinstitut, FOI-R--3814--SE 64s. Stockholm: FOI

³ Nilsson, Claes och Norberg, Johan (2012) *European Union Training Mission Somalia – En insatsanalys* Totalförsvarets Forskningsinstitut (FOI), FOI-R--3614--SE 27s. December 2012, Stockholm: FOI

⁴ Skeppström, Emma och Hull Wiklund, Cecilia (2013) *European Union Training Mission in Mali. En insatsanalys*. Totalförsvarets Forskningsinstitut (FOI), FOI-R--3783--SE 48s. December 2013, Stockholm: FOI

⁵ Nilsson och Zetterlund *Arming the Peace*, passim; Nilsson, Claes och Svensson, Emma (2010) *Säkerhetssektorreform i förändring*. Totalförsvarets Forskningsinstitut (FOI), FOI-R--3032--SE, 52s. Stockholm: FOI

Security Assistance Force (ISAF).⁶ By way of avoiding duplication of previous work, this study relies in part on interviews conducted as part of the previous studies. In addition, approximately 20 study-specific interviews were conducted with instructors from all four missions, including gender advisors and training functions, personnel who planned and prepared these missions within the Swedish Armed Forces, and government officials involved in the initial negotiations. The fact that a majority of the respondents are Swedish may influence the findings somewhat, insofar as Sweden puts particular emphasis on the implementation of UNSCR 1325. That said, since the study analyzes issues of general relevance, the findings should be broadly applicable and valid across these three missions. The extensive research literature on the implementation of UNSCR 1325 is used to complement primary sources, with priority given to empirical studies based on primary sources from the field.

1.3 Limitations

Given the purpose of the study, four principal limitations should be noted:

- The study is focused on capacity building of the armed forces, but excludes training and education of police forces and capacity building to improve civilian oversight and control of the armed forces.
- The study is focused on capacity building missions in conflict or post-conflict contexts, and excludes capacity building during peacetime.
- The study is focused on capacity building missions that constitute part of broader security sector reform (SSR) efforts, even if responsibility for reforming other segments of the security sector rests with other missions or actors.
- The study covers the implementation of all aspects of UNSCR 1325 in capacity building missions. However, the primary emphasis is on the protection of and participation by women, since the prevention of renewed conflicts typically falls outside the mandate of the armed forces.

⁶ Lackenbauer, Helené och Langlais, Richard (red) (2013) *Review of the Practical Implications of UNSCR 1325 for the Conduct of NATO-led Operations and Missions* 92s. Stockholm: Försvarets Forskningsinstitut (FOI)

1.4 Outline

Chapter 2 presents the theoretical underpinnings of the study, including a summary of UNSCR 1325 and related resolutions, NATO, EU and UN policies on implementing the resolution and a discussion of the overlap and distinctions between capacity building and SSR. Chapter 3 answers the research questions through an analysis of the lessons learned regarding implementing UNSCR 1325 and a discussion of the instruments needed to further improve implementation. The chapter is structured to follow the lifecycle of peace support operations, covering the design of operations, military planning and preparations, education and training in the mission area and operational mentoring. Given the purpose of the study, however, the emphasis is put on education and training in the mission area. Chapter 4 presents the conclusions and recommendations of the study.

2 Underpinnings

In order to clarify the analytical categories used, this section defines the concept of capacity building and how it relates to broader SSR aims, as well as the principles of UNSCR 1325 and related resolutions. This is followed by a brief account of how NATO, EU and Swedish policies aim to implement the resolution in peace support operations, including capacity building.

2.1 Capacity building and Security Sector Reform

As a concept, capacity can be defined as “the ability of people, organizations and society as a whole to manage their affairs successfully”.⁷ When capacity building is aimed at the defense sector, the possible tasks involved vary greatly. They may range from mentoring in support of needs assessment, administrative functions and civilian control, to hands-on tasks such as “training the trainers”, “train and equip” programs for recent recruits and operational mentoring of military units.⁸ In some instances, capacity building and related concepts such as Security Force Assistance have been used to describe bilateral collaboration purely aimed at improving military capacity.⁹ However, the capacity building missions that the Swedish Armed Forces have participated in, and will participate in, are invariably led by an international organization such as the EU, NATO or the UN. As such, they constitute an integral part of broader missions which are intended not only to improve military capacity, but also to promote SSR.¹⁰

Broadly defined, the aim of SSR is to “create a secure environment which is conducive to development, poverty reduction and democracy”.¹¹ Capacity building within the defense sector can certainly be conducive (and, in some contexts, is a necessary but not sufficient precondition) to creating such an environment, since it can enable a state to re-establish a monopoly on the

⁷ OECD/DAC (2006) *The Challenge of Capacity Development: Working Towards Good Practice* DAC Guidelines and References Series, 44s. Paris: OECD Publishing, 12.

⁸ For a full list of possible capacity building tasks, see Jonsson, Michael and Eriksson, Pär (2014) *Framtidens fredsfrämjande?*, 18-19.

⁹ Paul, Christopher et al. (2013) *What Works Best When Building Partner Capacity and Under What Circumstances?* RAND National Research Institute, 101s. Santa Monica: RAND

¹⁰ This is evident, i.a., from the mandates for ISAF and EUTM (United Nations Security Council resolution 1386 (2001), S/RES/1386 (2001), 20 December 2001; United Nations Security Council resolution 1833 (2008), S/RES/1833 (2008), 22 September 2008; European Council *COUNCIL DECISION 2010/96/CFSP on 15 February 2010 on a European Union military mission to contribute to the training of Somali security forces* Official Journal of the European Union L 44/16, 19 February 2010.

¹¹ OECD/DAC (2005) *Security System Reform and Governance* DAC Guidelines and References Series, 145s. Paris: OECD Publishing, 16.

legitimate use of force within their territory. However, such capacity building is not in and of itself sufficient to achieve the aims of SSR, since the building of capacity does not guarantee that it will be used in a fashion that is consistent with democratic norms.¹² To this end, complementary reforms are needed, with civilian missions supporting those officials who control the armed forces and the wider security sector.

This study thus focuses on the implementation of capacity building missions, but in a context in which broader SSR is promoted at the same time. Most SSR efforts fall outside the purview of military capacity building missions and efforts, but some measures could and should be taken to make capacity building as consistent with SSR as possible. These include ensuring that the recruits enrolled in the armed forces are representative of society as a whole,¹³ vetting out individuals who have committed violations of human rights,¹⁴ and establishing respect for human rights, including women's rights, and civilian oversight and control.¹⁵ Along similar lines, improving implementation of UNSCR 1325 can also make capacity building in the defense sector more consistent with broader SSR aims.

2.2 UNSCR 1325 and related resolutions

At the core of UNSCR 1325 are three provisions, commonly called the "3 Ps." The first two Ps are *prevention of conflict* and *protection of women and their rights during and after armed conflicts*.¹⁶ The resolution calls on states and the parties to conflicts to take special measures to protect women and girls from gender-based violence.¹⁷ These measures include ensuring respect for international law, protecting women and girls from sexual abuse, ending impunity for perpetrators of sexual violence and rape, and excluding crimes of sexual violence from amnesty agreements.¹⁸ Women's peace initiatives and conflict resolution processes are emphasized, and the need to understand that gender relations and needs change during different conflict phases is also stressed. Article 6 of the resolution expects states to provide training guidelines and materials on women's rights and on the particular needs of women, as part of measures for prevention and protection.

