



VIRTUAL DISCUSSION ON THE ROLE OF THE ARMED FORCES IN THE IMPLEMENTATION OF UNSCR 1325

Discussion Summary

United Nations Security Council Resolution 1325 on Women, Peace and Security (UNSCR 1325) was passed in October 2000. It is one of the most important international mandates covering the full and equal participation of women in all peace and security initiatives, as well as the mainstreaming of gender issues in the context of armed conflict, peacebuilding and reconstruction processes. October 31, 2010 marks the 10th anniversary of UNSCR 1325. In the past ten years, a great deal of work has been done on UNSCR 1325, including initiatives at the local level, at the national policy-making level (namely in the form of National Action Plans), and at the international level. Many actors have been involved in pushing forward the women, peace and security agenda, including international organizations, government bodies, armed forces, civil society organizations, and academic and research institutions.

UNSCR 1325 spells out different actions for various stakeholders in the implementation of the resolution, including the United Nations Secretary-General, all parties to armed conflict, and Member States. UNSCR 1325 spells out particular elements for the role of the armed forces in the implementation of UNSCR 1325 including national armed forces and peacekeeping personnel.

There has been increasing work done to integrate gender generally and UNSCR 1325 specifically into the guidelines and policies of the armed forces. Additional work has been done to integrate gender and UNSCR 1325 into the guidelines and work of UN peacekeeping missions. Nevertheless, challenges remain, including effectively addressing the different security needs of male and female citizens, preventing sexual exploitation and abuse by members of the armed forces, and creating positive conditions of service for all members of the armed forces.

To highlight existing efforts and to strengthen the analysis and replication of good practices, United Nations International Research and Training Institute for the Advancement of Women (UN-INSTRAW, as part of UN Women), the Swedish National Defence College, and the United Nations Department of Peacekeeping Operations (DPKO) hosted a virtual dialogue from 3 August to 24 August to foster the dynamic exchange of experiences and information between armed forces personnel, civil society, peacekeeping personnel, academics, policymakers, and members of INGOs with expertise, working experience or a general interest in the role of the armed forces in implementing UNSCR 1325.

The virtual discussion aimed to identify the concrete implementation actions that have been taken, including in recruitment policies, training, and how armed forces work to prevent and respond to sexual and gender-based violence. UN-INSTRAW, the Swedish National Defence College, and DPKO facilitated the virtual dialogue to identify how UNSCR 1325 has been implemented by the armed forces, including

in countries with National Action Plans and those without such plans. The dialogue also aimed to identify gaps, challenges and recommendations in the implementation of UNSCR 1325 by the armed forces.

During the three-week virtual discussion, 115 experts from around the world exchanged experiences and discussed good and bad practices and recommendations for integrating UNSCR 1325 into the policies and practices of the armed forces. This summary highlights some of the main issues that were addressed by participants during the discussion. Additionally, this document contains a list of people who registered for the dialogue and a list of resources mentioned.

The discussion was divided into three modules:

- Existing initiatives on UNSCR 1325 within the armed forces
- Measuring the impact of actions taken by the armed forces to implement UNSCR 1325
- Continuing challenges, good practices and lessons learned in the armed forces in UNSCR 1325 implementation and recommendations

Provisions for the integration of UNSCR 1325 and gender into the policies and practices of the armed forces and responsibilities

Sophia Ivarsson (Swedish National Defence College) started the discussion off by sharing information about the ongoing study that the Defence College is undertaking. The study aims to investigate if and how UNSCR 1325 has had an impact on the understanding and practice of the security concept in terms of the inclusion of a gender perspective in military security. The study focuses specifically on countries that have publicly launched National Action Plans on UNSCR 1325 (NAPs). While the study is ongoing, results so far have shown that most of the NAPs cover the role of the armed forces and do so in three main areas: increasing the representation of women in the armed forces and in international missions; integrating a gender perspective in pre-deployment training; and promoting protection of women's rights in conflict and post-conflict areas. The study has also shown that military actors are expected to be engaged in the implementation of UNSCR 1325. While the study is ongoing, results to date have shown variation between countries in terms of how far implementation has come. This is not correlated with how long a country has had a NAP, but rather seems to be an effect of a country's political will and the level of personal engagement of military actors.

