

BOLJŠI DRŽAVLJANI – USPOSABLJANJE S PODROČJA HUMANITARNOSTI IN SPOLA, EUTM SOMALIJA

BETTER CITIZENS - HUMANITARIAN AND GENDER TRAINING, EUTM SOMALIA

Povzetek Prispevek obravnava praktično uporabo Resolucije Varnostnega sveta Organizacije združenih narodov 1325 in drugih sorodnih resolucij ter pripadajoče doktrine, povezane z usposabljanjem na področju spola. Še posebej se ukvarja z usposabljanjem kulturno in izobrazbeno tako raznolike skupine posameznikov, kot so bili udeleženci usposabljanja EU na misiji EUTM Somalija. Prispevek je irska študija primera o misiji za usposabljanje s področja humanitarnosti in spola ter temelji na osebnih izkušnjah z misije. Osredotoča se na vprašanje, kako učinkovito izobraziti skupino pripadnikov in pripadnic oboroženih sil o enakosti spolov in humanitarnem pravu ter globljem pomenu prava oboroženih spopadov. Avtor skuša predstaviti taktični vidik izzivov pri podajanju smiselne razlage in praktični uporabi prizadevanj mednarodne skupnosti za spoprijemanje z grozotami spopadov ter način ravnanja odgovornih vojakov in državljanov pri reševanju sporov in razvoj družbe pri prehodu iz krize v sodobno ureditev. Pri oblikovanju programa predavanj je bilo upoštevano nizko osnovno znanje vojakov na usposabljanju, pozornost pa je bila namenjena tudi določitvi ciljev in obsega predavanj. Merilo uspešnosti je bil odziv udeležencev v različnih scenarijih, ki so vključevali vprašanja uporabe prava oboroženih spopadov in vidika enakosti spolov, s katerimi se kot pripadniki somalijskih oboroženih sil srečujejo v vsakodnevnem življenju. Uspešnost usposabljanja je bila po mnenju inštruktorjev EUTM pozitiven odraz predavanj.

Ključne besede *Pravo, spol, usposabljanje, EUTM Somalija.*

Abstract This paper is concerned with the practical application of UNSCR 1325 and other related UN Resolutions and associated doctrine regarding gender training. It focuses in particular on training a group of individuals as culturally and educationally diverse as those trained by the EU in the European Union Training

Mission (EUTM) Somalia. It serves as an Irish case study on a humanitarian and gender training mission, based on personal experience from the mission. The article considers how to teach an effectively illiterate group of male and female soldiers in gender and humanitarian law, as well as in the implications of the Law on Armed Conflict (LOAC). The article endeavours to give a perspective from a tactical viewpoint on the challenges of delivering a meaningful explanation, the practical application of the efforts of the International community in dealing with the horrors of conflict, the manner in which responsible soldiers and citizens are expected to behave in the resolution of conflict, and the development of a society transitioning from crisis to modernity. In developing a programme for the delivery of lectures, cognisance was given to the very low base the soldiers were starting from and also to determining the aim and scope of the lectures. The measure of their success is how the soldiers reacted to scenario-based exercises, incorporating issues on the application of the LOAC and the aspects of gender they may find in their daily lives as soldiers in the Armed Forces of Somalia. The measure was successfully identified by the EUTM instructors at the end of the training period as a positive reflection of the delivery.

Key words *LOAC, Law on Armed Conflict, gender, training, EUTM Somalia.*

Introduction The purpose of this paper is to offer a pragmatic approach to the developmental teaching of the various topics listed below to a largely unfamiliar audience, with a varying degree of literacy and understanding of the topics. The article will demonstrate that “one size does not fit all” with regard to addressing the manner in which a lesson or series of lessons can or should be delivered to a challenging audience very much removed from the norms associated with military training “methods of instruction”. The European Union Training Mission (EUTM) Somalia was essentially tasked with training the soldiers to a sufficient military standard, with the added function of imparting knowledge on humanitarian law and human rights law, the prevention of sexual violence, and the necessity of recognising the importance of gender in conflict and post-conflict situations. Even though my primarily appointment in EUTM Somalia was “Visits and Protocol Officer”, I additionally received tasks on gender (as gender advisor). Therefore the focus of this article will be mainly related to gender and the United Nations Security Council Resolution 1325 on Women, Peace and Security (UNSCR 1325), with the purpose of sharing personal experience as one member of the Irish Armed Forces performing the mission.