The third of the 3 Ps, *participation*, refers to increasing the number and involvement of women in decision-making at all levels and in all mechanisms for

¹² Skeppström and Weibull *Security Force in the Making*, 8.

¹³ Nilsson and Norberg *European Union Training Mission Somalia*, 15.

¹⁴ Skeppström and Weibull *Security Force in the Making*, 35-36.

¹⁵ Skeppström and Hull Wiklund *European Union Training Mission in Mali*, 11.

¹⁶ United Nations Security Council, *Resolution 1325*, Articles 9-15.

¹⁷ *Ibid.*, Article 10.

¹⁸ *Ibid.*, Article 11.

the prevention, management and resolution of conflict.¹⁹ The resolution provides a political framework for governments and international institutions to take action by involving women in all peacekeeping and peace-building measures.²⁰

In addition to the 3 Ps, gender mainstreaming is another of the resolution's important pillars. It also seeks to have an impact on how international and regional organizations design, plan and implement peace and security strategies, as well as other measures.²¹ To achieve this, the resolution envisions: gender-sensitive training for mission personnel, both military and civilian; the incorporation of a gender perspective into the processes of negotiating and implementing peace agreements; carrying out more research; and improved reporting on issues related to gender mainstreaming in peacekeeping missions.²²

UNSCR 1325 was followed in 2008 by Resolution 1820 on sexual violence against civilians. This resolution reinforces the clauses on such violence in UNSCR 1325, and establishes sexual violence as both a tactic and a weapon of war, and a security issue that exacerbates conflict and impedes the restoration of peace.²³ It demands the adoption of concrete protection and prevention measures to end such violence.²⁴ These include disciplinary action against security forces guilty of misconduct, rape or sexual violence, and training for military forces on the prohibition of all forms of sexual violence. Resolution 1820 recognizes that sexual violence may continue even after the cessation of an armed conflict.²⁵

2.3 EU, NATO and Swedish National Policy on UNSCR 1325

This study focuses on those multinational capacity building operations and missions conducted by the EU and NATO to which the Swedish Armed Forces contribute personnel. Both these military operators have adopted comprehensive policies and guidelines on the implementation of UNSCR 1325 in all their crisis management operations.

The North Atlantic Council (NAC) policy on implementing UNSCR 1325 tasks NATO member states with developing practical proposals for the

¹⁹ Ibid., Article 1-6.

²⁰ Ibid., Article 6.

²¹ Ibid., Article 8.

²² Ibid., Articles 5-7, 8 and 16-17.

²³ United Nations Security Council, *Resolution 1820* (New York: S/RES/1820, 19 June 2008), Article 1

²⁴ United Nations Security Council, 5916th meeting, *Press release*, (New York: SC/9364, 19 June 2008), accessed 7 March 2013, <http://www.un.org/News/Press/docs/2008/sc9364.doc.htm>.

²⁵ Barrow, Amy (2010) "UN Security Council Resolutions 1325 and 1820: Constructing gender in armed conflict and international humanitarian law," *International Review of the Red Cross* 877 (2010): 232

implementation of UNSCR 1325 and incorporates a gender perspective into peacekeeping. These measures are intended to guarantee compatibility of efforts, exchange of experience and development of good practice.²⁶ In line with this policy, NATO Allied Command Operations has issued a directive on how the Alliance and NATO-led missions and operations should implement a gender perspective and ensure gender mainstreaming. It recognizes that the protection of women and girls and boys during armed conflict is an obligation to which all NATO members and its partners are committed, through a range of UN resolutions as well as the Geneva Conventions.²⁷

The EU understands UNSCR 1325 within the larger framework of gender equality and sustainable development. Consequently, women's participation and protection during armed conflict and peace building is promoted as an integral part of broader development considerations, such as economic security and access to health services and education. The EU regards the equal participation of women and men in their different roles as an essential goal and a means to prevent and resolve conflicts and obtain a sustainable peace.²⁸ In line with this, the EU has adopted UNSCR 1325 and related resolutions as guiding principles of Common Security and Defence Policy (CSDP) operations, and seeks to ensure gender mainstreaming and implementation of UNSCR 1325 from initial planning to the conduct and evaluation of CSDP missions and operations.²⁹

The implementation of UNSCR 1325 is a priority for the Swedish government and is seen as a strategic issue. The government's aim is to integrate UNSCR 1325 into daily routines and long-term strategic efforts for peace and security. The Swedish National Action Plan gives priority to actions within a framework of three broad objectives. First, a significantly greater proportion of women should participate in international peace- and security-building efforts in regional and international organizations, and operations should incorporate a gender perspective in order to increase their effectiveness. Second, the protection of women and girls during armed conflict should be strengthened and based on an analysis in which women actively participate. Third, women in conflict zones should participate fully and on equal terms with men, at all levels, in the mechanisms and institutions working on conflict prevention, crisis management,

²⁶ NATO (2007) "NATO/EAPC policy for implementing UNSCR 1325 on Women, Peace and Security, and related Resolutions," accessed 23 April 2013, http://www.nato.int/cps/en/SID-56926A04-32533258/natolive/official_texts_76395.htm.

²⁷ NATO (2012) "Bi-Strategic Command Directive (BI SCD 40-1), Integrating UNSCR 1325 and gender perspective into the NATO command structure", Paragraph 1-1, accessed May 12 2014, http://www.nato.int/issues/women_nato/2012/20120808_NU_Bi-SCD_40-11.pdf

²⁸ Council of Europe (2008) *Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security*, 15671/1/08 REV 1, Brussels, 1 December, 2008, 4pp.

²⁹ Ibid

peace-building, and humanitarian and other efforts in the post-conflict phase.³⁰ All the relevant Swedish authorities have been instructed to incorporate and take action to implement these objectives. This is especially pertinent for the Swedish Armed Forces. In the government's legally binding instruction to the Armed Forces on their mandate, mission and duty, they are tasked with considering the provisions of UNSCR 1325 in all their undertakings and at all stages.³¹

³⁰ Regeringskansliet (2009) Regeringens handlingsplan för perioden 2009-2012 för att genomföra säkerhetsrådets resolution 1325 (2000) om kvinnor, fred och säkerhet, accessed February 18 2014, <http://www.regeringen.se/content/1/c6/13/62/27/10ec6c50.pdf>

³¹ Svensk Författningssamling *Förordning (2007:1266) med instruktion för Försvarsmakten*, § 5 c.

3 Implementing UNSCR 1325 during Capacity Building Missions

This chapter presents the findings from three case studies. They are structured according to the lifecycle of peace support operations, which covers the design of operations, military planning and preparations, education and training in the mission area and operational mentoring. Given the purpose of the study, the emphasis is on education and training, including the recruitment and training of female personnel, in the mission area.