Gender has been integrated into the policies and practices of the armed forces in countries without NAPs as well. For example in 2006, Argentina established a gender policy. Some of the actions included in the policy are: creation of gender offices in the armed forces; creation of a Gender Policy Council; carrying out of a study on sexual abuse; creation of policies on pregnant women and the creation of kindergartens in military units; and the launch of a plan on UNSCR 1325 specific to the armed forces (Cecilia Mazzotta, Red de Seguridad y Defensa de América Latina – RESDAL).

With regard to who is responsible for the implementation of UNSCR 1325 in the armed forces, *Clare Hutchinson* (DPKO) shared several remarks from the launching event for the DPKO/DPS "Guidelines: Integrating a Gender Perspective into the Work of United Nations Military in Peacekeeping Operations".

During the event, the Norwegian Permanent Representative said that responsibility falls on senior management, such as the Force Commander in the mission, to manage different cultural perspectives and training for peacekeepers. Referencing the DPKO guidelines, the former Minister of Gender in the Democratic Republic of Congo, Mme. Faïda Mwangilwa, stressed that soldiers on the ground should have a strong understanding of the provisions in the guidelines and of a gender perspective more generally. She noted the importance of pre-deployment training and of interactions with civil society and NGOs in the mission area.

Training

Most countries that have UNSCR 1325 NAPs have some kind of gender training or training covering UNSCR 1325. Sweden has the most advanced training programme and trains people from a number of different countries (Sophia Ivarsson, Swedish National Defence College). Referencing the UN-INSTRAW Peacekeeping Map, Ani Colekessian noted that her recent survey showed that some gender training is provided for peacekeepers with most trainings averaging an hour, though trainings ranged from 30 minutes to four hours and some institutes offering two to three week courses. Challenges for the provision of gender training for peacekeepers include time constraints, limited human and financial resources, and in some cases resistance. UNSCR 1325 is often covered generally in these training programmes, and specific focus is often given to sexual and gender-based violence (SGBV) and sexual exploitation and abuse (SEA). This can present a problem as it seems to imply that taking gender into account is only about conduct and preventing SEA (Clare Hutchinson, DPKO). *Ximena Jimenez* (Independent Consultant) cited a study she did in 2006 on the Chilean contingent deployed in MINUSTAH. Her research found that as many as one-third of the contingent did not receive pre-deployment of in-mission gender training.

Several participants shared gender training resources which are referenced in the list below. Many countries use gender training materials from NATO or the UN (Sophia Ivarsson, Swedish National Defence College). While these training materials, such as the DPKO Standardized Generic Training Modules, are helpful in putting together gender trainings, each gender training provided will depend on the objective and the audience. Such trainings need to be adapted to the training audience in order to relate the content directly to what participants are already or will be doing on the ground. This can help to contextualize UNSCR 1325 and make it relevant to training participants (Kristine St-Pierre, Pearson Peacekeeping Centre). Attention should also be paid to who will conduct the training. For instance, since in many situations, men make up the majority of the armed forces, it might be more effective to have male trainers (Eva Ronhaar, UN-INSTRAW).

The impact of gender training differs from situation to situation. Human rights training provided in Angola in 2000 and 2001 helped to reduce the number of shootings of civilians, rape, incidents of property damage and theft carried out by security forces. The training included a sensitization to the roles and responsibilities of being a member of the security services and was provided to local police and military units (William Tarpai). Speaking from her experience as an officer in the Australian Defence Forces, *Seong Eun Jenny Lee* gave her opinion that the general training provided has a lifelong impact on an individual's characteristics and approach to the job as defence force personnel. Nevertheless, she

questioned whether the training leads to the behavioral changes that are necessitated by UNSCR 1325. Additionally, though she felt that the training was sensible on paper and in the training programme itself, she also noted that some of the methods used were questionable. For instance, her training regarding feminine care in the field was conducted separately and privately. While this may have made the training itself more comfortable, it exacerbated the problem of men not knowing and not being trained to understand the basic needs of women in the field. This is particularly problematic in the case of male officers who are in charge of female soldiers.

