

INTEGRATION OF GENDER PERSPETIVE IN MILITARY OPERATIONS. ADVANTAGES AND CHALLENGES

A INTEGRAÇÃO DA PERSPETIVA DO GÉNERO NAS OPERAÇÕES MILITARES. VANTAGENS E DESAFIOS A ULTRAPASSAR

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Abstract

The purpose of this study is to understand how integrating the gender perspective into military operations contributes to operational effectiveness by assessing the advantages and challenges that must be overcome. To accomplish that goal, the study reviews the international and national policies on 'Women, Peace and Security' and the studies already done on gender mainstreaming in operations. It then assesses how the Portuguese Armed Forces are organised to implement Resolution 1325 and, finally, relies on the case study of Afghanistan to better understand the importance of integrating the gender perspective into operations. The study concluded that integrating the gender perspective into military operations is a way to assess gender differences in women and men, which are reflected in their roles and interactions, in the distribution of power and in the access to resources, therefore becoming a new capability for the military, contributing to increase its operational effectiveness.

Keywords: Integration of the gender perspective, Operations, Armed Forces

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Resumo

O objetivo da investigação é compreender de que forma a integração da perspectiva do género nas operações militares contribui para a eficácia operacional, avaliando as vantagens e os desafios a ultrapassar. Para alcançar este propósito, começa-se por analisar as políticas internacionais e nacionais sobre o tema “Mulheres, Paz e Segurança” e os estudos já elaborados sobre a integração da perspectiva do género nas operações. Seguidamente avalia-se a forma como as Forças Armadas portuguesas estão organizadas para implementar a Resolução 1325 e, por último, recorre-se a um caso de estudo, o Afeganistão, para compreender melhor a importância da integração da perspectiva do género nas operações. O estudo concluiu que a integração da perspectiva do género nas operações militares é uma forma de avaliar as diferenças de género das mulheres e dos homens, refletidas nos seus papéis e interações sociais, na distribuição de poder e no acesso aos recursos, constituindo-se, portanto, como uma nova capacidade para os militares, suscetível de aumentar a sua eficácia operacional.

Palavras-chave: Integração da perspectiva do género, Operações, Forças Armadas

Introduction

Since the beginning of the last century, the issues of gender, peace and security have developed and evolved in phases. Although each of these phases is based on the preoccupations of its time, they all have their roots in the issue of patriarchy, a social and cultural construct that has privileged men to the detriment of women, but which can also be seen as a paradigm for other forms of authoritarianism, hierarchy and inequality.

The first half of the twentieth century was devoted to the articulation of the issue of women’s social and political subordination. In the years leading up to the two world wars, the lack of women with political power was already being singled out as an obstacle to peace. Then, women’s main political actions were concentrated on gaining universal suffrage.

In 1946, the United Nations (UN) established its first commission, the Commission on the Status of Women (CSW), exclusively dedicated to promoting gender equality and the empowerment of women. From 1945 to 1970, the focus was on the continued subordination of women and on the restrictions of their legal rights in some countries, even in countries where women were entitled to vote (UN Women, 2015).

From 1970 to 1985, women’s activism was geared towards promoting equality in all spheres, both public and private, which led the UN to develop efforts to set goals and standards to achieve equality between women and men. The adoption of the Convention on the Elimination of Discrimination against Women (CEDAW) by the United Nations General Assembly in 1979 was a watershed moment. It was also then that pioneering academic research on ‘Women and Peace’ emerged, the beginning of what would in time become relevant literature on the subject.

The last phase of this development process occurred from 1985 to 2000. The elevated interest and intense activity focusing on the denial of women's human rights turned into campaigns to implement and expand CEDAW and resulted in the Declaration on the Elimination of All Forms of Violence against Women signed by the UN members in a plenary session in 1993. The Fourth World Conference on Women, organized by the CSW in Beijing, in 1995, defined a set of rules to ensure that women's rights were recognised and implemented as universal human rights. The feminist theory on 'Women and Peace' developed over time and, in the last decades of the 20th century, the term 'gender' replaced 'woman' as the descriptor of the problem. Early studies on masculinity that addressed the consequences of the socialisation of men for issues of peace, as well as the consequences for men of their expectations and responsibilities in wartime legitimised the topic of 'gender and peace', making it possible to address the current gender perspective in the issue of peace. The apex of this phase was reached with the adoption in 2000 of United Nations Security Council Resolution 1325 on 'Women, Peace and Security' (Webel & Galtung, 2007, pp. 209-231).

Resolution 1325 addresses the disproportionate and unique nature of the impact of armed conflict on women, recognizing the weak and under-valued contribution of women to conflict prevention and resolution, as well as on peacekeeping and peacebuilding, stressing the importance of women's equality and of their full participation as active agents in peace and security organisations, including the Armed Forces (FA).

However, the practical application of the Resolution at the international and national levels has been varied and has had different results. Six years after the adoption of Resolution 1325, the UN Department for Peacekeeping Operations (DPKO) issued a directive on 'Gender Equality in UN Peacekeeping Operations'. In 2007, the North Atlantic Treaty Organization (NATO) adopted a policy issued by the Euro-Atlantic Partnership Council (EAPC) assigning member states the task of developing practical proposals for implementing the Resolution. Two years later, NATO approved the directive of its two Strategic Commands, *Bi-Strategic Command (Bi-SC) 40-1*, to integrate the gender perspective into its command structures, including protection measures during armed conflict, applicable to its entire international headquarters (HQ) or to any other organization operating within the NATO chain of command. In the declaration of the Lisbon Summit in 2010, the year of the tenth anniversary of Resolution 1325, NATO reaffirmed its willingness to continue its commitment to implement Resolution 1325 (NATO, 2010a). A recent study of NATO military operations concluded that Resolution 1325 is implemented inconsistently by nations, and thus NATO recommended that these countries develop National Action Plans (NAP) as well as directives to promote gender mainstreaming in military operations.

In 2009, NAP I was approved for the implementation of Resolution 1325 in Portugal, which was in force from 2009 to 2013. In August 2014, NAP II was approved for 2014-2018, 'to ensure gender mainstreaming in diplomatic, military, security, justice and development cooperation activities' (Presidência do Conselho de Ministros, 2014, pp. 4467). The NAP is the national policy framework document of all government agencies in charge of defence,

security and foreign policy, for development and gender equality, namely the National Defence Ministry (NDM), the Ministry of Internal Administration (MIA) and the Ministry of Foreign Affairs (MFA).

The plan describes the actions that the Portuguese Government intends to take to achieve the objectives of Resolution 1325, including the actions and objectives for which the NDM is directly responsible. This paper intends to contribute, insofar as the AAFF are concerned, to achieve the following objectives defined in the NAP for the NDM:

- 'Creating conditions for a more equal participation of women and men in international peacebuilding and peacekeeping missions';
- 'Appointing a gender focal point in deployed forces';
- 'Ensuring the integration of the gender perspective in all activities of international missions and appropriate support to operations on the ground' (Presidência do Conselho de Ministros, 2014, page 4470).

Therefore, the topic of this paper is the development of NAP for the implementation of Resolution 1325 in the AAFF. This study aims to analyse how integrating the gender perspective in military operations could add value to the way those operations are planned and conducted and to the limitations and constraints to be overcome, as well as to propose solutions.

Thus, the AAFF are the object of study of this research. This paper covers the period between 2000 and today, as that was the date of the issuance of Resolution 1325, and we consider that, until then, the treatment and study of gender issues was not yet relevant enough to be included in this research. The paper addresses only NATO military operations, as Portugal has deployed the majority of its contingents to the operations of the Alliance. In terms of content, the research does not address the issue of gender equality in the sense of equal opportunities for men and women, since a number of studies have already been conducted on this subject, and we will instead focus on military operations and on the impact of integrating the gender perspective in those operations.

The general objective of this paper is to understand how integrating the gender perspective into military operations contributes to operational effectiveness by assessing the advantages and challenges to be overcome. The general objective resulted in the following specific objectives (SO):

- SO1 - Explain how Resolution 1325 has been implemented internally in the AAFF;
- SO2 - Explain the integration of the gender perspective in military operations;
- SO3 - Justify why the gender perspective should be integrated into military operations.

The work conducted relies on a qualitative research strategy and uses the hypothetical-deductive method based on the formulation of hypotheses. The research design for the investigation is the case study of the Portuguese Armed Forces.

This paper is organised into four chapters, in addition to the introduction, conclusions and recommendations. In the first chapter, we will examine the conceptual framework and identify the main policies and studies that have been developed in order to better understand the state-of-the-art, which will allow us to deduct the hypotheses. In the second chapter, we will present the methodology used. In the third chapter, we intend to explain how Resolution 1325 has been implemented internally in the AAFP, first by describing how the process was developed within NATO and later in the Portuguese AAFP. This chapter also addresses the integration of the gender perspective in military operations through a case study, and justifies why gender mainstreaming should be integrated into military operations. In the fourth chapter, the results obtained in the previous chapter will be analysed, answering the SQ.

Finally, we will present our conclusions, answer the RQ, and make recommendations so that integrating the gender perspective into military operations contributes to maximising the operational effectiveness of the AAFP.

1. Literature review

This research seeks to discover how gender mainstreaming in military operations can enhance mission success by attempting to understand how human rights for men and women correlate with the stability of the nation-State to which they belong, and how they can support long-term national security interests.