3.1 Instructions from the political level

A review of the practical implications of UNSCR 1325 for the conduct of NATO-led operations and missions (the NATO review) concluded that political will and leadership are necessary for the implementation of UNSCR 1325, to promote gender awareness and to ensure that policies are enforced.³² NATO and the EU have each developed policy frameworks and institutionalized structures for the implementation of UNSCR 1325 in all their operations. The current study found that all initiating political directives guiding the training missions include references to gender and UNSCR 1325. That said, the mandating text is in some cases ambiguous and merely asks to “consider” or “pay due respect” to gender aspects.³³ Nonetheless, the main challenge to implementation is not necessarily the specific language used in the mandates, but that member states assign different levels of importance to UNSCR 1325. This is reflected in the absence of national action plans in some member states, and the lack of training on UNSCR 1325 and related military directives for military personnel.³⁴

While it is beyond the scope of this study to analyze whether the adoption of a national action plan has any impact on the implementation of UNSCR 1325 during capacity building missions, a previous study on ISAF’s Provincial Reconstruction Teams (PRT)³⁵ in Afghanistan suggests that a national action plan may be a useful first step to take. One peacekeeper deployed to a PRT/ISAF noted:

³² Lackenbauer and Langlais *Review of the Practical Implications of UNSCR 1325*, p. 67

³³ Kaski, Antii (2011) “Towards More Effective Gender Mainstreaming in EU Security and Defence Policy”, GSP Policy Paper 23, p. 11.

³⁴ Lackenbauer and Langlais *Review of the Practical Implications of UNSCR 1325*, p. 4; Interview with HRG instructors EUTM Somalia and Mali .

³⁵ Olsson, Louise and Tejpar, Johan (eds) (2009) *Operational Effectiveness and UN Resolution 132: Practices and Lessons From Afghanistan*. Stockholm: Swedish Defence Research Agency (FOI), p. 92.

We do what we are told and trained to do. We need to know: what is actually the Norwegian government's goal for resolution 1325 in Afghanistan?³⁶

As the subsequent analysis showed, having a national action plan may be a necessary but is certainly not a sufficient precondition. Beyond this, peacekeepers need training and the guidelines in the resolution need to be integrated into operational planning in order to make a difference in the field.³⁷

In the case of Sweden, this study found that even though implementation of UNSCR 1325 is a priority for the government, the initiating instructions on training missions to the Swedish Armed Forces do not always contain guidance on or references to UNSCR 1325. According to the instructions³⁸ issued by the Swedish Ministry of Defence to the Swedish Armed Forces, reviewed for this study, and a respondent at the military strategic level, international humanitarian law (IHL) and human rights are routinely included, but the inclusion of an instruction on UNSCR 1325 is not consistent.³⁹ Or, in the words of the respondent: Sometime it is and sometime it isn't⁴⁰

3.2 The planning phase

As mentioned above, NATO and the EU have each issued UNSCR 1325-related policy and directives intended to guarantee compatibility of efforts among their partners on the ground. This study found that the military strategic level took this guidance into consideration. The military directives and plans – such as concepts of operations (CONOPS) and operation plans (OPLAN) – that guide the training missions include references to UNSCR 1325 and gender. However, the missions studied accommodate the principles of UNSCR 1325 differently and to varying degrees. In the case of the EU training missions, the resolution is integrated as a gender aspect of IHL, human rights, sexual and gender-based violence and child protection.⁴¹ The OPLAN of the NATO training mission in Afghanistan (NTM-A) has an overall focus on women, their participation and protection. ISAF

³⁶ Interview with Norwegian soldier, cited in Andreassen, Birgith *et al* "The Norwegian PRT in Meymaneh" pp.84-97 in Olsson, Louise and Tejpar, Johan (eds) (2009) *Operational Effectiveness and UN Resolution 1325: Practices and Lessons From Afghanistan*. Stockholm: Swedish Defence Research Agency (FOI), p. 92.

³⁷ Andreassen *et al*, "The Norwegian PRT in Meymaneh", 92-94.

³⁸ Instructions issued by the Ministry of Defense, made accessible to the authors by the Armed Forces, 2014.

³⁹ Authors' interview with staff officer Swedish Armed Forces [1], Policy and Plans Dept., March 2014, Stockholm.

⁴⁰ Ibid.

⁴¹ Spiteri, Joseph (2013) *Human Rights, Gender and Child Protection in EU Military Operations* Crises Response Planning/Current Operations Branch, European Union External Action Military Staff, accessed May 12 2014, <http://capacity4dev.ec.europa.eu/public-fragility/document/human-rights-gender-and-child-protection-eu-military-operations>

acknowledges that gender refers to men, women and children but, due to the subordinated role of women and girls in Afghanistan, the female perspective is specifically addressed by NTM-A.⁴²

Among the researched missions, NTM-A stands out as having the most comprehensive and systematic UNSCR 1325-related training concept and plan. This is due to the international community's commitment to gender equality in Afghanistan and NATO's policy on implementation of UNSCR 1325, in combination with a concerted effort to facilitate Afghan-led security after the NATO withdrawal by the end of 2014. NTM-A's training program includes both recruitment of female soldiers to the Afghan National Security Forces (ANSF) and gender training for male military personnel.⁴³ However, this does not necessarily mean that UNSCR 1325 is being systematically *implemented* throughout all NTM-A programs. The NATO review found that the degree of understanding of gender relations and their impact on operations among ISAF personnel left ample room for improvement.⁴⁴

The mandates of the EU training missions are limited to training military personnel. Consequently, support to recruitment of female military personnel is beyond the scope of the missions. Nonetheless, between 2010 and 2012 EUTM Somalia trained 24 women, of a total of 3029 trained soldiers, to be part of the Somali National Security Forces (SNAF).⁴⁵ Somali women can hold both commander and combat positions in the armed forces without formal discrimination.⁴⁶ EUTM Mali has not trained any women soldiers, at least to the knowledge of the human rights and gender instructors (HRG instructors).⁴⁷ According to a recent survey of the security sector and gender in West Africa, there is no information available on the number of female personnel in the Mali armed forces.⁴⁸

The Swedish Armed Forces accommodate aspects of UNSCR 1325 in the planning and orders that precede the deployment of instructors to EUTM and

⁴² HQ ISAF (2012) "COMISAF OPLAN 38302 Revision 6.2 International Security Assistance Force (ISAF)

operations in Afghanistan," (Kabul: HQ ISAF, October 2012).

⁴³ HQ ISAF (2012) "COMISAF OPLAN 38302 Revision 6.2

⁴⁴ Lackenbauer and Langlais, *Review of the Practical Implications of UNSCR 1325*, p.4.

⁴⁵ Council of the European Union (2012) *EUTM Somalia: A European success story*, p.18, accessed May 12 2014,

https://www.consilium.europa.eu/media/1728530/eutm_magazine_2012_july_final2.pdf.

⁴⁶ Silva, Rebeka (2014) "*Somali Women Allowed Into Military, But Kept In Inferior Positions*", Headlines and Global News, accessed May 28 2014, <http://www.hnng.com/articles/32469/20140528/somali-women-allowed-into-military-but-kept-in-inferior-positions.htm>

⁴⁷ Author's interview with gender instructors [3], March/April 2014

⁴⁸ Gaanderse, Miranda, and Valasek, Kristin (Eds) (2011) *The Security Sector and Gender in West Africa: A survey of police, defence, justice and penal services in ECOWAS states*, p.164.

NATO. This is done during the operational planning process with the guidance of the Chief of Operations' gender advisor. Nevertheless, a staff officer at strategic plans branch (J5) emphasized that the Swedish Armed Force's OPLAN could accentuate the importance of implementation of UNSCR 1325 and be more specific and detailed.⁴⁹ In sum, although there is room for further improvement, the resolution has been integrated into the planning phase preceding these missions.