Participation of Women

Sophia Ivarsson (Swedish National Defence College) shared that most countries with National Action Plans on UNSCR 1325 are launching or planning to launch campaigns to attract more women in their armed forces. Nevertheless, the overall number of women remains low. Some countries have put successful recruitment policies into place. For instance Hungary has put a number of measures into place to increase women's participation, retention and deployment in the armed forces. These measures have included a Military Service Law which upholds the equal rights of men and women and guarantees non-discriminatory promotion based on professional skills, experience, performance, and service time; an Equal Opportunity Team and an Equal Opportunity Plan which was created within human resources; a Committee on Women of the Hungarian Defence Forces created in 2003 to ensure equal opportunities for men and women by conducting research and holding meetings with servicewomen to gather experiences; a network of women's focal points established at the unit level; and steps taken to improve resting and hygienic conditions in units. Because of these measures, women's participation in the armed forces has risen from 4.3 per cent in 2005 to 17.56 per cent in 2006.

Citing the gender policy created in Argentina in 2006 (see above) *Cecilia Mazzotta* (RESDAL) noted that women's recruitment to the National Gendarmerie has increased a lot since 2007. During 2009, the Gendarmerie was training 220 women and 330 men, though the country was still facing trouble recruiting women into peace operations. Practical strategies for increasing women's participation are emerging from Africa as well. In Namibia, Tanzania and Zambia, women's lack of driving skills was cited as one of the main obstacles to women's deployment in peacekeeping missions since the UN requires the ability to drive a manual shift 4x4 vehicle. This was exacerbated by women not having the same educational opportunities as men due to cultural, social and economic factors. To address this, the Tanzania Police Service is planning a pre-deployment course for women only to increase their language, shooting and driving skills to help them pass their selection tests. The Service is also considering reimbursing women who take extra driving lessons at their own cost (Megan Bastick, DCAF).

Participants noted several other challenges to women's participation in the armed forces, such as discrimination. For example, high level officers in the Australian Defence Forces cited the physical differences between men and women as a reason for women's exclusion from the front lines, thereby justifying discriminatory behavior (Seong Eun Jenny Lee). In training programmes, it is often difficult to ensure participants' appreciation for and understanding of the need for increasing the number of women in peace operations as both an operational imperative and a gender equality goal (Kristine St-Pierre, Pearson's Peacekeeping Centre). Another issue is sexual abuse within the armed forces when

women participate. For instance, in the Israeli armed forces, which mandate that women and men serve in the army, women are sexually abused in their own contingents (Clare Hutchinson, DPKO). *Amy Barow* (Faculty of Law, Chinese University of Hong Kong) noted that it is important to analyze the intersections between race, ethnicity, gender and culture when thinking about women's inclusion in the armed forces to highlight other areas of potential or actual discrimination.

Measuring impact

Megan Bastick (DCAF) recommended that when we think about measuring the impact of gender-related initiatives, we should also keep how military and peacekeeping operations measure their impact in general, for instance how these missions measure security in a given area. Such measurements could then be adapted to look particularly at women and girls' security. Measuring the impact of peacekeeping missions on gender relations can be quite difficult since gender relations are constantly being renegotiated and are caused by a number of different factors. Studies show that effects on gender relations can be observed in at least three dimensions: norms, economic resources, and political power. This can be even more complicated in the aftermath of a conflict. Gender research suggests that instead of asking whether peacekeeping operations have consequences for gender relations or not, we should try to estimate to what extent and under what circumstances we can expect these impacts to occur and what relation they have to the creation of peace. The scope, mandate and components of a given mission will likely play a role in determining the impact of missions on gender relations. For instance, a multidimensional peacekeeping operation can be expected to have the most substance consequences for gender relations (*Sophia Ivarsson*, Swedish National Defence College).

There has been increasing work done on indicators to measure UNSCR 1325-related activities. Nevertheless, many indicators do not disaggregate enough to identify which women are the targets of gender-based violence, for instance, or which women are more likely to be recruited. Data should be further collected and disaggregated, for instance, factors such as marital status, number of children, ethnicity and other factors should be taken into account (*Lauren Gibbs*, Global Action on Widowhood). Additionally, both qualitative and quantitative indicators should be used to measure impact. For example, just measuring the number of people trained may create a superficial understanding of gender mainstreaming since it does not measure the length, content, or impact of such training (*Ani Colekessian*, UN-INSTRAW).

To measure the impact of the gender policy created in 2006, the Ministry of Defence in Argentina has published a report on the situation of women in the armed forces. The report includes sex disaggregated data of the highest ranks achieved by women, access permitted, and quantitative information about women in peacekeeping operations. Qualitatively, women personnel in the military have said that their careers have improved since the creation of the gender policy and men have also welcomed the initiatives started under the policy (*Cecilia Mazzotta*, RESDAL).