This led us to identify a Research Question (RQ): What is the advantage of integrating the gender perspective into military operations? In order to answer it, we defined three subsidiary questions (SQ):

SQ1 – Have the AAFP implemented an internal structure to integrate the gender perspective?

SQ2 – How should the gender perspective be integrated into military operations?

SQ3 – Why must the AAFP integrate the gender perspective into military operations?

Thus, in order to answer the RQ and the SQ, we carried out a review of the literature, which we divided into two research areas. First, we conducted a review of the international and national policies on the theme ‘Women, Peace and Security’, and afterwards we examined the integration of the gender perspective in operations through previous studies.

a. Policies

In order to properly review the national policies, we must understand the orientations laid out by the UN and by NATO, both organizations that Portugal is a member of, on the issue of ‘Women, Peace and Security’.

(1) United Nations Organization

Resolution 1325, issued on 31 October 2000, highlighted the vital role of women in conflict resolution and called for a thorough review of the specific impacts that war has on women and girls. The resolution emphasises the importance of introducing gender mainstreaming into all UN conflict prevention, resolution, peacebuilding and peacekeeping processes. It also identifies the need for women to be involved in decision-making processes by requesting that the Secretary-General of the United Nations report on the progress of gender mainstreaming in peacekeeping missions (UN, 2000). A closer look at the resolution reveals that it is meant to be a strategic framework for the international community, with the goal of making peace negotiations and peacekeeping and peacebuilding missions more effective and sustainable. Therefore, all organizations use it as a guide to implement their own policies and to develop their action plans.

The Resolution is based on protection, prevention and participation (the 'three P's') and on gender mainstreaming, and aims to achieve gender equality. The protection of women and girls in armed conflict, and training military and civilian personnel for their protection, including a zero tolerance policy regarding the abuse and sexual exploitation of local populations; the prevention of conflict-related sexual violence; and the participation and inclusion of women (including civil society actors) in decision-making processes related to peacebuilding, post-conflict reconstruction and conflict prevention.

Resolution 1325 was complemented and reinforced by the adoption of other resolutions by the UNSC, namely Resolution 1820 in 2008, Resolutions 1888 and 1889 in 2009, Resolution 1960 in 2010 and Resolutions 2106 and 2122 in 2013, which highlight the issue of gender-based violence armed conflict situations, which is mainly sexual violence, and call for increased participation of women at all phases of the peace process.

The UN study 'Women, Peace and Security' published in 2002, which aimed to respond to the demands of Resolution 1325, highlights the significant advances that have been made in the implementation of that Resolution. However, the study concludes that women continue to be a minority when it comes to involvement in peace and security negotiations, post-conflict agreements, disarmament and reconstruction. It also discusses the various roles women play in conflicts and recommends that women participate at all levels in the negotiation of peace agreements, both nationally and internationally, because although women are often informally involved in the peace process, they are normally excluded from formal peace negotiations. It further recognizes that women cannot express their concerns unless they are consulted or included in peace negotiation processes (United Nations, 2002).

In 2014, the United Nations Interim Force in Lebanon (UNIFIL) presented the first pilot report on the implementation of Resolution 1325 into operations. The report shows that operational mechanisms have been put in place to implement gender mainstreaming across all areas of the mission, including the creation of a Military Gender Task Force and the introduction of mandatory gender training for all UNIFIL staff. A GFP network has also been established to act as gender ambassadors within their battalions. This study led to

the conclusion that the concept of gender and all gender and security related terminology was not clear to the UNIFIL military personnel, and that the difference between gender mainstreaming and gender equality was not fully understood. Focusing on the issue of increasing the number of women in the AAFP undermines the real issue, which is how to integrate gender into current structures, and creates obstacles to the full implementation of gender policies in operations. On the other hand, the constant use of normative references (resolutions, policies, etc.) which matter little to forces on the ground means that the practical adaptation of gender mainstreaming in military tasks is the key area to pique the interest of the military (United Nations, 2014).

(2) North Atlantic Treaty Organization

In December 2007, NATO and the EAPC jointly approved for the first time a NATO/EAPC Policy for the Implementation of Resolution 1325.

In May 2009, the NATO Military Committee (MC) - understanding that today's military operations require diverse skills and resources to ensure that peace and security are achieved and maintained and that, to that end, both men's and women's skills are complementary and vital to the operational effectiveness of operations - created the NATO Committee on Gender Perspectives (NCGP) as the MC's advisory body for gender-related policies for the Alliance's AAFP. The NCGP promotes gender mainstreaming as a strategy to make women's and men's concerns and experiences an integral part of the implementation, monitoring and evaluation of military policies, programmes and operations (NATO, 2009b).

Also that year, in order to implement the policies contained in the NATO Resolution mentioned above, NATO issued directive Bi-SC 40-1, and to ensure interoperability the document was prepared in compliance with the norms and action plans in force for the international military forces organised and led by the DPKO and by the European Union (NATO, 2009a).

The first NATO action plan for the implementation of Resolution 1325 in military operations was adopted during the Lisbon Summit in 2010, under the title 'Comprehensive report on the NATO/EAPC policy for the implementation of UNSCR 1325 on Women, Peace and Security and Related Resolutions'. According to this document, the overall strategy for the implementation of Resolution 1325 in the context of NATO is based on a practical approach and rests on five lines of action: the integration of Resolution 1325 into policies, programs and documentation; cooperation with international organisations and civil society; operations; training and instruction; and public diplomacy (NATO, 2010b).

Also in 2010, a NATO publication was issued that made recommendations for the implementation of Resolution 1325, prioritising the involvement of leaders in the implementation of the gender perspective, the provision of training, and the attributions of GENAD or GFA. The latter, as advisers, are to be integrated into the military structure to support commanders, and their place in the organization may be directly linked to

commanders or incorporated into the General Staff (GS) cells, such as Operations, Plans or Military Civil Cooperation (CIMIC), a decision that must be made on a case-by-case basis (NATO, 2010c).

In 2011, based on case studies, NATO defined indicators to assess the integration of the gender perspective in military operations - 'How Can Gender Make a Difference to Security in Operations - Indicators' -; however, these indicators are more suitable to measuring gender equality and are unlikely to successfully measure the effectiveness of the integration of the gender perspective in operations. More importantly, this document incorporated best practices, categorising them as tactical/operational and operational/strategic. For each of these two categories, best practices were divided into areas: personnel, training and instruction, planning and operations (NCGP, 2011).

The Bi-SC 40-1 directive was revised in 2012. This review addressed the UN resolutions on conflict-related sexual violence (1888 and 1960), clarified the GFA and GFP attributions, presented NATO definitions on gender, gender mainstreaming, gender perspective, gender analysis and gender equality, establishes NEP, describes how GS offices should relate to and integrate with gender, and defines a reporting model for assessing the integration of the gender perspective in operations (NATO, 2012).

In April 2014, the NATO/EAPC policy for the implementation of Resolution 1325 was updated to become a comprehensive policy, and in June 2014 the action plan that had been adopted at the Lisbon Summit was replaced by a global plan of action aimed at implementing the most recent policies on 'Women, Peace and Security'.

(3) Portugal

In 2009, Portugal approved its first NAP for the implementation of Resolution 1325 for 2009-2013, defining five strategic objectives to be implemented, divided into 30 specific objectives (Presidência Conselho de Ministros, 2009, 5580-5581). It should be noted, in order to differentiate it from the NAP, that the first Portuguese plan to address gender equality, understood as equal opportunities for men and women, was approved in 1997 under the designation 'Global Plan for Equal Opportunities (1997- 99)'. Today, Portugal has already disseminated its V National Plan for Equality, Gender, Citizenship and Non-discrimination (2014-2017), 'aimed at enhancing the promotion of gender equality in all areas of governance' (Presidência do Conselho de Ministros, p. 7036).

The II NAP for 2014-2018 was approved in August 2014, expressing the results, in both form and content, of the internal and external monitoring and evaluation of the I NAP (Presidência do Conselho de Ministros, 2014, p. 4469). The II NAP defined five Strategic Areas (SA) of action, which replaced the strategic objectives defined in the I NAP, although they are very similar or even the same.

Each SA comprises measures to be implemented, naming the responsible body and the bodies involved in those areas, the objective and its indicators. The NDM is the body

in charge or involved across all areas, and as such is a major actor in the implementation of this plan. However, analysing the measures for which the NDM is primarily responsible allowed us to conclude that these measures are less focused on the effects on the ground of the implementation of the Resolution, and more on the internal initiatives of various organisations, such as training and instruction, the number of women participating in international missions, and the number of women in AAFF or security forces. The reason for this is the need for the plan to serve several bodies and, as such, the measures attempt to find a common denominator, rendering it somewhat vague.

The NDM elaborated its sectoral planning for the duration of the II NAP. This document was prepared in the form of a table, and, for each SA and respective measures for which the NDM is responsible, it lists the objectives, performance indicators, bodies responsible for implementing those objectives, actions to be implemented and their respective timing. Analysing the document revealed that it also focuses, essentially, on gender equality and training, and that it does not deal in detail with the issue of operations. We have also ascertained that the NDM assigns explicit tasks to the Branches, which should be defined for the whole AAFF, and that the EMGFA should be responsible for assigning the AAFF tasks to each Branch.