3.3 Pre-deployment

The NATO review identified the low level of gender training throughout KFOR⁵⁰ and ISAF to be a major impediment to the implementation of UNSCR 1325. Some of the contributing nations carried out mandatory pre-deployment training, but the vast majority of respondents had not, as far as they could recall, participated. This was reflected in the lack of awareness of UNSCR 1325 and the limited understanding of gender-related concepts among the KFOR and ISAF military personnel.⁵¹

Given that some of the ISAF/KFOR coalition members also contribute military personnel to EU missions, it is axiomatic that EUTM instructors have not participated in pre-deployment training. In fact, only a few have.⁵² The HRG instructors in both Mali and Somalia also reported that knowledge of UNSCR 1325 and understanding of gender concepts among mission personnel was limited. This impression was further reinforced by the HRG instructors' having to justify their presence in the mission, since they were repeatedly questioned by their fellow military instructors. However, it was also stressed that once the military instructors were eventually exposed to the training and therefore understood its relevance to the broader mission, their attitude changed and some even considered including some aspects in the training under their responsibility.⁵³

Swedish Armed Forces personnel at the strategic and operational levels are required to undertake NATO's online gender training developed by NATO Supreme Allied Commander Transformation (ACT) in combination with basic familiarization with the provisions of UNSCR 1325 and the gender perspective.⁵⁴

⁴⁹ Author's interview with staff officer, Swedish Armed Forces, J5 Operations Department [2], March 2014, Stockholm.

⁵⁰ Kosovo Force – NATO lead multinational operation in Kosovo.

⁵¹ Lackenbauer and Langlais *Review of the Practical Implications of UNSCR 1325*, p. 69.

⁵² Author's interview with instructors [1,2], April 2014, Stockholm.

⁵³ Author's interview with gender instructors [1,2,3], March/April 2014

⁵⁴ Author's interview with staff officer Swedish Armed Forces, J7 Training Department, March 2014, Stockholm

However, this is not emulated in pre-deployment training for the instructors and mentors deployed to EUTM or ISAF.

ISAF mentors from the Swedish Armed Forces, working with Operational Mentor and Liaison Teams (OMLT), reported that UNSCR 1325 was not included in their training prior to deployment. However, they had all undergone gender training during the preparation for a previous deployment in Afghanistan, to the Swedish PRT.⁵⁵ The Swedish Armed Forces provide gender training to some – but far from all – of the instructors deployed to EUTM Mali and EUTM Somalia. It is reported that this is due to so-called personal rotations, when an instructor is deployed individually and not together with a unit.⁵⁶ Some of the instructors were of the opinion that training on UNSCR 1325 was not necessary in their field of expertise, e.g. weapons training.⁵⁷ However, it is noteworthy that some of the respondents could not recall whether they had been briefed on UNSCR 1325 prior to deployment.⁵⁸ Those who recalled having participated pointed out that the Swedish Armed Forces' gender training in military operations leaned heavily on experience in Afghanistan, which was not necessarily relevant in Africa.⁵⁹

According to the above-mentioned responses by the interviewees, the inclusion of UNSCR 1325 and the gender perspective is not an established and systematic practice in pre-deployment training in the Swedish Armed Forces. It is given on an ad hoc basis, if at all. This is also reflected in the reduced level of training on UNSCR 1325 for personnel deployed to Afghanistan. Previously, the contingents deployed to the PRT had all been briefed and trained on UNSCR 1325. According to the training staff, this practice is no longer continued due to the decreased number of Swedish military personnel in Afghanistan.⁶⁰

In this context it should be highlighted that this study has not been able to identify any ongoing gender training of trainers (ToT) that addresses the pedagogical challenges that military instructors face when deployed. The existing gender ToT, identified by this study, is generic and does not address the specific challenges derived from training illiterate troops in conflict zones, working through an interpreter, on human rights violations, the protection needs of civilian women and girls, the protection of female soldiers and cultural barriers

⁵⁵ Author's interview with ISAF/OMLT mentors [1,2,3], March/April, Stockholm.

⁵⁶ Author's interview with staff trainers, Swedish Armed Forces [1,2,3], March 2014, Stockholm.

⁵⁷ Author's interview with instructors [1,2,3,4], April 2014, Stockholm

⁵⁸ Author's interview with instructors [1,2,3,4], April 2014, Stockholm, Author's interview with staff officer deployed to EUTM Mali, March 2014, and Skeppström, Emma och Hull Wiklund, Cecilia (2013) *European Union Training Mission in Mali. En insatsanalys*, p. 33.

⁵⁹ Ibid.

⁶⁰ Author's interview with staff trainers, Swedish Armed Forces [1,2,3], March 2014, Stockholm.

to gender inclusions.⁶¹ The pre-deployment training on UNSCR 1325 leaves considerable room for improvement, especially in comparison with the policy directives and the National Action Plan on UNSCR 1325.

3.4 Experiences from the ISAF and EUTM missions

UNSCR 1325 – in the context of capacity building – is being implemented through a two-pronged approach. First, the recruitment, training and retention of female soldiers with the aim of improving the gender balance within the armed forces. Second, training activities that aim to increase and integrate gender awareness, UNSCR 1325 knowledge, and practical skills and techniques into the larger framework of capacity building in the armed forces of recipient countries. The missions studied illustrate both approaches. NTM-A uses both while the EUTM only conducts training.

3.4.1 EU Training Missions in Somalia and Mali

In both EUTMs, training on UNSCR 1325 and gender is, in accordance with the EU CSDP, merged with standard training on IHL, human rights and child protection. The training curriculum on human rights and gender in the two missions share basic subject matter, but they differ in their execution and focus.⁶²

EUTM Somalia has as an objective to contribute to the development of the Somalia National Security Forces through the provision of military training for the armed forces. The training focuses especially on developing command and control, specialized capabilities and self-training of the SNSF.⁶³ EUTM Somalia has an assigned HRG instructor. The instructor's task is to provide advice to the mission command, provide training sessions to Somali recruits and act as a focal point for human rights and gender within the mission.⁶⁴ However, the position has been vacant for a considerable period of time.⁶⁵ Hence, training on human rights and gender has been conducted by HRG instructors deployed for a limited period of two to four weeks annually. The United Kingdom, Sweden and Finland have contributed HRG instructors. The Swedish Armed Forces have deployed instructors on two occasions, for a period of two to four weeks.⁶⁶ According to a respondent at the Swedish Armed Forces Policy and Planning department, it has

⁶¹ Author's interview with staff, Nordic Center for Gender in Military Operations [1,2] October 2013, March 2014, Stockholm.

⁶² Author's interview with gender instructors [1,2,3], March/April 2014

⁶³ Nilsson and Norberg *European Union Training Missions Somalia*, p. 11.