Measuring the impact of women's participation in the armed forces

Information on the impact of gender mixed contingents is anecdotal and more research is needed. Men and women who have been part of mixed peacekeeping operation contingents have observed the

following effects: the contingent is more trusted by the local community; is more equipped to undertake key tasks such as house searches, body searches, working in prisons, providing escorts for victims/witnesses, and screening combatants at disarmament, demobilization, and reintegration sites; can better make meaningful contact with vulnerable groups and CSOs in local communities; can more easily support conflict-affected women who would have difficulty speaking to male personnel; is less likely to have problems with SEA; and promotes and encourages the participation of local women and their organizations in post-conflict political processes (Megan Bastick, DCAF).

Similarly, a paper written by Johanna Velenius suggests that female peacekeepers have greater knowledge of the “host” society and are more likely to socialize with local women. Other factors may play a role here, such as ethnicity and race, for example, African women peacekeepers may have greater access to local African women than European women. Additionally, Valenius suggests that the inclusion of women in peacekeeping operations can have a “civilizing effect” on male soldier’s behavior, though women peacekeepers may withdraw from their male counterparts (Amy Barow, Chinese University of Hong Kong). Several participants noted that women’s participation in the armed forces may have an impact of the level of SEA and SGBV perpetrated by these forces in the host community (Ifeoma E. Ezeabasili and Lauren Gibbs). *Isioma Kemakolam* (CLEEN Foundation) suggested that increasing women’s participation is one in a range of tools to help reduce SGBV and should be one part of a multi-sectoral approach to SGBV. She also emphasized that while it may help decrease SEA perpetrated by peacekeeping and government forces, it may not impact the perpetration of such violence by other armed groups.

Several participants cited studies and work that has shown that women police or military officers are calmer and less aggressive, which can help to have a “calming effect” in peacekeeping missions (Sophia Ivarsson, Ani Colekessian). There is a debate about such observations since they seem to reinforce gender stereotypes. Additionally, expecting women to change dysfunctional organizational behaviors may be overoptimistic and relying on women to bring gender equality into work may mean that organizational norms and behaviors may not be challenged. Interestingly, some organizational studies focusing on the health effects of a gender balance have found that it can help promote health (Sophia Ivarsson).

Other challenges

William Tarpai noted that work on the role of the armed forces in the implementation of UNSCR 1325 is limited by information being hard to access since information that comes from military and police peacekeepers is often classified and not sharable. Additionally, there is often insufficient capacity and funding for national data collection systems and political will to disaggregate gender data may not exist (Lauren Gibbs, Global Action on Widowhood). While it is very important, contextualizing gender training programmes can be difficult particularly in defining for each particular course and target audience: what participants need to know; at what level; and its link to operational effectiveness (Kristine St-Pierre, Pearson’s Peacekeeping Center).

Sexual and gender-based violence (SGBV) and sexual exploitation and abuse (SEA) by armed forces and peacekeepers

Participants highlighted work that has been done researching the incidence of the perpetration of sexual violence in armed conflict, including by armed forces and peacekeeping personnel. Elizabeth Jean Wood has found a correlation between internal hierarchy and oversight (Sara Meger, The University of Melbourne). Through her research on sexual violence perpetrated during civil wars, Dara Cohen has found a correlation between the level of group cohesion within a given armed group and the incidence of sexual violence committed. She specifically connects this to recruitment processes. Christopher Butler, Tali Gluch, and Neil Mitchell argue that sexual violence committed by armed forces is more prevalent where there is little bureaucratic control, information or organization since this creates a climate where actors can more readily act on their own selfish motives (Corey Barr, UN-INSTRAW).

Participants suggested a number of other potential factors which could influence the level of SEA perpetrated by certain armed forces, for instance the background of the peacekeeper, the country and place of the crimes, the provision of gender training, and the socio-economic conditions in an area (Ximena Jimenez and Kawser Ahmed). *Eva Ronhaar* (UN-INSTRAW) shared the results of a recent survey of women sex workers in Haiti. The survey indicated that the majority of respondents preferred to have a UN employee as a “client” because they pay more.