From the analysis of these documents, we could ascertain that both the national NAP and the NDM plan are not very specific regarding the attributions of the AAFF, especially in what concerns actual military operations, and that a well-defined gender structure does not seem to exist in the AAFF.

b. Previous studies

There is a number of gender studies, most of which focus on gender equality. However, not many studies have been carried out within the AAFF to assess the integration of the gender perspective in military operations and how it relates to operational effectiveness.

In 2013, the Universidad Rey Juan Carlos in Spain developed the first bibliometric analysis on the research topic 'Women, Peace and Security', concluding that the participation of women in operations has a positive impact on peacekeeping, as well as on conflict resolution and conflict management; that not much research has been conducted on the implementation of Resolution 1325 in the AAFF; and that the existing research was carried out by a small group of universities/countries, covering a limited number of countries. This study recommends that efforts be made to evaluate the implementation of Resolution 1325 in NATO countries (quantitative analyses, since the existing studies are based on qualitative analyses), and how they relate to the economic, social and political situation in those countries (Palomo & Figueroa-Domecq, 2013).

Thus, in this research, we analysed two studies carried out by the Swedish Defence Research Agency, assisted by NATO.

The first was developed in 2009 and identified best practices and lessons learned on the implementation of Resolution 1325 in the Provincial Reconstruction Teams (PRT) in Afghanistan, applying Olsson's model of analysis to five different PRT (Italian, New Zealand, Dutch, Norwegian and Swedish). In 2009, only the three Nordic countries had a NAP, which allowed them to orient their performance on the ground, and the Swedes were the only ones receiving national level directives in this area and already integrating into their forces elements with gender specialist functions (GFA and GFP). On the other hand, the Swedes had a low percentage of women in the ranks, which sometimes jeopardised the achievement of some of their objectives. In these three countries with NAP, there was also a lack of knowledge and training on Resolution 1325 and how it should be implemented in practical terms into the daily routine of operations. The other two countries, New Zealand and Italy, had to adapt their activities to the situation on the ground in Afghanistan, in light of the differences between Afghan men and women, although they did not have a NAP and had to resort to CIMIC and to the use of mixed teams, especially with regard to force protection. The main activities identified as enhancing operational effectiveness, making use of the implementation of Resolution 1325, were the inclusion of the Resolution in the methods/strategies to win the hearts and minds of the local population; the gathering of information from a greater number of actors in society; improved safety and force protection; the inclusion of women in decision-making processes; and the effective improvement of the situation of Afghan women; with both female and male personnel benefiting from the implementation of Resolution 1325 in the performance of these tasks; furthermore, the implementation of this resolution is not limited to military women (Olsson et al., 2009, pp. 115-117).

Regarding the process of implementation of Resolution 1325 in NATO operations, the study points to an increase in the ability to systematically integrate the content of the Resolution by the Allies and their Partners and identifies three major conclusions. The first is that the implementation of the Resolution requires a broad approach because it is a multidimensional process which involves several bodies and areas of work. The second concerns the importance of leadership and, in the case of military organizations such as NATO, of commanders, as it is them who are responsible for ensuring the integration of gender mainstreaming in operations; and, finally, that the role of gender specialists is crucial for the whole process to develop (Olsson, et al., 2009, pp. 126-127).

In 2013, a second study was carried out which resulted in a comprehensive report reviewing the practical implications of Resolution 1325 for the conduct of NATO military operations, also focusing on the lessons learned from its implementation in the Afghan theatres of operations, in the International Security Assistance Force (ISAF), and in the Kosovo Force (KFOR) in Kosovo. Four years after the above study, improvements have been made, and there is now greater knowledge and understanding of the integration of the gender perspective in military operations (Lackenbauer & Langlais, 2013, pp. 67-68). However, the conclusions of this second study are very similar to the first, particularly regarding the involvement of commanders and the need for gender specialist roles.

c. Conclusive synthesis

The literature review allowed us to put Resolution 1325 into context, and we have found that it is based on the protection, prevention, participation of women and gender mainstreaming.

By analysing the national documents, we found that the NAP and the NDM plan are rather vague when it comes to the duties of the AAFP, especially in what concerns military operations, and that a well-defined gender structure does not seem to exist in the AAFP.

With regard to previous studies, we have found that studies assessing the integration of the gender perspective in operations are still few, and that recommendations have been made to direct efforts towards the evaluation of the implementation of Resolution 1325 in NATO countries; this research therefore constitutes an even greater challenge.

From the few existing and analysed studies, we were able to conclude that the concept of gender and all related terminology are not yet clear to the military, specifically as to 'why' and 'how' to apply it at the tactical and operational levels, and that the difference between the integration of the gender perspective and gender equality is not fully understood. On the other hand, three key issues were also identified in the integration of the integration of the gender perspective: that it is a multidimensional process, requiring a broad approach; the importance of leadership; and, finally, that the roles of gender specialists are crucial for the process to develop.

The literature review allowed us to formulate the following hypotheses (HYP):

HYP1 – There is no well-defined military structure for the integration of the gender perspective into the AAFP.

HYP2 – There are two key factors that ensure the proper integration of the gender perspective into military operations: leaders who are aware of the importance of that integration and the presence of gender specialists.

HYP3 – The integration of the gender perspective must be built on the understanding that conflicts have different impact on women and men, which requires appropriate action.

2. Methodology

This research focuses on the detailed content of Resolution 1325 to assess its effectiveness and the process of its integration into military operations. In this paper, we used an adaptation of the model initially developed by Louise Olsson in her study aimed at integrating the Resolution in a Nordic BattleGroup (BG). This model is based on the fact that the Resolution identifies gender as an aspect that spans the dimensions of military operations: the internal dimension, reflecting how the AAFP are organised; and the external dimension, how the AAFP operate in the area of operations to achieve a desired final state. These two dimensions transversally incorporate two concepts: representation, reflecting the participation of women

and men; and integration, which corresponds to how Resolution 1325 is used in the process to achieve the desired end state.

In light of the delimitations of this study, the initial model had to be adapted to answer the research questions. Thus, Olsson's theoretical model was adapted into the model of analysis that served as the basis for the development of this research, presented in the following table.

Table I – Model of Analysis

Concepts	Dimensions	Indicators
Integration	Internal	<ul style="list-style-type: none"> • Training and instruction; • Analysis; • Planning; • Reports; • Assessment and development of plans/policies
	External	<ul style="list-style-type: none"> • Procedures for the execution of the missions; • Gender specialists; • Operations Command
Representation	External	<ul style="list-style-type: none"> • Interaction with the local population (men and women) • Cooperation and promotion of local partners, including NGOs specialising in providing support to women

Source: (Prepared by author, 2015).

To study the indicators, we used qualitative data gathered from, among other sources, the literature review and the qualitative analysis of the responses obtained in the interviews with the military personnel of the AAFF from other countries that performed gender specialist roles in NATO military operations, with the Representatives of the Interdepartmental Team for the implementation of Resolution 1325, from the three branches of the AAFF and the General Staff of the Armed Forces (EMGFA), as well as other experts in this area of knowledge.

The research was conducted according to the following plan:

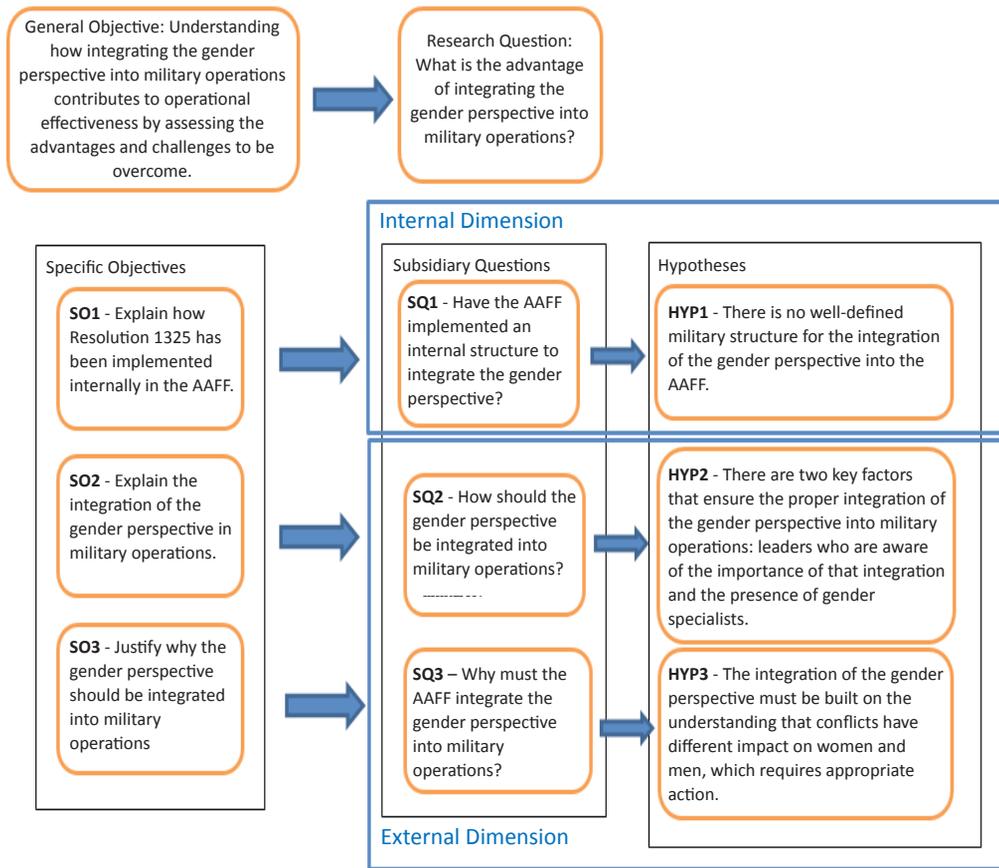


Figure 1 - General research plan

Source: (Prepared by author, 2015).