⁶⁴ Spiteri *Human Rights, Gender and Child Protection in EU Military Operations*

⁶⁵ Author's interview with gender instructors [1,2,3], March/April 2014

⁶⁶ Ibid.

been difficult to find trained gender instructors willing to deploy to EUTM Somalia.⁶⁷

The EUTM Somalia training is delivered by one or two HRG instructors in a single block over a limited period. EUTM Somalia has a strong focus on norms such as democracy, equality and equal rights, regardless of gender or ethnicity. The training takes human rights as its starting point and the trainees receive 10 hours of training on these subjects.⁶⁸ It should be noted that EUTM Somalia has previously had HRG instructors, known as gender advisors, deployed for 6 to 12 months. In their training, they sought to use IHL as a gender tool in combination with a human rights approach.⁶⁹ This study has not succeeded in finding an explanation for why the HRG instructor's deployment was reduced to two weeks. One possible explanation is the above-mentioned difficulties in finding appropriate staff willing to undertake an extended assignment.⁷⁰

The aims of EUTM Mali are to support the rebuilding of the Malian Armed Forces; help to meet their operational needs by providing expertise and advice on command and control, logistical chains, human resources and IHL; and train combat units. EUTM Mali has an assigned HRG instructor. The training of Malian troops contains modules on human rights, IHL, sexual and gender-based violence (SGBV), humanitarian actors, child protection and the protection of civilians.⁷¹ In addition, the HRG instructor has developed an induction course on IHL, UNSCR 1325 and human rights for EUTM instructors. The aim is to create a common understanding and knowledge among deployed instructors regarding human rights, IHL and UNSCR 1325.⁷²

In Mali, the HRG instructor focuses on IHL and the subject matters is delivered in collaboration with a host of international organizations and UN agencies.⁷³ The module is a core component for the battalion. It runs over the duration of the entire training period; 1 hour per week for 10 weeks. The training starts with a theoretical segment and is followed by scenario-based training the following week.⁷⁴

⁶⁷ Authors' interview with staff officer Swedish Armed Forces [1], Policy and Plans Dept., March 2014, Stockholm.

⁶⁸ Author's interview with gender instructors [1,2,3], March/April 2014

⁶⁹ Grekula, Katja, (2010) "Working as Gender Advisor in the EU Training Mission in Somalia", in T. Koskeniemi (ed.), *Security Sector Reform: Beyond Civil-Military Cooperation*, FINCENT, Tuusula, p. 85.

⁷⁰ Authors' interview with staff officer Swedish Armed Forces [1], Policy and Plans Dept., March 2014, Stockholm.

⁷¹ Author's interview with HRG instructors [3], March/April 2014

⁷² Ibid.

⁷³ Ibid

⁷⁴ Author's interview with staff officer deployed to EUTM Mali, and HRG instructor, March 2014.

Gender training of armed forces is not new to the armed forces of Mali. Prior to the EUTM mission, a Mali-Canadian project that aimed to raise gender awareness among the Malian armed and security forces resulted in a three-week ToT course on how to deliver gender training in the security sector. Each round of training was attended by 40 male and female officers, and 120 trainers were trained over 2 years. The training was conducted in partnership with the Pearson Peacekeeping Center.⁷⁵ However, the interviewed EUTM Mali personnel were unaware of this effort. Nor had it been considered in the OPLAN.⁷⁶ This highlights the importance of civil-military coordination. It is possible that the trained officers could have facilitated gender training of their own troops and subsequently contributed to the advancement of implementation of UNSCR 1325 among Mali's forces.

A major challenge for the HRG training is the low level of education and previous military training among many of the trainees. Some of them are illiterate, and many have no concept of human rights or a well-functioning society due to years of warfare.⁷⁷ An important lesson shared by the HRG instructors in Somalia and Mali is the importance of adapting the training to different audiences. Officers have different training needs than Non-Commissioned Officers or privates, as well as different levels of education.⁷⁸

All of the HRG instructors, in both Mali and Somalia, reported that the HRG module had initially been too theoretical, which resulted in adjustments to teaching methods. They had overestimated the knowledge of the trainees. The HRG instructors found that using creative methods, such as photographs, music and role play, enhanced the trainees' involvement and interest in the subject. Traditional classroom-style methods tended to disengage and alienate the trainees.⁷⁹ One of the EUTM Mali HRG instructors reported that, "the soldiers are attentive and enjoy engaging in the subject matters, especially during the scenario role plays".⁸⁰ This experience was shared with the HRG instructors in EUTM Somalia.⁸¹ However, the content and methods used in the HRG module varied depending on the skills and priorities of the individual instructor. All of them had designed their own training methods and focused on different aspects.

⁷⁵ Valasek, Kristin (ed) (2010) *Security for all; West Africa's good practices on gender in the security sector*, DCAF, Geneva, p. 53.

⁷⁶ Author's interview with gender instructors [3], March/April 2014

⁷⁷ Author's interview with gender instructors [1,2,3], March/April 2014

⁷⁸ Ibid.

⁷⁹ Author's interview with gender instructors [1,2,3], March/April 2014

⁸⁰ Hayes, Alison (2013) *Human rights training: Alisons's testimony*, European Union Training Mission Mali, accessed May 12 2014, <http://www.eutmmali.eu/?p=1184>

⁸¹ Author's interview with gender instructors [1,2,3], March/April 2014

Some made efforts to address female genital mutilation and gay and lesbian rights, while others focused on IHL.⁸²

Several respondents considered the limited number of female EUTM instructors detrimental to training on gender equality. They believed it important to lead by example, especially when it comes to the inclusion and acceptance of female soldiers. One of the HRG instructors in Somalia recommended that there should be two HRG instructors, one man and one woman, to demonstrate that men and women can work together without problems and those women have the same capability as men to provide leadership.⁸³

During the first year, EUTM Somalia trained – but did not support the recruitment of – 24 female soldiers employed by the SNSF. Some of them were individually praised for their efforts and leadership during training. The female officers can assume command and combat positions. According to these women, their role in the army will enhance their social position, and provide them with an opportunity to improve their livelihood and gain respect.⁸⁴

One complicating factor in both EUTM Mali and EUTM Somalia is the lack of a common language between the instructors and the trainees. The instructors are dependent on an interpreter for communication and have no means to control the messages delivered. In EUTM Somalia, up to four languages can be used during the training sessions.⁸⁵ The interpreters have not received technical training on the vocabulary of human rights and gender.⁸⁶

The HRG instructors all shared the experience of having their presence and the usefulness of their training questioned by their fellow EUTM colleagues.⁸⁷ A former instructor has described this in an article:

*It was highly interesting to listen to the critique by some of the European soldiers. What authorizes us to bring and impose Western human rights and women's rights on Somalia? Might they not simply be happy as they are now, living in their own social system?*⁸⁸

A staff officer at G7, EUTM Mali confirmed these experiences in the interview:

⁸² Ibid.

⁸³ Author's interview with gender instructors [1,2,3], March/April 2014; Author's interview with staff officer deployed to EUTM Mali, March 2014.

⁸⁴ Grekula "Working as Gender Advisor in the EU Training Mission in Somalia", p. 85.

⁸⁵ European Union Uganda Training Mission Somalia, p.4.

⁸⁶ Author's interview with gender instructors [1,2,3], March/April 2014;

⁸⁷ Ibid.

⁸⁸ Grekula "Working as Gender Advisor in the EU Training Mission in Somalia", p. 83.