I have to acknowledge that in the delivery of the lectures I borrowed from a wide variety of sources, as well as from previous experience and simple inventiveness. The syllabus in general covered a wide range of topics, listed below:

- Defend the government and all the people of Somali: appreciate the law of the land and the principles involved;
- Protect the constitution of Somalia and the government: understand the United Nations Universal Human Rights (associated charters and conventions);

- Create a stable society for people to live a normal life: understand dignity, respect, human rights and customs, and the incorporation of gender into military and civilian life;
- Establish the rule of law: how the LOAC is implemented in a conflict situation;
- UNSCR 1325 on Women, Peace and Security and Gender Perspectives.

The discourse regarding gender in and about conflict scenarios is well-documented, and has been widely discussed and written about. There are many papers discussing gender issues surrounding Civil Military Cooperation (CIMIC) and the involvement of the international community and organisations. There is a broad consensus on the EU and NATO's comprehensive approach to dealing with gender in post-conflict situations. Gender mainstreaming is well recognised among the primary actors and the varied and broad community of NGOs. UN resolutions populate the discourse on the implementation of gender in the agendas of international actors in their approach to conflict resolution and security sector reform programmes. The design and development of a holistic approach to the integrated training of gender and its aspects, as applicable to the LOAC and humanitarian law, are also well discussed and debated. This paper will address all of the above issues in a non-academic manner and focus on the pragmatic aspects, by discussing a specific core group during a specific time in a very specific theatre of training. In part, the purpose of the lectures was to initiate the building of a productive culture in allowing the Somali to appreciate the LOAC and how it should or could best be implemented into their ethos and culture, so that the lessons could enable (“baby steps”) lifelong learning to develop and flourish among them. Fundamentally the design and content of the lectures were to teach the Somali soldiers the right information so that they can affect the right decision for the right reason to achieve the right outcome at the right time.

1 UNSCR 1325 AND IRELAND'S DEFENCE FORCES ACTION PLAN ON THE IMPLEMENTATION OF UNSCR 1325

1.1 The United Nations Security Council Resolution (UNSCR) 1325 and related resolutions

The United Nations Security Council Resolution (UNSCR) 1325, which is concerned with women, peace and security, was adopted in 2000, and was seen as an important step in recognising the disproportionate impact of conflict on women and girls. It recognises that women and children are not accidentally caught in the crossfire during conflict, but rather are increasingly specifically targeted by armed groups. This escalates the cycle of violence, which in turn has a lasting negative impact on the prospects and conditions necessary for peace and reconciliation. UNSCR 1325 highlights the vital role that women can play in conflict prevention, conflict resolution, peace building, post-conflict reconstruction, reform and governance.

The commonly agreed pillars of UNSCR 1325 are;

Prevention In relation to prevention of conflict, including gender-based violence and sexual exploitation and abuse, UNSCR 1325 “calls on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse.” It also “emphasises the responsibility of all states to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, and war crimes including those relating to sexual violence against women and girls.” (Resolution 1325, 2000, p. 3 of 4)

Participation In relation to the participation and representation of women in decision making, UNSCR 1325 considers the issue in two sections:

Internal: Internal participation relates to women within the Defence Forces, aiming to increase participation at all levels. It also relates to integrating a gender perspective into the Defence Forces on a permanent basis. UNSCR 1325 calls for “increased representation of women at all decision-making levels in national, regional and international institutions.” (Resolution 1325, 2000, p. 2 of 4)

UNSCR 1325 states that “gender perspectives should be considered in analyses, policy and strategy development, and planning of peace support operations, as well as training programmes and instruments developed to support effective implementation of those operations, such as guidelines, handbooks and codes of conduct.” (Resolution 1325, 2000, p. 3 of 4)

In the publication *Gender Perspectives in Military Operations* (2015, p. 2), it states “to have a gender perspective is to have the ability to detect if and when men, women, boys and girls are affected differently by a situation as a consequence of their gender”. We must consider this at all times, and assume that lives, experiences, security threats, freedom of movement, health and access to health care, resources and influence are not the same for men and women or children. These differences and their consequences should be analysed and taken into consideration to provide recommendations and guidance for operational commanders.