3. Description of results

a. Internal dimension of the integration of the gender perspective

(1) The integration of the gender perspective in NATO

Directive Bi-SC 40-1 was approved in 2009. However, the lessons learned, the new resolutions issued by the UN and the update of the policies to implement the Resolution required a review of the directive in 2012, three years after it was adopted.

The adoption of the NATO Action Plan by the North Atlantic Council (NAC) requires all Member States and partner nations to commit to Resolution 1325 and related resolutions in order to ensure that the uniform application of Bi-SC 40-1 allows the integration of the gender perspective to become routine (NATO, 2012, pp. 3-4).

(a) Gender structure in NATO - Political and strategic level

NATO took a significant and symbolic step at the level of policy and diplomacy in the appointment of the Secretary-General's Special Representative for Women, Peace and Security in 2012, even if the position was not yet permanent. This action alone put the issue at the top of the international agenda and, in October 2014, Marriët Schuurman took on the position on a permanent basis.

The NCGP is a consultative body of the NATO MC on gender-related policies for the Alliance's AAFP. This body promotes the integration of the gender perspective as a strategy to make women's and men's concerns and experiences an integral part of the design, implementation, monitoring and evaluation of NATO's military policies, programmes and operations (NATO, 2014b, pp. A1).

The International Military Staff (IMS), the executive body of the MC, includes the IMS Office of the Gender Adviser (IMS GENAD), which constitutes the IMS Office of Primary Responsibility providing information and advice on gender issues and on the Implementation of Resolution 1325, and also serving as the secretariat of the NCGP (NATO, 2014b).

There is a GENAD at the level of Strategic Commands, Allied Command Operations (ACO) and Allied Command Transformation (ACT).

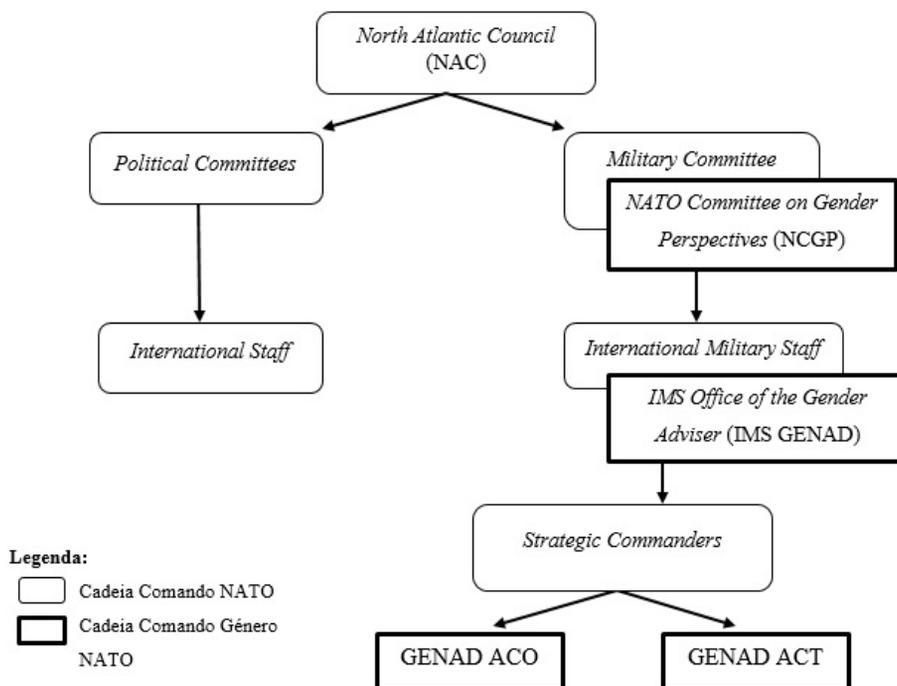


Figure 2 – Gender structure in NATO – Political and strategic level

Source: (Prepared by author, 2015).

The ACO GENAD is responsible for the issues exclusively related to the integration of the gender perspective in the planning, execution and evaluation of military operations, as the issue of gender equality has become the responsibility of Human Resources since 2004 (Isaksson, 2012). The most relevant attributions of the GENAD are: participating in the main initiatives of policy development, planning and execution; gathering, analysing and providing information on gender issues, as well as advising on those issues; conducting gender analysis in the various NATO operations; train and assist the GFP of the different ACO Branches; and participate and support the Operations Planning Process (OPP) (Isaksson, 2013).

(b) NATO gender structure – Operational and tactical level

NATO’s military component, under the leadership of the ACO, has established a framework to ensure the integration of Resolution 1325 by creating GENAD positions across the organization, including in the Joint Force Command (JFC), Brunssum and Naples, and in the sea (MCC), land (LCC) and air (ACC) components (operational and tactical levels). This measure was accompanied by the creation of GFA, which are deployed for the operational and tactical HQs.

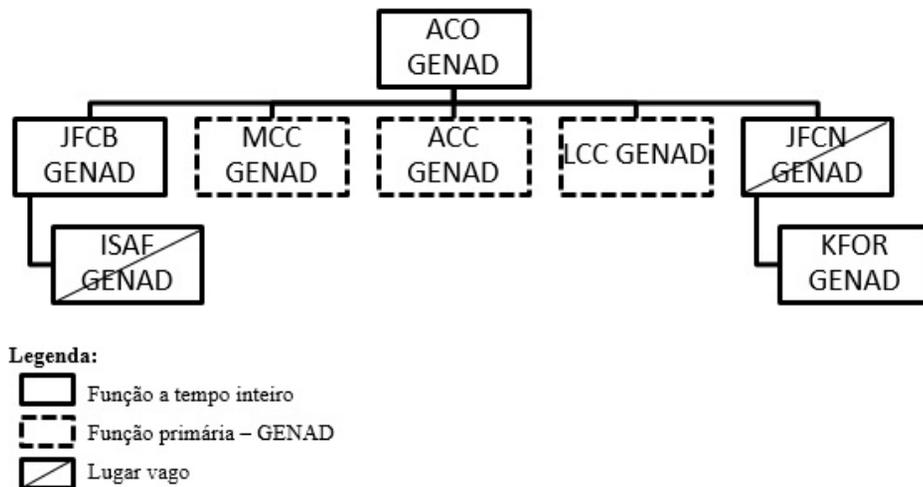


Figure 3 - Gender structure in NATO - Operational level (for May 2014)

Source: (NATO, 2014d).

The GENAD is part of the Joint Operations Planning Group and should also have direct access to the commander, so that they are able to communicate with the decision makers in a timely and direct manner. In functional terms, the GENAD is in contact with the other GENAD, GFA and GFP, either in upper-level and/or subordinate-level commands (NATO, 2012, p.A_1).

The GENAD functions and responsibilities vary according to the HQ and/or the mission they are integrated in, therefore these must be defined in NEP. However, NATO has issued a guideline describing what its main functions should be, among which: to support operational objectives and activities in their joint area of operations that involve local security forces, such as the recruitment of women, support for the establishment of local structures to receive and train women; assess the different risks to the security of men and women; and support the remaining members of the GS on how to integrate gender mainstreaming into their respective tasks and products (NATO, 2012, pp. A_1-A_2).

The GFP are located at the lowest level of the gender structure, operating on the ground at the tactical level.

(c) Training and instruction

Training and instruction are one of the critical elements identified by the directive, requiring that all personnel involved in NATO-led operations receive training and instruction on gender mainstreaming, on the international law on the rights and protection of women, and on the importance of involving women in operations and of cultural understanding that provides details on gender in the area of operations.

In 2010, the NCGP developed a model training program to be delivered to the military integrated in NATO operations, defining learning objectives, as well as target audiences (officers, sergeants and other ranks) (NCGP, 2010).

Since 2013, NATO's GENAD and GFA training and instruction has been administered by the Nordic Centre for Gender in Military Operations (NCGM) in Sweden, which is part of the Swedish Armed Forces International Centre (SWEDINT). This Centre provides GFA courses, mainly directed to military personnel who will be performing GENAD or GFA roles; courses for gender trainers, open to officers up to the rank of Lieutenant-Colonel, who are trainers or who belong to defence or security structures dealing with gender issues; and seminars for participants who will be performing the roles of commander, Chief of GS or Heads of GS Offices at the operational level (SWEDINT, 2015).

(d) Operations Planning

The NATO Operations Planning Directive, the *Allied Command Operations Comprehensive Operations Planning Directive* (COPD), the first version of which was issued in 2010, describes the OPP for the strategic and operational levels, supporting the NATO Crisis Management Process. By 2013, this version had been revised and updated, including the lessons learned from its use during operations, exercises and drills, and the changes resulting from the restructuring of the NATO command structure, the creation of the Comprehensive Crisis and Operations Management Centre, and the updates made to the policies and the doctrine (NATO, 2013, p. I).