*...the feeling is that gender and human rights are not a top priority in Africa since a life threatening civil war is going on.*⁸⁹

The mandates of EUTM Somalia and Mali only allow for the training of troops, everything else falls outside. Specifically, the mandates do not include support to gender integration and institution building in the host nation's armed forces. This is of course an impediment to the implementation of UNSCR 1325 during these capacity building missions, since this requires both institutional change and operationalization in order to have an effect and become sustainable. The EUTM cannot support the host nation's armed forces – or encourage them – in this endeavor. The mandate and the security situation prevent the conduct of impact assessments and evaluations of the training. The missions have no opportunity to follow up and assess the impact of their training in the field.⁹⁰

An additional problem related to the mandate is highlighted by one of the HRG instructors in EUTM Somalia. The Somali troops were based in Uganda until February 2014, where the trainees stayed under the auspices of the Uganda People's Defence Force (UPDF). The HRG instructor reported:

*Since everything except training falls outside the mandate, it is not possible to intervene in any of the human rights violations committed by the UPDF. Nevertheless, I receive constant information on malnutrition, poor living conditions and maltreatment of Somali trainees.*⁹¹

It is difficult to expect results from human rights and gender training if the trainees themselves are being subjected to human rights violations during training. This situation took time to rectify and could have been prevented if the EUTM had intervened more proactively when they received the first reports of possible maltreatment of Somali troops.⁹² EUTM Somalia moved to Mogadishu in February 2014.

3.4.2 NATO Training Mission Afghanistan

NATO has been involved in Afghanistan for more than a decade through the International Security Assistance Force Afghanistan. Its task is to assist with reconstruction and the establishment of national security forces.⁹³

⁸⁹ Author's interview with staff officer deployed to EUTM Mali, March 2014.

⁹⁰ See for instance European Council *COUNCIL DECISION 2010/96/CFSP on 15 February 2010 on a European Union military mission to contribute to the training of Somali security forces* Official Journal of the European Union L 44/16, 19 februari 2010

⁹¹ Grekula "Working as Gender Advisor in the EU Training Mission in Somalia", p. 86.

⁹² Nilsson and Norberg *European Union Training Mission Somalia*, 17.

⁹³ NATO International Security Assistance Force "About ISAF" NATO website, available at: <http://www.isaf.nato.int/mission.html>, accessed 2014-03-25.

The NTM-A is a comprehensive military capacity building project under the command of ISAF. NTM-A's objective is to develop the Afghan National Security Forces (ANSF) through mentoring and partnership programs, including providing support to recruit, train, field and develop ANSF units. The support also includes the building of institutional training bases for the Afghan army, police and air force, as well as training, equipping and sustaining these forces.⁹⁴

The ISAF commander (COMISAF) has instructed NTM-A to ensure that a gender perspective is taken into account in capacity building programs; that all ISAF personnel are aware of, prepared for and trained in UNSCR 1325 and have a gender perspective prior to deployment and in theater. COMISAF has tasked NTM-A to support the recruitment of women to ANSF; assist with education and training of ANSF units on UNSCR 1325 and a gender perspective; assist advisor teams to take UNSCR 1325 and a gender perspective into account in the support they provide to ANSF; and create gender mixed advisory teams. In addition, NTM-A contributes to the reporting and monitoring mechanism on SGBV, trafficking and human rights violations.⁹⁵

NTM-A conducts capacity building in the Ministry of Defence (MoD) and Ministry of the Interior (MoI), as well as in some of ANSF's central military schools, such as the Kabul Military Training Centre (KMTC), the Afghan National Defense University, the Afghan National Army Officers Academy (ANAOA) and the Police Training Academy.⁹⁶ The force-manning concept – based on three components, recruit, train and assign, applies equally to women's participation in the Afghan National Army (ANA) and the Afghan National Police (ANP). The target for women's participation in the ANSF is set at ten per cent, but it currently stands at one per cent, which was reached at the beginning of 2010. Some 300–400 women are trained per year. The ANP has 1577 female police officers spread out across the entire country.⁹⁷

As mentioned above, ISAF acknowledges that gender refers to men, women and children but, due to the subordinated role of women and girls in Afghanistan, the female perspective is specifically addressed by NTM-A.⁹⁸ According to NTM-A, in order to keep UNSCR 1325 and gender from being a standalone issue, efforts are being made to enact gender mainstreaming in the context of ANSF professionalization.⁹⁹ Nonetheless, gender mainstreaming and the inclusion of

⁹⁴ NATO Allied Command Operations "NATO Training Mission- Afghanistan" NATO website, available at: <http://www.aco.nato.int/page272701224.aspx>, accessed 2014-03-25.

⁹⁵ COMISAF OPLAN 38302 Revision 6, Annex VV – Gender in ISAF Operations

⁹⁶ Lackenbauer and Langlais, *Review of the Practical Implications of UNSCR 1325*, p. 40; Author's mail correspondence with instructor, NTM-A, ISAF Afghanistan, March 2014.

⁹⁷ Ibid

⁹⁸ COMISAF OPLAN 38302 Revision 6, Annex VV – Gender in ISAF Operations

⁹⁹ Round table conducted by author, NTM-A staff, Kabul April 2013.

UNSCR 1325 in the training and mentoring of ANSF troops remain fragmented.

The NATO review found that while NTM-A has given substantial attention to the recruitment of female ANSF personnel, less effort has been made to train the ANSF units on UNSCR 1325 and a gender perspective.¹⁰⁰ This study found no conclusive evidence that training of the ANSF on the protection and participation of women and girls was being addressed by ISAF. This is an impediment to the implementation of UNSCR 1325, especially when it comes to the protection of women and girls. It is a well-documented dilemma that Afghan women are targeted by the insurgency and that the ANSF violate their rights when they seek protection under the law.¹⁰¹

OMLT staff report that they never mention gender or UNSCR 1325 during their mentoring of ANSF brigade staff. This experience is shared by mentors at the battalion level.¹⁰² This is a result of the limited pre-deployment training on gender principles and UNSCR 1325, in combination with OMLT staff and commanders' lack of knowledge regarding COMISAF's instructions.¹⁰³ NTM-A staff officers confirm this conclusion, reporting that they have not been provided with the relevant gender training and tools.¹⁰⁴ However, improvements have recently been reported. The NTM-A advisor to the MoD states that the newly opened ANAOA has included training on UNSCR 1325 and a gender perspective in its syllabus. The training at ANAOA is developed and conducted by the ANSF.¹⁰⁵

Women's recruitment is a major challenge, as a result of existing constraints linked to culture and the traditional role of women in Afghan society, as well as the high rate of illiteracy among the female population and the lack of meaningful engagement by senior ANA officers. Security remains an important issue with regard to attracting women to the ANA. It is difficult to recruit women to the ANA in less secure locations. Female personnel also risk being harassed and assaulted by their male colleagues. There are several reports of women police officers being victims of sexual and gender-based violence, and of the perpetrators being their male colleagues.¹⁰⁶ According to a brief from the ANAOA chief mentor, the recruitment of women currently happens sporadically and is almost entirely driven by pressure from ISAF.¹⁰⁷ There is a significant risk that the entire effort to recruit and train women cadets will be rolled back if

¹⁰⁰ Round table conducted by author, NTM-A staff, Kabul April 2013.

¹⁰¹ Author's interview with UNWOMEN official, April 2013, Kabul.

¹⁰² Mentors OMLT, Brigade and Kandak, Regional Command North

¹⁰³ Lackenbauer and Langlais *Review of the Practical Implications of UNSCR 1325*, p. 37

¹⁰⁴ Round table conducted by author, NTM-A staff, Kabul April 2013.