Gender mainstreaming can be defined as: “The process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.” (UN ECOSOC, 1997)

External: UNSCR 1325 seeks to place more women staff in UN field missions in those areas where they are traditionally under-represented. It also calls for the Defence Forces to assist in increasing the participation of women in countries where

the Defence Forces are part of a peacekeeping mission. This is currently being done to great effect by IRISHFINNBATT in UNIFIL, who actively seek to incorporate women into their CIMIC projects and increase their participation in various forums.

Protection In relation to protection from gender-based violence and sexual exploitation and abuse, and other violations of women’s human rights and international humanitarian law, UNSCR 1325, in its opening statements, is “expressing concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and recognizing the consequent impact this has on durable peace and reconciliation.” (Resolution 1325, 2000, p. 1 of 4)

It is imperative that peacekeepers realize who are affected: men, women, boys or girls. They require information about the types of risks different people are exposed to, so that they can provide the protection and security required. If this is not done then their credibility among the population is challenged, which will have a negative effect on Force Protection and the willingness of the civilian population to cooperate with the peacekeepers.

UNSCR 1325 was further strengthened by the adoption of UNSCR 1820 (2008), UNSCR 1888 (2009), UNSCR 1889 (2009) and UNSCR 1960 (2010). These Resolutions built on the pillars of UNSCR 1325 and used stronger language to condemn violence against women and children. The concepts of sexual exploitation and abuse are also highlighted, leading to the recognition of rape as a war crime.

UNSCR 1820 (Resolution 1820, 2008, p. 2-3):

- declares “condemnation in the strongest terms of all sexual and other forms of violence committed against civilians in armed conflict, in particular women and children... such acts continue to occur, and in some situations have become systematic and widespread, reaching appalling levels of brutality”.
- “demands that all parties to armed conflict immediately take appropriate measures to protect civilians, including women and girls, from all forms of sexual violence... rape and other forms of sexual violence can constitute a war crime, a crime against humanity”.
- calls for “zero tolerance of sexual exploitation and abuse in United Nations peacekeeping operations; and urges troop and police contributing countries to take appropriate preventative action, including pre-deployment and in-theatre awareness training”.

UNSCR 1960 (2010, p. 2) calls for an end to impunity, stating that “ending impunity is essential if a society in conflict or recovering from conflict is to come to terms with past abuses committed against civilians affected by armed conflict and to prevent future such abuses”. It is imperative that all peacekeepers are made aware of this during pre-deployment training.

1.2 Defence Forces Action Plan on the Implementation of UNSCR 1325 Relief, Recovery and Rehabilitation

The two main objectives of Relief, Recovery and Rehabilitation are:

- to ensure that security sector reform activities supported by Ireland are responsive to the different security needs and priorities of women;
- to ensure that disarmament, demobilisation and reintegration activities supported by Ireland are responsive to the different security needs and priorities of women.

Promotion by the Irish Government of steps to implement UNSCR 1325

The main objectives under this pillar include:

- to strengthen institutional capacity in order to ensure that commitments to gender equality, human rights and UNSCR 1325 are incorporated into peace building, peacekeeping and post-conflict transition;
- to use regional and international foreign policy instruments to promote the principles of UNSCR 1325.

The 10th anniversary of the adoption of UNSCR 1325 brought the Resolution firmly into focus again, but it also highlighted the lack of progress on the implementation both at the UN and also at the national level. Following this, the Irish National Action Plan for the implementation of UNSCR 1325 for the period 2011-2014 was drafted and adopted in November 2011. Of the 193 member countries of the United Nations, approximately 37 currently have a National Action Plan in place. Ireland's second National Action Plan on Women, Peace and Security 2015-2018 (2015) has the following aims:

- To listen to the voices of women affected by conflict; to strengthen women's leadership and implement accountability mechanisms;
- To strengthen institutional capacities and collaboration, through comprehensive and effective training of staff deployed overseas and greater accountability;
- To support programmes to promote women's participation in conflict prevention, peacekeeping, peace negotiations, peace-building, and post-conflict transition and governance;
- To leverage Ireland's participation in global and regional forums to champion the implementation of UNSCR 1325.