Thus, the second version (V 2.0) of the COPD introduced, for the first time, the integration

of gender mainstreaming in the OPP, which must take place at the outset of the process, namely in the characterisation of the Operating Environment according to six domains - Political, Military, Economic, Social, Infrastructure and Information (PMESII) - that should incorporate, for each of these areas, a gender analysis that includes cultural, economic, social and health aspects, etc. (NATO, 2013, pp. 1-8).

As an annex to the Operational Plan (OPLAN), V2.0 elaborated Annex RR - Gender Perspective, which, like the others, is not mandatory and will depend on the context of the operation to be developed (NATO, 2013, p. C_6).

This new version of the COPD introduced significant changes to the OPP with regard to gender mainstreaming in the planning of NATO operations, but it is important that these provisions are effectively put into practice.

(e) Development of the integration process in the internal structure

The integration of the gender perspective has been occurring within the NATO structure on a number of levels, and the approach to internal implementation has been to transform ways of thinking, that is, a process that comes from within the organisation. From the onset, the people who lead this process recognised that the creation of something new and unknown would probably generate great resistance. The same model as the one used by Sweden's AAFB has been used for the transformation and implementation in the ACO, relying on the theory of change¹ for the integration of the gender perspective. In order to achieve lasting change, it is necessary to involve internal actors and stakeholders who are willing to take responsibility for the process of change and become agents of change (Isaksson, 2014, pp. 61-62). Thus, in order to ensure success, the ACO has devoted considerable effort to anchoring this process of change, focusing on engaging prominent leaders, both formal and informal, at all levels of the organisation.

(2) The integration of the gender perspective in Portugal

Portugal has had an NAP since 2009, an important milestone as some European countries only developed one at a later date (France and Italy in 2010 and Germany in 2012) (iKNOW Politics, 2015).

To ensure its implementation, a working group was created, consisting of a representative of each of the ministries involved (MFA, NDM, MIA and Ministry of Justice), and the work was coordinated by the representative of the Government member in charge of gender equality, supported by the Comissão para a Igualdade de Género (CIG) [Commission for Citizenship and Gender Equality] (Presidência Conselho de Ministros, 2009, p. 5578). To this end, the NDM created an Interdepartmental Team, 'double hatted', for gender equality and for NAP

¹ Carol Weiss popularised the term theory of change in 1995, as a planning process that serves to enact organisational/ social change by identifying actions to be developed (ministeps) to achieve long-term goals (Anderson, 2004, p. 2).

1325, composed of the AAFP Representatives (EMGFA, Army, Navy and Air Force) and of the various agencies that integrate the NDM.

A final evaluation report on I NAP was drawn up and released last year, stating that 'there are still many gender biases and stereotypes, especially in the male elements of the military forces, attitudes that generate internal resistance and a systematic marginalisation of the issue', although there is now 'greater consolidation of the issue at the level of international cooperation, both political and military, as the Gender Equality issue is always present' (CIEG, 2014, pp. 65-66). The same document states that one of the NAP's weaknesses is its relative marginality in the Defence agenda, in particular in the AAFP, as it is not considered a strategic document (CIEG, 2014, p. 70).

After this assessment, we concluded, as we wanted to emphasise with this study, that there is prejudice within the AAFP and that it is a 'major obstacle to the effective dynamisation of the issue of gender equality with these bodies, and consequently to the implementation of the strategic objectives' (CIEG, 2014, p. 70); and/or there is a profound lack of knowledge on both parts, that is, the civil bodies do not know how to interpret Resolution 1325, as it is not restricted to the issue of gender equality, and the AAFP, who are also unaware of the content of said Resolution and do not know how to implement it.

It is now important to analyse how the gender perspective has been integrated, internally, into each of the Branches of the AAFP, as well as in the EMGFA.

(a) EMGFA

As mentioned above, there is a Representative for the NDM Interdepartmental Team at the EMGFA. This role is performed, in accumulation of functions, by an officer assigned to the Resources Division (DIREC), currently with the rank of Lieutenant-Colonel. Since October 2014, this officer has been in charge of these functions, and the only training they have on gender issues corresponds to the first module of the 2nd Training Course on Gender Equality (Carvalho, 2015) at the Instituto de Defesa Nacional.

No documents (plans or directives) have been developed by the EMGFA with assignments for the Branches of the AAFP, and at this level (strategic-military and operational) the EMGFA only implements and monitors, through the DIREC, the measures contemplated in the sectoral planning of the NDM for II NAP, which are its responsibility, and coordinates directly with the Branches whenever it deems necessary (Carvalho, 2015).

Analysing the sectoral planning of the NDM, we were able to ascertain that the ministry places the EMGFA at the same level as the Branches. However, the Chief of Staff of the AAFP (CEMGFA) 'hierarchically outranks the Chiefs of GS of the Branches on issues involving the readiness, employment and sustainment of the forces and means of the operational component of the Force' (Conselho de Ministros, 2014, 6382), and since the NAP precisely relates to the use of these forces, it seems to us that the current situation is not the most adequate and could even create entropy in the military hierarchy.

On the other hand, the Joint Command for Military Operations (CCOM) is not included, even when some of its attributions are: 'to plan the employment and conduct, at a strategic and operational level, of forces and contingents in military operations at the external and internal levels, plan and direct joint operational training, and assess readiness, availability, effectiveness and sustainment of the forces integrating the operational component of the Force' (Conselho de Ministros, 2014, p. 6385), and, in our opinion this Command should be the main body responsible for the implementation of Resolution 1325 in the AAFF. Moreover, by analogy with NATO, it is the ACO that directs the implementation of Resolution 1325 at the strategic and operational level.

Still under the EMGFA, the Instituto Universitário Militar (IUM) offers courses in the Area of Operations Teaching, in which the NATO OPP and COPD V2.0 are studied, both in the Field Grade Officers Course (CPOS) and in the Joint Staff Course; however, the issue of gender mainstreaming has not yet been implemented.

(b) Navy

In the Navy, the Representative has been performing this role since May 2011, in accumulation with the role of consultant for human resources at the Gabinete de Estudos e Planeamento da Superintendência do Pessoal [Office of Studies and Planning of the Personnel Superintendence]. However, the Navy does not offer any specific training on gender issues (Lourenço, 2015).

No directives have been issued by the Chief of GS of the Navy, nor is there an internal Navy plan for the implementation of Resolution 1325. As far as training is concerned, it has not yet been included in the Navy course plans, and the only plans are for gender-specific training/awareness to be administered to personnel integrating Deployed National Forces (DNF), related to the socio-cultural aspects of the country/region where the mission will take place (Lourenço, 2015).

(c) Army

Of all the AAFF Branches, the Army has been the one that has made the most effort in the implementation of Resolution 1325. Although it has not received any direct guidelines from the EMGFA, it has developed its own internal plan for the implementation of that resolution and it even has an internal network for gender issues, with Points of Contact (POC) in the main bodies, which are no more than GFP, if we wish to call them by what they are. A document has been issued that assigns specific tasks in this area, namely, monthly data collection disaggregated by sex (Batista, 2015).

The Representative has held these positions since 2013 and has specific training on gender, including the course 'A Comprehensive Approach to Gender in Operations' of the European Security and Defence College in Madrid, and has attended training courses on 'Human Trafficking' and 'Gender-Sensitive Budget' (Batista, 2015).

As for training, all POC have already been trained by the Representative, and training is provided at the Academia Militar, Escola de Sargentos do Exército, and to the CPOS and the Commanders Course at IUM (Batista, 2015).

With regard to military operations and the readiness of the NDF, although standards of conduct for implementation have already been drawn up, which have been distributed to the last two contingents that were deployed to Kosovo and Afghanistan, training and instruction have not yet been implemented. Furthermore, the gender issue has not yet been reflected on either the periodic reports or the mission statement (Batista, 2015).

(d) Air Force

The Representative of the Air Force has performed these roles for longer than all other Representatives, that is, since 1993, although not always under this designation (Oliveira, 2015). It can be said that the Air Force pioneered the integration of gender issues, including gender equality, by creating the Grupo de Trabalho do Serviço Militar Feminino da Força Aérea [Air Force Women's Military Service Task Force], with the mission to assist the Personnel Commander in these matters. Like in the other Branches, gender matters are also dealt with by Human Resources (Personnel Command) and the role of Representative is performed in accumulation of functions.

Although the Representative has been performing this role for a long period of time, she has only attended a one-day training seminar. In spite of this, the course 'A Comprehensive Approach to Gender in Operations' will be attended by a senior officer (Major) in June 2016 in Madrid, and a training course on 'Human Trafficking' will be attended by a jurist (Lieutenant). The Air Force Academy also holds a lecture at least once a year on the theme 'Saúde e direitos humanos, incluindo sobre violência sexual e violência de género' [Health and human rights, including sexual violence and gender violence] (Oliveira, 2015).

There is also a NAP for the implementation of Resolution 1325, based on the sectoral planning issued by the NDM for 2014-2018.

b. External dimension of the integration of the gender perspective

(1) Case Study – Afghanistan (ISAF)

We had to resort to a case study, since the Portuguese AAFF is only now beginning to take the first steps in integrating gender mainstreaming into its operations.

NATO took over the leadership of ISAF in Afghanistan in August 2003 and from 2011 onwards, the responsibility for security was gradually passed on to the Afghan security forces, who took the lead in the summer of 2013. The presentation of this case study is based on two studies conducted on the ground, in 2009 and 2013, and on interviews with military personnel who participated in the mission as gender specialists or as Commanders.