¹⁰⁵ Author's e-mail correspondence with instructor, NTM-A, ISAF Afghanistan, March 2014.

¹⁰⁶ Lackenbauer and Langlais *Review of the Practical Implications of UNSCR 1325*, p. 37

¹⁰⁷ ISAF/ANAOA Female Training/Background/Briefing Notes/20140327

international support is downscaled after the withdrawal of ISAF at the end of 2014.

Efforts to attract more women include separate training sites for women at the Police Training Academy, KMTC-A and ANAOA, as well as special infrastructure for women, including changing facilities, dormitories and a kindergarten within the bounds of the training facilities. There is also a women's ANP training camp in some of the provinces, as well as mobile training teams who provide on-the-spot-training. The instructors are Afghans who are mentored by an NTM-A mentor.¹⁰⁸ The Swedish Armed Forces have occasionally trained female police officers, in the provinces of Balkh and Jowzjan, and provided them with equipment and uniforms. It has been reported that the attrition rates for women in the ANSF are lower than those for men.¹⁰⁹

In interviews, female recruits at the KMTC cite various reasons for having joined the ANA: to be able to support their families, to get an education and to do something adventurous and different. They were not afraid of being deployed in units together with men. However, some had experienced security problems outside the training facility and had received threats over the telephone.¹¹⁰ Efforts to recruit women ANSF personnel are linked to the international community's objective to improve gender equality in Afghanistan, but the stratification between Afghan men and women makes the inclusion of women in the security forces imperative. Many Afghan women observe *purdah*,¹¹¹ a practice which prevents men from seeing and interacting with women. This constitutes an obstacle to women's freedom of movement and democratic rights, and the ANSF's force protection. Female soldiers and police officers are vital for security searches on women and their living spaces during security operations and at checkpoints. During elections, women police and military staff are crucial to women's ability to exercise their democratic rights, since only they can search women at the polling stations.¹¹² However, the possibilities provided by women's presence in the ANSF could be utilized more effectively, especially when it comes to providing protection to female victims of criminal activities and violence. This was one of the conclusions in a report on the status of women in the Afghan National Police by Tonita Murray, a Gender Advisor to the Ministry of Interior Affairs in Afghanistan.¹¹³ One example is from India, where there are

¹⁰⁸ Lackenbauer and Langlais, *Review of the Practical Implications of UNSCR 1325*, p. 40.

¹⁰⁹ Author's interview with gender focal points, deployed to PRT Masar-e-Sharif, October 2013, March 2015 [1,2].

¹¹⁰ Author's interview with female ANA trainees, KMTC, Kabul April 2013.

¹¹¹ A religious and social practice of female seclusion prevalent among some Muslim communities in Afghanistan, Pakistan and northern India.

¹¹² Author's e-mail correspondence with political officer, Senior Civilian Representative Office, ISAF HQ, March 2014.

¹¹³ Murray, Tonita, *A report on the status of women in the Afghan National Police*, CANADEM/Canadian International Development Agency, p. 4.

police stations staffed entirely by female personnel in order to enhance women's willingness to come forward and report crimes committed against them.¹¹⁴

NTM-A has a host of female ISAF instructors working with the ANSF. They train the women soldiers and police officers and act as advisors to ministries. At ANAOA there is a female team of four mentors, from the rank of sergeant to major. Their task is to create the conditions for a female officer cadet commission course, which will consist of 30 Afghan women in a platoon.¹¹⁵ The ISAF instructors and mentors serve as role models for both women and men in the ANSF.

Progress has been made in the ANSF from a gender perspective, in spite of the low level of gender training of ISAF instructors and mentors. However, the withdrawal of ISAF troops at the end of 2014 could result in all these advances being rolled back, especially since the Government of Afghanistan has proved an unreliable supporter of women's rights.¹¹⁶ The international community needs to muster its resources for further reform of the ANSF, and for an improvement in the overall situation for women in Afghanistan, under the rule of law.

Gender Advisor, Ministry of Interior Affairs, Afghanistan

¹¹⁴ <http://www.endvawnow.org/en/articles/1093-womens-police-stations-units.html>

¹¹⁵ Fitton, Sarah, ISAF/ANAOA/FMTG/G1/AssR, 18 Dec 2013

¹¹⁶ Lackenbauer and Harriman, p. 17.

4 Conclusions and Recommendations

The policy frameworks described in chapter 2 reflect the importance that NATO, the EU and the Swedish government give to UNSCR 1325. They reflect the serious intention to incorporate the resolution's main provisions into crisis management. In addition, they form a stable foundation for the implementation of the resolution. The policies have far-reaching goals, such as gender equality and conflict resolution, which demand concerted action and attitude change. However, the move from policy commitments to action demands a conscious effort at all levels – from the political to the military tactical – in order to guarantee effective implementation.

Although NATO, the EU and the Swedish government and its armed forces have taken substantial steps towards effective implementation of UNSCR 1325, there is still ample room for improvement. The overall impression gained from the capacity building missions analyzed is that the implementation of UNSCR 1325 is mixed and fragmented. This study found little evidence that the principles of protection, participation and prevention are effectively and systematically included in the training of host nation troops. This reflects the reality at the strategic political level, the level of integration of a gender perspective into the armed forces, and the practices on the ground. There is a serious need to take action at all levels to ensure that the provisions in UNSCR 1325 and related action plans and policies permeate the entire crisis management system during military missions and operations. This is especially pertinent in the context of capacity building missions, since they often take place against a backdrop of civil war, severe human rights violations and gender-based violence. It is fair to assume that effective training of military troops on the principles contained in UNSCR 1325 could help to enhance respect for IHL and human rights among the troops trained. Along similar lines, improving implementation of UNSCR 1325 can also make capacity building in the defense sector more consistent with broader SSR aims.

In addition, the effective implementation of UNSCR 1325 is of special importance to the EU, since the resolution is understood within the wider context of gender equality and equality between men and women, and is regarded as a tool for achieving a sustainable peace.

4.1 Move from commitment to implementation and encourage adherence to policy agreements

As mentioned above, governments and multilateral organizations have adopted comprehensive policy frameworks on UNSCR 1325 and the gender perspective

to be implemented by military forces. However, this study has found that such policy commitments require the acceptance of all the nations involved in a mission in order for the resolution to be fully integrated and implemented. Capacity building missions are a joint commitment by many nations and compatibility of efforts on the ground can only be achieved if nations ensure that their armed forces are instructed and trained on the principles of UNSCR 1325. Therefore, governments like Sweden, with a strong commitment to the implementation of the resolution, need to advocate for the importance of adherence by all nations involved to a jointly adopted policy framework. It also demands focused advocacy work and negotiation on giving UNSCR 1325 a more prominent status in the instructions issued at the multilateral political strategic level to the military components.

The move from policy commitments to implementation will demand a conscious effort, at both national and the multilateral, political-strategic level to ensure that implementation is feasible for the armed forces. This includes a thorough gender analysis of the mission context, decisions on giving priority to implementation throughout all stages of the operation, and a mandate and resources that enable the armed forces to carry out the resolution. It will also demand principled standpoints when the multilateral level negotiates agreements with a host nation, which could result in political complications for which the military operator will need to be prepared.