In order to meet the aims identified above, the National Action Plan has listed a number of objectives for each specific pillar that must be achieved. These objectives have listed actions, actors, indicators and target timeframes. There are 12 objectives overall and the Defence Forces are listed as an actor in six of them. With the exception of the Department of Foreign Affairs and Trade, who are driving the National Action Plan, no other organisation is as heavily tasked as the Defence Forces. This highlights the importance of the Defence Forces to the successful implementation of UNSCR 1325. From a Defence Forces perspective this requires integrating UNSCR 1325 into policy, training and operations both at home and overseas (Irish Defence Forces Action Plan on the implementation of UNSCR 1325).

2 GETTING STARTED

As the sun baked down on the runway of Entebbe Military airport, with the next intake of Somali recruits, both male and female, descending off the plane with only the clothes they wore as their sole possessions, it was difficult to determine where we would start with them when lecturing on humanitarian law, LOAC and gender awareness. We were tasked with delivering these lectures to the Somali troops in December 2012, when we were appointed in addition as the mission Gender Advisor (training/ humanitarian law/ human rights/prevention of sexual violence), EUTM Somalia, based in Bihanga Training Camp, Uganda. For two weeks over the Christmas period, we delivered a series of lectures that covered humanitarian law, human rights law and the gender rights of women, families and children. In addition to teaching the Somali trainees the skills of soldiering, we engaged with the Somali trainees to deliver better citizens for Somalia.

Interpreters were required to translate this content to the Somalis. Initially, the interpreters were briefed on what exactly the message was, and to ensure they were familiar and comfortable with the complexities of the concepts so that no ambiguities would arise during the instruction to the Somalis. It was essential that the lectures were not diluted or misinterpreted in translation from English to Swahili. Once the interpreters were comfortable with the concepts and the language, the instructors confident, and no ambiguity of language existed, the training on this important aspect of good citizenship commenced.

It was heartening to witness the engagement of the trainees in these important subjects. The Somali trainees were keen to learn these new concepts and engage in debate. In realizing that many were illiterate and poorly educated if at all, we commissioned a series of pictures and cartoons to reflect the message we wanted to deliver. This enabled us to question many perceptions of the Somali in a very simple way while being extremely forceful in the delivery of concepts. We made a note of all the questions asked by the students, and in an after-action review with the EUTM instructors, combined their questions with the correct answers, and designed a programme of inclusion into their training syllabus and training modules, which were incorporated into situational tactical training as tasks for the students to deal with.

2.1 Background

The lessons began by explaining the history of Somalia back to the days when the British and Italians controlled the country, including French Djibouti. It was interesting to note that some did not know where on the map they actually lived. Each trainee was given time to see and understand where they had come from. Factual consideration and explanations were given to relay the history, and how the country had now found itself embroiled in its current conflict. This was to empower the students with their geographical identity, and for them to appreciate, like most nations, why and where they evolved, in order to appreciate their customs and traditions as they pertain today.

2.2 Giving context

Thereafter, a comprehensive overview of the history of humanitarian law was given, followed by specifics on what the various laws and conventions actually stood for. Some time was dedicated to explaining the Geneva Conventions, the Hague Convention and the United Nations Charter on the Universal Declaration on Human Rights. This was necessary in order to give some historical context, rather than giving too much detail to conceptual arguments, processes and procedures. All the students were made aware that any infringement of these rights could lead to soldiers – irrespective of nationality, rank or who actually issued the order – being interned by the International Criminal Court (ICC). Pictures were then used to convey what the concepts were and, in the follow-up questions, students were able to relate the message to the picture. Each concept was then given a scenario, in which the students were asked to effectively determine what was the “right thing to do”. Certainly not all the answers were completely correct, but during within-class and after-class discussion, they quickly understood the concept in its basic form.

The Somali constitution was discussed, with emphasis on the 1960 constitution and the most recent Transitional Federal Government (TFG) 2004 constitution. Various articles from the constitution were read out and explained, and again, a questions and answers session followed. This was to assure, or indeed to reassure them, that what was being discussed does not take place in a vacuum and that as representatives of the government they had a responsibility to the constitution. Interestingly, they requested a copy of the constitution, and one was supplied in the Somali language to each trainee.

2.3 Dealing with fundamentals

Following this, the trainees were given classes on human rights. The specific focus here was firstly on identifying what human rights were and identifying the core principles, regardless of who you were or where you came from. Again, we cross-referenced the Universal Human Rights with those listed in the Somali constitution, to highlight the necessity of understanding them and being able to apply them on their return to Somalia as trained, responsible and professional soldiers. Questions and answers were followed by robust inquiries from the Somali trainees related to their experiences at home. Answers were given to their questions within the framework of the legislation and best practice between the LOAC and good governance. Occasionally, a suggestion of a revenge attack was made, but interestingly the other trainees of the class would correct the individual. They would explain that he/she must follow the rule of law and why, otherwise he/she could be considered a common criminal.