(a) The integration of the gender perspective in ISAF

The ISAF top command structure consisted of a strategic level HQ (ISAF HQ) and two subordinate commands - NATO Training Mission-Afghanistan (NTM-A) and ISAF Joint Command (IJC). The five Regional Commands (RC) and the PRT² answered to the IJC Commander (COMIJC).

1. ISAF Gender Structure

In the ISAF HQ there was a Gender Advisor Unit, under the Chief of GS, staffed by four people, a Brigadier General (a position occupied by a civilian with equivalent qualifications, for lack of military personnel), a Lieutenant-Colonel (a position that was also not filled), a Major and a Sergeant. This unit was part of the GS of the ISAF Commander (COMISAF) and was tasked with supporting and advising COMISAF and GS members on gender mainstreaming and on the implementation of Resolution 1325. GFP were set up at the various ISAF HQ Divisions (Lackenbauer & Langlais, 2013, p.35).

As of 2012, ISAF has an annex, Annex WW - Gender in ISAF Operations - to its OPLAN, although GENAD rarely participated in ISAF HQ planning meetings (Lackenbauer & Langlais, 2013, page 38).

On the other hand, the IJC had the GENAD position, to be filled by an officer with the rank of Lieutenant-Colonel under to the *Repartição de Planos* [Planning Office], as the gender issue was understood by the IJC to be directly related to the stability of the districts. The focus of this officer's work was internal, with the overall objective of integrating the gender perspective into operations, which included participating in GS meetings. They provided guidance on Resolution 1325 and on integrating gender mainstreaming into RC, and also liaised with Non-Governmental Organizations (NGOs) and Afghan women (Lackenbauer & Langlais, 2013, p.36).

Not all RC had GENAD, only RC North and RC South. In 2011, RC South was the first in Afghanistan to develop an annex on the gender perspective as part of its OPLAN, which was later also incorporated into the OPLAN body, providing necessary guidance to military and civilians who worked in the operating area, who, with the exception of a small number of people, were poorly informed about the significance of the integration of the gender perspective for building stability and peacebuilding in Afghanistan (Lackenbauer & Langlais, 2013, Pp. 39; Oppermann, 2013).

As for the PRT, few had GFA, as the availability of that position depended on the perception of the nation responsible for the PRT. For example, according to Olsson et al (2009, p.106), the Swedes are pioneers in this area and have included GFA in their contingent since 2008.

² A PRT is a joint military and civilian organization, staffed and supported by ISAF member countries operating at the provincial level in Afghanistan. It can be operated by a single nation or by a coalition of two or more nations and is generally responsible for covering one province (ISAF, 2009a).

2. Gender enablers

In Afghanistan, the population was the centre of gravity for counter-subversion operations. The proportion of males and females in the Afghan population is approximately 50% for each, but its culture promotes segregation by sex. As such, the appropriate operational response must be culturally sensitive to this segregation, promoting male-male and female-female interaction. A study developed at the ISAF HQ in 2010 revealed that ISAF forces were effectively taking their decisions along all lines of operations affecting the entire population but had a limited perspective on the female half of the population (Vedder, 2010).

Thus, in May 2010, COMISAF General McCrystal issued a directive aimed at standardising how ISAF units dealt with the Afghan female population by implementing Female Engagement Teams (FET) at the Theatre of Operations (TO). In March 2011, it was decided that all Brigade Combat Teams planned for Afghanistan after August 2011, had to have trained FET assigned to the unit prior to their deployment to the TO. In October, the IJC formalised the FET mission, noting that these teams were enablers in the area of operations, influencing, informing, and interacting with the local population, especially women, to achieve their counter-subversion goals and creating a relationship of trust with the Government of the Islamic Republic of Afghanistan (Jones, 2013, page 23). A FET consisted of a minimum of two people and, where possible, medical staff and female interpreters (Jones, 2013, 27). The scope of its action focused on dealing with women at the local level; identifying their needs and constraints and gathering information about the situation in their communities.

The US Special Operations Forces (FOEsp) realized that the FET concept had merit and developed the concept of Cultural Support Teams (CST) in 2011. They began by eliminating the female descriptive in the designation of these teams and by recruiting, selecting and training female soldiers who were then sent to Afghanistan to incorporate the gender perspective in support of the FOEsp.

The CST mission was to support combatants involved in all types of operations, such as non-kinetic, Village Stability Operations and other initiatives in support of the more kinetic activities of special operations. The main focus of all their efforts was still to interact with Afghan women in their area of operations, but they could also interact with the male population. These women were required to have greater tactical proficiency than those in the FET due to the isolation and the more threatening environment characteristic of the use of special operations units (Ricks, 2011).

(b) Lessons identified

1. Documentary analysis

Gender specialists played a key role in the effort to implement Resolution 1325 at ISAF, thereby making these functions indispensable for that implementation. The majority of personnel at ISAF HQ and IJC and at most RC identified gender mainstreaming and the work related to the implementation of Resolution 1325 as a task to be addressed exclusively

by GENAD. Those willing to include gender mainstreaming in their daily activities because they were aware of Resolution 1325 did not know how to do it. It was revealed that many Commanders and MS personnel were not aware of or had not received any training on gender issues, either on Resolution 1325 or on Bi-SC 40-1. There were, however, some attempts to include the gender perspective in operations, often made by individuals who implemented them out of personal investment in the issue. One example is the case of the GFP of the ISAF HQ Intelligence community, who presented analyses through the 'lens' of gender, although this was an isolated case, as otherwise, the main Intelligence products rarely included the gender perspective (Lackenbauer & Langlais, 2013, pp. 39-43).

When gender specialists genuinely had access to decision-makers, they were usually successful in influencing decisions and because of this impact they should be regarded as the main source of skills and initiative for the successful integration of the gender perspective in ISAF (Lackenbauer & Langlais, 2013, page 44).

As for training and instruction, most ISAF staff did not receive gender training during the mission. Those who had received it had either done so as part of the national training administered during the preparation stage, or on a voluntary basis. The issue of the gender perspective was commonly seen as being exclusively related to 'women's issues' (Lackenbauer & Langlais, 2013, 45).

The participation of Afghan women as relevant actors in conflict resolution and peacebuilding was rarely addressed by ISAF, which did not take them into account in a number of respects, particularly from a security perspective, especially during the transition of security duties from ISAF to the Afghan Security Forces, as well as in their roles as mediators in local disputes and conflicts.

There is virtually no discussion as to whether the effectiveness of FET and CST programs has become an added value. Numerous reports underline how these teams have unlocked access to information about Afghan local communities which was previously outside the reach of tactical units. In addition to this, the ability of these teams to deal with men and women at the same time allowed FET to play a key role in building good relations between units and communities and between communities and their Afghan local government (Jones, 2013, pp. 29-30).

In 2011, training and instruction were only administered to the female military personnel who were part of the FET. The Commanders were not required to participate in training. This constituted a huge gap, as it meant they had little or no idea how to use FET, which were designed to act as force multipliers. Consequently, most Commanders, to the frustration of those who belonged to the FET, as well as others who understood their value, ignored an important battlefield asset (Oppermann, 2013). According to a survey carried out in January 2012, 45% of those interviewed assumed that they were under-exploited by their commanders, due to lack of understanding in two areas: how to employ the FET and what their true capabilities are (Jones, 2013, 30).

The factors that appear to have blocked the evolution of gender work in ISAF include: the low level of training and understanding of gender issues among the elements of the Force;

the number of vacant positions in the functions of gender specialists; lack of tools for gender analysis; the dependence on the abilities and motivations of certain individuals, who could quickly leave the TO; the conflation of gender issues with 'women's issues' (Lackenbauer & Langlais, 2013, page 47); and, above all, the lack of leaders who understand the new capabilities at their disposal and therefore can make the most of those capabilities.

2. Interviews

The interviews were conducted with military personnel who had already performed gender roles at ISAF and KFOR and with a Swedish contingent commander in Kosovo.

An obvious issue that is common to all is their experience, training and instruction in the area of gender. All of them completed the GFA course administered by the NCGM, the body responsible for providing the training and instruction of NATO's GENAD and GFA. Gender specialists should be those who are primarily aware of how the gender perspective should be implemented in operations because they are the only ones who can convey that awareness. Even when the Commander and GS are aware of the importance of the integration of the gender perspective, as was the case with the Swedish contingent in Kosovo, if there is no gender specialist to remind them of gender issues, they will be neglected during planning (Herlitz, 2015).

As for the role of Commanders, the opinion was also unanimous. It is them, not gender specialists, who are responsible for the integration of the gender perspective, and as such they must lead these issues, demonstrating their importance and prioritising them. They should also define integration objectives that are aligned with the objectives of the operation. According to Herlitz (2015), Commanders must take the time to explain and discuss with their officers and soldiers what the true operational effect of the integration of the gender perspective is, emphasising that it is not equality.

They encountered various difficulties in performing their specialist roles. The first was the lack of gender specialists in the subordinate commands that allowed them to liaise with the units on the ground; the lack of a formal system of gender reporting, which resulted from an ill-defined chain of command; and the lack of general knowledge about gender issues, which, coupled with the high turnover rates of the soldiers in the missions, required constant training without any significant results. This lack of knowledge resulted in the orders and documents disseminated on gender being difficult to implement, since they were not given the necessary relevance. Finally, although GENAD was supposed to be an adviser to the Commander, it was often almost impossible to gain access to him due to the multiple levels of the chain of command, which resulted in communication difficulties and occasionally even in poorly transmitted messages.