An important part of response to SEA is holding offenders accountable for their actions. Since the UN cannot prosecute a soldier for SEA, it is the responsibility of the troop contributing country (TCC) to ensure accountability for SEA perpetrated by dismissing personnel from the military, imposing custodial sentences and/or stripping them of their rank. France, Morocco, Nepal, Pakistan, South Africa and Tunisia have reportedly undertaken disciplinary action against some of their peacekeepers. Evidence gathering and summoning witnesses can present practical difficulties in prosecuting these crimes. The Zeid report recommended that TCCs hold on-site courts martial in the country where the alleged offences were committed.

Recommendations

- Approach the integration of UNSCR 1325 in the policies and programmes of the armed forces using a multidimensional strategy.
- Encourage leadership (political and military) to promote and take responsibility for integrating UNSCR 1325.
- Put a clear system of accountability in place.
- Adapt gender trainings to make them directly applicable to the work of the participants.
- Disaggregate data further to break down categories within the genders, such as marital status, number of children, and other factors which may lead to marginalization.

Resources

- DPKO “Guidelines for integrating a gender perspective into the work of United Nations Military in Peacekeeping Operations”
http://www.un.org/en/peacekeeping/documents/dpko_dfs_gender_military_perspective.pdf
- DPKO Standardized Generic Training Module
- UN-INSTRAW peacekeeping map <http://www.un-instraw.org/peace-and-security/knowledge-management/gender-training-for-security-sector-personnel.html>
- Austrian Ministry of Defense and Sport, “SC Resolution 1325 and the Austrian Armed Forces”
<http://www.workshops-on-diversity.org/content/sc-resolution-1325-and-austrian-armed-forces>
- NATO, Women in the Spanish Armed Forces: Gender Policy and Development
- Anette Bringedal, “A quantitative analysis of perpetrators of sexual violence during the war in Bosnia and Herzegovina” <http://www.duo.uio.no/sok/work.html?WORKID=81012>
- Randi Solhjell, *Rebels without a cause? Perpetrator perspectives on sexual violence in the Democratic Republic of Congo* <http://english.nupi.no/Publications/Books-and-reports/2009/Rebels-without-a-cause-Perpetrator-perspectives-on-sexual-violence-in-the-Democratic-Republic-of-Congo>
- Johanna Valenius “Gender Mainstreaming in ESDP Missions” [www.eulex-kosovo.eu/.../Gender Mainstreaming in ESDP missions Chailot Paper 101 J Valenius.pdf](http://www.eulex-kosovo.eu/.../Gender_Mainstreaming_in_ESDP_missions_Chailot_Paper_101_J_Valenius.pdf)
- Swedish Defence Research Agency, “Operational Effectiveness and UN Resolution 1325 – Practices and Lessons from Afghanistan” www2.foi.se/rapp/foir2760.pdf
- M. Donadio and C. Mazzotta, “Women in the armed and police forces: Resolution 1325 and peace operations in Latin America” <http://www.resdal.org/genero-y-paz/women-in-the-armed-and-police-forces.pdf>
- UNIFEM, “Women Targeted or Affected by Armed Conflict: What Role for Military Peacekeepers?”
http://www.unifem.org/attachments/events/WiltonParkConference_SummaryReport_200805_1.pdf
- UNIFEM and DPKO, “Addressing Conflict-related Sexual Violence – An Analytical Inventory of Peacekeeping Practice”
http://www.unifem.org/attachments/products/Analytical_Inventory_of_Peacekeeping_Practice_online.pdf
- NATO’s Committee on Gender Perspectives on recruitment and retention,
http://www.nato.int/cps/en/natolive/topics_50327.htm
- Sandra Whitworth, *Men Militarism and UN Peacekeeping* (2004)
- Save the Children, *Sexual Violence and Exploitation: the experience of refugee children in Liberia, Guinea and Sierra Leone* www.fmreview.org/textOnlyContent/FMR/27/11.doc.
- *Code of Conduct on Sexual Exploitation and Sexual Abuse*
<http://www.peacewomen.org/un/pkwatch/discipline/MONUCrevisedcode05.pdf>
- *Investigation into sexual exploitation of refugees by aid workers in West Africa*
<http://www.peacewomen.org/un/pkwatch/discipline/GAres57-306.pdf>
- *Disciplinary Directives: Military Contingents*
http://www.un.org/en/pseataaskforce/tools_manage.shtml