4.2 Provide instructions on protection, prevention and participation

The implementation of UNSCR 1325 is a priority for the Swedish government and is considered a strategic issue. The government's aim is to integrate UNSCR 1325 in daily routines and long-term strategic efforts for peace and security. The National Action Plan on 1325 gives priority to protection of women and girls in armed conflict and their participation in international peace and security-building efforts, in order to increase the effectiveness. Given that current capacity building efforts takes place in situations of ongoing armed conflict, training on the resolution's 3Ps – especially the protection and participation of women and children – is highly pertinent. This should be reflected in the instructions to the armed forces and training missions at both the national and multilateral level.

In the case of Sweden, currently the inclusion of these instructions to the armed forces varies from mission to mission. It is fair to assume that the goal to include UNSCR 1325 in daily routines at the ministries is not yet reached. It is recommended that the government, especially the Ministry of Defense, ensures that its staff is informed and trained on UNSCR 1325 and the gender perspective in crisis management.

4.3 Ensure training on UNSCR 1325 for instructors

A major impediment to the integration of UNSCR 1325 into capacity building is the low level of training on UNSCR 1325 and gender awareness throughout all missions. This study found that few military instructors had knowledge of the resolution's principles or understood its relevance to military training and operations. In fact, its relevance was repeatedly questioned, which is noteworthy given the nature of the ongoing conflict in the mission area. Few international staff had received training, as a result of states assigning different levels of importance to UNSCR 1325. However, even in a country like Sweden, where UNSCR 1325 is given priority by both the government and the armed forces, several of the instructors and mentors had not received pre-deployment training on the resolution. The training was carried out on an ad hoc basis and was not systematically integrated into all pre-deployment training. The Swedish armed forces need to revise the curriculum on pre-deployment training in order to guarantee that 1325 and the gender perspective is routinely included, and ensure that all deployed personnel has been properly trained, without exception to personal rotations.

Even though many military instructors are highly skilled at training troops, the situation they meet in fragile impoverished states in conflict zones demands training, especially if there are cultural barriers to gender inclusion. The study identified a need for UNSCR 1325 and gender ToT adapted to capacity building among troops with limited previous training and high levels of illiteracy, while working through an interpreter. The protection needs of civilian women and girls, and the protection of female soldiers also need to be addressed in a ToT course.

4.4 Strengthen the focus on UNSCR 1325 in capacity building

This study identifies the limited inclusion of the principles of UNSCR 1325 in the training of host nation troops as a serious impediment to the implementation of the resolution. ISAF has given priority to the recruitment and training of female soldiers. Significantly less attention has been paid to training the ANSF.

An additional detriment in the case of the EUTMs is the EU's policy of merging UNSCR 1325 with several other subjects and the privilege of the individual HRG instructors to decide on the content and methods used. There is a risk of losing the resolution's principles and focus altogether, since UNSCR 1325 is only one

of several subjects to be covered in the 10-hour module. It is also reasonable to assume that the effects of this training are limited, or non-existent.

The limited integration of UNSCR 1325 into the training of host nations' troops constitutes a lost opportunity to advance understanding of how to protect vulnerable civilians – women and children – during military operations and the importance of women's participation in crisis management. It is important to strengthen the position of UNSCR 1325 in all training provided by capacity building missions.

This study recommend that Swedish government propose to both EU CSDP and NATO to develop and issue minimum requirements on 1325 and the gender perspective to be included in all capacity building of host nation troops; and on a regular base assess the effect of the training.

4.5 Support recruitment and ensure the protection of female security personnel

The recruitment and training of women soldiers is only included in the mandate of ISAF. The EUTM missions have not been tasked with ensuring the recruitment of women. However, if their mandates were extended to the recruitment of women to the Mali and Somali armed forces, lessons could be learned from ISAF.

The recruitment of women has been given priority by ISAF, although the enlistment campaign have had limited success. Regardless of this, female cadets and soldiers report that their professional choice has contributed to improved livelihood and enriches their personal lives. This is also true for the women soldiers and officers trained by EUTM Somalia. In Afghanistan, the women soldiers and police officers are pivotal to Afghan women's security and opportunity to practice their human and democratic rights, as well as for force protection. However, women's recruitment is a major challenge as a result of a combination of existing cultural constraints and security threats. Female members of ANSF risk being harassed and assaulted by their male colleagues and outside perpetrators. ISAF and the ANSF have taken precautions to address some of the security risks that stem from male colleagues, but the external security threats remain.

This study has not identified any significant actions taken to enhance protection from the external threats and risks facing women security personnel in the ANSF, despite the fact that women are an important asset contributing to the ANSF's force protection and the democratic development of Afghanistan. Their potential as defenders and protectors of women's security has not been fully explored by the Government of Afghanistan. Currently, the emphasis is on their role in force protection, that is, searches at checkpoints and during arrest

operations. However, in a country where women's rights are violated by male security personnel when they seek protection under the law, it is pertinent to explore the possibility of establishing women-only police stations and military units that focus on women's legal rights and security. In the context of Afghanistan, it is reasonable to assume that this could contribute to women's willingness to come forward and report crimes and assaults. There is experience to draw on from other countries where courts and police stations are staffed by women with the aim of providing a secure environment and assisting female victims of crime.

As the withdrawal of ISAF at the end of 2014 approaches, the international community needs to enhance its focus on the situation for women security personnel and enter into a dialogue with the government in Afghanistan on how to utilize this capability and enhance women's protection. If not, there is a significant risk that the entire effort to recruit and train women cadets will be rolled back should international support be downscaled after the withdrawal of ISAF

Acronyms

ACT	Allied Command Transformation
ANA	Afghan National Army
ANAOA	Afghan National Army Officer's Academy
ANSF	Afghan National Security Forces
ANP	Afghan National Police
COMISAF	Commander ISAF
CONOPS	Concept of operations
CSDP	Common Security and Defence Policy
EAPC	Euro-Atlantic Partnership Council
EU	European Union
EUTM	European Union Training Mission
HRG	Human rights and gender
IHL	International Humanitarian Law
ISAF	International Security Assistance Force
KFOR	Kosovo Force
KMTC	Kabul Military Training Center
MoD	Ministry of Defence
MoI	Ministry of the Interior
NAC	North Atlantic Council
NAP	National Action Plan
NATO	North Atlantic Treaty Organization
NCGM	Nordic Center for Gender in Military Operations
NTM-A	NATO Training Mission-Afghanistan
OECD/DAC	Organisation for Economic Co-operation and Development/ Development Assistance Committee
OMLT	Operational Mentor and Liaison Team
OPLAN	Operation Plan
PRT	Provincial Reconstruction Teams

SNSF	Somali National Security Forces
SSR	Security Sector Reform
ToT	Training of Trainers
UN	United Nations
UNSCR	United Nations Security Council Resolution
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
UPDF	Uganda People's Defence Force

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This study analyzes the lessons learned from efforts to integrate a gender perspective and United Nations Security Council resolution 1325 (UNSCR 1325) into capacity building missions. It identifies actions that would enable further improvements of implementation of UNSCR 1325. The study primarily focuses on missions in which personnel from the Swedish Armed Forces have participated (EUTM Somalia, EUTM Mali and ISAF), and draws on interviews with deployed instructors and officials.