Herlitz (2015) pointed out that if we apply gender mainstreaming, thereby reducing the risk of accidentally making the situation worse for the population, we will have a better situational and cultural understanding and strong local support.

(2) The importance of the integration of the gender perspective in military operations

(a) The female side of the integration of the gender perspective

In 2014, at the Welsh Summit, NATO stated that it attaches great importance to ensuring the full and active participation of women in conflict prevention, management and resolution, as well as in post-conflict and cooperation efforts, while remaining committed to preventing sexual violence and conflict-related violence (NATO, 2014c). Previously, in 2012, the Chicago Summit Declaration had already included a paragraph on the widespread use of sexual violence and gender-based violence in conflicts; and at the Lisbon Summit in 2010 the Alliance had called for a rigorous and effective implementation of Resolution 1325 and related resolutions in all its activities. These public statements point to a clear recognition of the changing nature of modern conflicts and confirms the importance given by NATO to women and girls when it comes to building sustainable long-term peace.

General Sir Rupert Smith coined the term ‘war amongst the people’ to describe the new paradigm in which military action occurs, where military action increasingly takes place in environments centred on the civilian side of the conflict, that is, in the population. However, this concept has usually been understood from a normative male perspective, rather than also including and valuing the perspective of women (Prescott, 2013, 24).

Contemporary armed conflicts are predominantly intrastate or national, are waged by non-state actors and are triggered by a combination of issues related to identity, ethnicity, religion, or competition for resources. The changing nature of warfare encourages the use of conflict-related sexual gender-based violence (SGBV). Like conventional weapons, SGBV can be used by leaders to achieve political, military and economic ends, destroying the very fabric of society. Moreover, in societies where violence and discrimination against women existed prior to the war, those factors will be exacerbated during the conflict (United Nations, 2002, p.2).

On the other hand, if women do not participate in the decision-making structures of the society to which they belong, they will not be involved in decisions about the conflict or the peace process that will follow.

(b) The male side of the integration of the gender perspective

The impact of war on men is rarely addressed. In conflict situations, men cannot usually choose to be non-combatants or flee a war zone. They are pushed by social expectations into joining the conflict. Violence against men in times of war can be extreme and takes the form not only of physical as well as psychological violence. Men and boys are often recruited against their will, enduring hardship and deprivation during the conflict. They face the prospect of death from both sides, from the enemy they combat and from their recruiters. The specific norms of the male society, as with women, dictate how gender is used against them in times of conflict and how their perceptions of security and insecurity are shaped (Groothedde, 2013, 20).

Another undeniable fact is that men and boys are also vulnerable to a number of specific forms of SGBV in situations of conflict. Male sexual violence is particularly prevalent during detention, as has been documented in Libya, Afghanistan and Syria, for example (Isaksson, 2014, p.57).

The gender perspective should therefore not be limited only to the protection and participation of women, as the male side of the gender equation is of equal importance. Understanding the experiences of men in conflict, the way their militarised identities are built and their association with trauma and stress, and trying to analyse how these identities can be deconstructed, can contribute to long-term peace and stability, benefiting women, men and societies as a whole.

4. Analysis and presentation of results

a. Internal dimension of the integration of the gender perspective

In Portugal, the NDM is the coordinating body responsible for the implementation of NAP in the AAFF, and the EMGFA is ranked at the same level as the Branches in these matters, which is not the most correct way to operationalise the gender structure within the AAFF.

The Ministry relies, for the elaboration of sectoral plans, directives and reports, on AAFF representatives who present contributions and reflect their objectives and proposals in the approved documents. Therefore, the quality and the interest of these documents largely depend on the AAFF.

The Army's internal process of integration of the gender perspective is more developed than that of the other Branches, although the Air Force has been a pioneer of the integration of the gender issue, within the scope of gender equality.

Another vital issue is that the integration of the gender perspective in the AAFF is only attached to Human Resources and does not liaise with Operations (CCOM and Component Commands), a situation which could be minimised if the military personnel performing these functions had some operational experience, which is not the case for most.

There are two major gaps in the internal structure of the AAFF for the integration of the gender perspective. The first is lack of information, coupled with the lack of specific training on gender issues. Whenever we talk about gender, we think of it as 'women's issues' (CIEG, 2014, p.70) and gender equality, when in fact the integration of the gender perspective may constitute a new capability for the AAFF. The second gap, crucial in a military organisation, is orientation/direction. Guidance should be provided on how the gender perspective should be integrated into the AAFF, thus helping civil society to look to the military as an organisation of its time, instead of running the risk of seeing things like 'a women's issue, and, if they get involved, many men will be called homosexuals' written on official documents (CIEG, 2014, 70).

The AAFF can only be effective in integrating the gender perspective into military operations abroad if they can do so 'at home' first.

In light of the above, we believe that SQ1, 'Have the AAFP implemented an internal structure to integrate the gender perspective?' has been answered and that HYP1, 'There is no well-defined military structure for the integration of the gender perspective into the AAFP' has been validated.

b. External dimension of the integration of the gender perspective

NATO was able to successfully create most internal structures needed to address the problem of the integration of the gender perspective. However, in operations, there has not been a full effective implementation across the chain of command. We must now understand the lessons learned and to develop effective practices. In Afghanistan, gender stratification and the subordinate role of women were key factors that contributed to raising awareness of the importance of the gender perspective in ISAF operations, as the creation of FET and CST proved. The integration of the gender perspective at ISAF has been characterised to a large extent by the individual initiatives of gender specialists, hampered by the several unfilled GENAD positions, by the low levels of gender training and often by the lack of support from leaders. It is acknowledged that Commanders play a key role in the implementation of gender issues, as they are the ones in charge. Thus, given the low levels of general knowledge of the military in relation to the gender mission, the conclusion is that gender specialists have been instrumental in the integration of the gender perspective and that Commanders must lead the process.

Thus, we believe that SQ2 'How should the gender perspective be integrated into military operations?' has been answered and that HYP2, 'There are two key factors that ensure the proper integration of the gender perspective into military operations: leaders who are aware of the importance of that integration and the presence of gender specialists' has been validated.

On the other hand, we found that one of the most striking shortcomings in the use of force is the way in which the different impact of conflicts on the population is ignored when assessing the proportionality of force. The common formulation of this principle is that Commanders can use the force they deem necessary to fulfil the mission, provided that it is not prohibited by international humanitarian law and that the military advantage from the use of force does not cause harm to civilians. In this equation, a civilian is a civilian and a house is a house, and, therefore, it is seemingly impartial. However, damage to women, who are responsible for caring for families, will have a much greater impact on civilians in the area of operations, and the loss of housing can expose women and girls to greater insecurity and suffering than it would if they were men. Thus, this analysis must be conducted, and it must be incorporated into the mindset of all military personnel.

Another key issue is related to information gathering. In non-permissive or semi-permissive environments, security constraints mean that the military are often the only ones able to interact with the local population. As such, it is them who establish the first lines of communication with the local dwellers and gather information that could help fulfil the

Commander's Critical Information Needs ³(CCIR). If one wants to obtain information from 100% of the community, in order to fully understand it, the military must interact directly both with the male and the female population. If the culture of the country where an operation is conducted practices female segregation, then female military personnel must be available to interact with this section of the population. In doing so, we will be fulfilling our needs, while respecting the local culture and building an environment of trust and cooperation, contributing to increased force protection and to the success of the operation.

Thus, the integration of the gender perspective in military activities must be built on the understanding that women and men have different perceptions of security, requiring appropriate measures that include the assimilation of the male and female perspectives in all conflict and/or post-conflict areas.

Thus, we are now able to answer SQ3: 'Why must the AAFV integrate the gender perspective into military operations?' and validate HYP3, 'The integration of the gender perspective must be built on the understanding that conflicts have different impact on women and men, which requires appropriate action'.

Conclusions and Recommendations

In the course of this research, we have attempted to understand how integrating the gender perspective into military operations contributes to operational effectiveness by assessing the advantages and challenges that must be overcome.

The exploratory readings made it clear early on that the concept of gender and all gender-related terminology are still unclear to the military, in particular as to 'why' and 'how' to implement the gender perspective at the tactical and operational levels, and that the difference between gender mainstreaming and gender equality is still not well understood. Therefore, it was crucial to clarify from the outset that this research focuses on the implementation of the gender perspective as a matter of operational effectiveness in military operations, distinguishing it from Human Resources issues, that is, from aspects related to gender equality and women's rights within the AAFV.

We identified two dimensions of operations in which gender is a transversal aspect: the internal dimension, which reflects the way AAFV are organised, and the external dimension, that is, the way the AAFV operate in the area of operations. Thus, the three chapters of this paper consist of, first, a review of the literature, and the second and third chapters provide an analysis of each of the dimensions previously identified, the internal and external dimensions, respectively.