We explored the nature of a lawful order, and who could give it, and when an order was not a lawful order. This was quickly understood and appreciated by the class. They understood that they did not have to blindly follow an unlawful order and how they could avoid following an unlawful order. This was further qualified as to when they could open fire: in defence of their own lives or a comrade’s life, and

what degrees of force should be used prior to opening fire, for example, weight of numbers, batons, disperse or ‘we open fire’.

2.4 Family and loved ones

The trainees were brought through the various aspects of gender. The focus was on the rights of women, families and children. Brief mention was made of homosexuality, which was an alien concept to them. Mention was also made of Female Genital Mutilation (FGM). The trainees were informed of UNSCR 1325 and 1820, giving context to post-conflict situations as approved by the international community. Gender mainstreaming was also discussed as a broadly inclusive concept to bring society completely along the road to recovery. Issues affecting women, such as domestic violence, were also discussed. Education was a special topic that was engaged in and appreciated, but acknowledged as sadly lacking for many Somalis, both male and female. Examples were given of impact on gender caused by the conflicts in Afghanistan, Sierra Leone, Liberia and Bosnia, and this was also explained in both picture and video formats for added effect.

The subject of the use of child soldiers was discussed at length. The trainees were unanimous in their contempt of the use of child soldiers by Al-Shabaab. Their upset was clear when shown pictures of injured child soldiers. The empathy they had with these children was tangible, considering quite a lot of them had young children themselves and indeed had witnessed a lot of turbulence in their own lives. They seemed determined that their children would not be subjected to the same ordeals. In essence, they wanted their children to grow up in a carefree society, able to attend school and enjoy the normality that most communities around the world take for granted. The liberal use of graphics throughout the presentations greatly enhanced the learning curve. Issues regarding the rights of women were interesting and illuminating. There was a heavy emphasis on the traditional aspects of the Somali way of life. Many had difficulty reconciling the modern ideas with what they see as absolutely normal. Group discussion was encouraged to help them understand the concept of freedom to choose, as opposed to conform. There was a consensus that women should be respected and supported to continue their education in order to advance their chance in society. We explored the concept of marriage, and that women and children were not the property of their husband, but rather his responsibility.

The module finished with a round table discussion on all the topics discussed. This proved invaluable, in that we were able to confirm that the message had been received and understood in the Somali way. Many aspects were reinforced, such as their professionalism, leadership, commitment to the TFG, and appreciation of the need to be aware of the various gender issues as applying within Somali society.

2.5 And finally, a way to better conditions for citizens

These students had experienced the horrors of conflict, yet had humanity and empathy in abundance. They wanted to learn in order to restore their country to a place where

all peoples live in harmony, tolerant of diversity, and where their children can run, skip and sing on their way to school. They wanted a country that stands proud in the international community. The series of lectures were appreciated and understood as valuable. Obviously they were not, nor could be, comprehensive in the delivery of a true understanding of the complexities regarding law and associated norms as understood by western society, but rather they delivered the seed of understanding, and recognised that while the Somali have a troubled history, humanity is universal to all cultures, religions and societies. It gave them a window to see and explore old concepts dressed in new language to help their war torn nation find peace and help its citizens to be able to live in harmony.

Conclusion

In the Irish Defence Forces we promote lifelong learning on all our courses and in our deployments on missions overseas. We have lessons learnt and after-action review sections. The intent was to nurture a seed of learning for the Somali, to enable the learning of both the LOAC and new concepts that would hopefully develop and mature into normal societal behaviour. There was only a short window of opportunity to plant that seed. I believe that while not all the soldiers grasped the concepts totally, most learnt something from the lectures, the discussions amongst themselves and the collegiate effect that training has on all groups. The after-action review from the instructors confirmed that the Somali soldiers did, for the most part, implement their learning in the scenario-based exercises conducted during the final phase of training. This is testament to the instruction delivered and the importance of including gender training in such training deployments. Somalia is a nation in transition and I hope that these lectures will propel that nation along on a more fruitful and harmonious journey.

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