In the first chapter, we reviewed the international and national policies on the topic 'Women, Peace and Security' and examined previous studies on the integration of the gender perspective in operations. The literature review allowed us to conclude that the issue of the

³ 'In the course of an operation, possibly even before the deployment, the Commander will formulate the questions that require answers, in order to conduct the operation successfully' (Portuguese Army, 2009, p. 3-4).

integration of the gender perspective is still underdeveloped, as its practical application is very recent, and that three essential conditions must be met for it to be effective: understanding that it is a multidimensional process, requiring a broad approach; the importance of leadership; and, finally, that the roles of gender specialists are crucial for the process to develop. By analysing the national documents, we found that the national NAP and the NDM sectorial plan are somewhat vague when it comes to the attributions of the AAFF, especially in what concerns military operations, and a well defined gender structure does not seem to exist in the AAFF. Thus, based on the literature review, three hypotheses of investigation were formulated and analysed in subsequent chapters, the main conclusions of which are presented below.

In the second chapter, we presented the methodology used in the research, describing the model of analysis, as well as the general research plan, and thus we were able to proceed to the next chapters.

In the third chapter, which consisted of an analysis of the internal dimension, we characterised the current military structure for the implementation of the integration of the gender perspective, first in NATO, which provided us with a reference, and then in Portugal. We concluded that there are two major gaps in the internal structure of the AAFF regarding the integration of the gender perspective: the first is lack of information, coupled with lack of specific training on gender issues, and the second is lack of guidance. In Portugal, most military leaders lack a solid understanding of gender issues and do not value them as a problem, as they do not see the value of implementing Resolution 1325 in military operations, and therefore the political will to support them is not there, nor is the leadership required to solve these problems. Thus, all NAP, directives and gender strategies are currently little more than ink on paper. Political decisions do not explain to the AAFF how Resolution 1325 should be implemented, as they only define the political direction of the process through generalist measures. However, 'how' to achieve change and the integration of the gender perspective into the AAFF must be discovered by the AAFF themselves. Currently, there are no EMGFA guidelines on this matter, and the issue is usually handled by Human Resources, with no links to Operations (CCOM and Component Commands). This lack of these links to Operations, coupled with the fact that the Representatives of the Branches and the EMGFA have neither adequate experience nor training, contributes to the structural deficiencies of gender structures in the AAFF, one of which is that the EMGFA is not currently ranked at a higher hierarchical level than the Branches.

In the third chapter, the analysis of the external dimension, we examined the case of ISAF in Afghanistan, as well as the interviews with military personnel who participated in the missions, such as gender specialists or unit commanders, in order to ascertain why the gender perspective should be integrated into military operations. We concluded that gender specialists were instrumental in implementing the gender perspective in ISAF and that the Commanders are responsible for this process and, as such, they should lead it, which has not always been the case. Another difficulty was the lack of training and instruction of most military personnel in the mission. While the role of gender specialists is undisputed - as it

has been shown that their role in interacting with the local population, especially the female population, has significantly helped operations, contributing to better relationships with the population and with local organizations - these specialists should be integrated into the command structure and not considered part of a mission-parallel structure.

The objectives of contemporary military operations are changing, and now go beyond the achievement of specific military strategic objectives, instead requiring that conditions are met in which political outcomes can be decided. Thus, traditional theories on military capabilities, which overestimate tangible military factors, have been upstaged by more recent theories that value the more intangible or non-kinetic factors, of which gender is an integral part. The integration of gender into military activities should be built on the understanding that men and women have different perceptions of security, requiring appropriate measures, which include assimilating both male and female perspectives. By recognizing the specific needs of men and women and providing the appropriate response, the operational environment will be positively influenced.

Thus, after confirming the research hypotheses, we were able to answer the previously defined RQ, 'What is the advantage of integrating the gender perspective into military operations?' and concluded that the integration of the gender perspective into military operations constitutes a new AAFF capability, a non-lethal capability that can increase operational effectiveness.

The major challenge to the integration of the gender perspective is the issue of organisational change. Past experiences of organisational processes of change have revealed that one of the most common reasons why these processes fail is neglect of the organization's culture. In a military organisation, it is imperative to understand military culture and its potential impact on a process of change and, at the same time, to accept that there can be resistance. One of the reasons for this resistance is that the reasons for that process of change are not fully understood by the members of the institution. Thus, the issue of the responsibility of the AAFF strategic leaders is critical for this initiative to succeed, as they must be provided with the knowledge and understanding they require to ensure that the appropriate mechanisms are developed, and to ensure that this new way of thinking, both for men and for women, can be transformational and can shape a new model of security. Resolution 1325 sets a new qualitative paradigm for strategic thinking. Although it is important to increase the participation of women in AAFF, it is the awareness that men and women have different perspectives that will generate change and allow this new capability to be built.

But changing the mindset of the entire organisation will take time. Creating and promoting change is not only about building competencies related to gender and to the perspective of women, but it also requires sociology and change management competencies. We wish to clarify that the integration of the gender perspective will be mainly done according to the terms of the organisation, and therefore the organisation must have authority on these issues.

However, in spite of the extreme importance of strategic leadership, this process must also be conducted from the 'bottom-up' in the military structure, since the current leaders will not be there forever and, therefore, the vision of the young, the leaders of the future, must be integrated now.

Thus, the way forward is to ensure that gender issues are incorporated into training and training objectives. Training on the integration of the gender perspective should be initiated early in the military career and refreshed regularly over the course of that career. The ultimate goal will be to improve the understanding of the gender perspective at all levels of the military organisation and to develop a mindset that understands the issues of gender diversity and integration.

Aware that change is more likely to be successful if it is built on already existing and well-accepted structures and processes, instead of developing something independent or parallel, we propose as a contribution to the future, a gender structure model for the AAFP, in order to fill the gaps identified in this research.

The EMGFA should become the coordinating central body for all gender issues in the AAFP. To that end, a GENAD function in the EMGFA would be created to advise the CEMGFA, contributing to the issuance of directives to the Branches and, at the same time, serving as an interlocutor between the Branches and the NDM. This GENAD should answer to the CCOM, so that this issue is treated as a feature of operational effectiveness and not as a matter of equal opportunities. Since GENAD is a direct advisor to CEMGFA and is responsible not only for participating in operational planning, but also for being the main driving force behind this process, this function should be carried out full time. Component Commands should also have GENADs linked to Operations, in accumulation of functions, at least for the initial phase of the process.

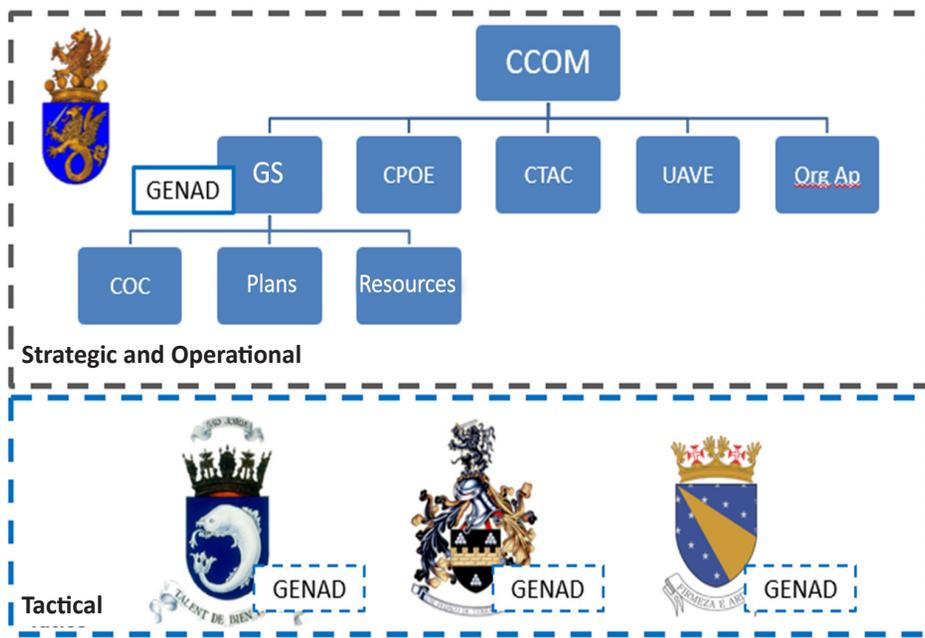


Figure 4 – Proposal of a gender structure for the Portuguese Armed Forces

Source: (Prepared by author, 2015).

In order for this structure to work, it is crucial to ensure that these specialists are properly trained, and it is recommended that they attend the NATO-endorsed Gender Advisor Course (GENAD) in the NCGM, Sweden, open to officers from Major to Colonel, who belong to the structures of defence or security that deal with gender issues.

Thus, the Representatives in the NAP Interdepartmental Team for the implementation of Resolution 1325 would become the GENAD linked to Operations, while the currently appointed Representatives could be maintained for the National Equality Plan.

Training on gender issues should be mandatory in all Academies and the IUM should include gender perspective in the NATO Operations Planning disciplines, as prescribed in the COPD. In this way, we would be in line with the recommendations of the Alliance, and thus on equal footing with the other Member States, namely during joint and combined exercises.

In order for the implementation of Resolution 1325 to succeed, we found that military leaders must understand the significance and importance of the integration of the gender perspective in military operations, as it increases operational effectiveness. But this increase in operational effectiveness should be measured, so that the outcome of this integration can be evaluated. How can this be accomplished? What measures of effectiveness must be implemented? These issues go beyond the scope of this paper, and should be answered in further research, thus continuing this study.

We would like to close with the words of Major-General Adrian Foster, Deputy Military Adviser at the DPKO, in a joint NATO/UN forum on the integration of the gender perspective in operations held last year in New York: 'Gender is no longer an optional add-on, it is an operational necessity' (ACT, 2014).

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