



# Security Council Resolution 1325: Civil Society Monitoring Report

## Sweden

Organisation: Operation 1325

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More information about Operation 1325 can be found at [www.operation1325.se](http://www.operation1325.se).

## List of acronyms

CSO Civil Society Organisation

DDR Demobilisation, Disarmament and Reintegration

GBV, Gender Based Violence

FBA Folke Bernadotte Academy

NATO, North Atlantic Treaty Organization

NAP, National Action Plan

SRHR, Sexual Reproductive Health Rights

SSR, Security Sector Reform

### I. Women, Peace and Security Profile

#### A. Nature of the Conflict

Sweden has no recent history of internal conflict – it is often proudly said that Sweden has not had war for 200 years. Sweden has for a long period had a policy of neutrality and non-alignment. This position of neutrality has however changed gradually during the last years – Sweden has become more active in the European security cooperation, and moved closer to the North Atlantic Treaty Organization (NATO), without being a member. This changed position is clear in this year’s Statement of Government Policy, which states that Sweden, as a member of the European Union, is part of a political alliance and that it takes its share of responsibility for Europe’s security. It is further stated “Sweden will not remain passive if another EU Member State or Nordic country suffers a disaster or an attack. We expect these countries to act in the same way if Sweden is similarly affected.”<sup>1</sup>

The Swedish Government states that its security policy is based on a broad definition of security. The Government emphasises that contemporary threats to our security are changeable, complex and boundless. Before, the view of security was based on states and military threats. In a broadened security concept however, non-state actors and non-military threats are included as well. One example of this is globalisation, which is described as a generally positive development, but it is also recognised that it could lead to an increased vulnerability to security threats such as terrorism, dispersion of weapons of mass destruction, organised criminality, pandemics, environmental disasters, and financial crises.<sup>2</sup>

Swedish politics for global development constitute a foundation for Swedish peacekeeping missions in development countries. The *National strategy for Swedish participation in international peace- and security promoting operations* gives the overall guiding principles of the Swedish participation in international missions – it has a long-term perspective and promotes collective civil and military actions. The principal objective of Swedish engagement in international missions is to contribute to international peace and security, and by that, also to a fair and sustainable global development. The strategy further states that, basically, it is about defending of a number of universal norms and values, such as democracy, human rights, equality, human dignity and development.<sup>3</sup> Swedish forces are currently involved in several civil and military peacekeeping missions outside of Sweden, led by the United Nations, the European Union or NATO. The biggest military operations are in Afghanistan, Kosovo, and as of April this year, Libya. Other missions are mainly military or civil observations.

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<sup>1</sup> Statement of Government Policy, 2011

<sup>2</sup> <http://www.sweden.gov.se/sb/d/1991/a/12436>

<sup>3</sup> Nationell strategi för svenskt deltagande i internationell freds- och säkerhetsfrämjande verksamhet, 2008.

## B. Impact of Conflict on Women

The impact on women in Sweden is small since Sweden is not in conflict – the women affected are primarily those who participate in the missions or are relatives/friends/partners to persons who are deployed in the missions. Women's participation in the security sector is very low, especially within the military; looking at all agencies that are involved in peacekeeping missions the share of women is only 13,5 percent, while the armed forces only have 8.9 percent women. One impact that concerns deployed women is the quite widespread problem of discrimination and sexual harassment. About one third of the female officers in international missions have been subject to sexual harassments during their duty abroad, according to a study conducted in 2005, (which is about the same share of reported cases in national duty). The female officers that participated in the study also experienced that discriminating attitudes and sexual harassments are common in the encounter with other countries military actors, as well as within the UN generally.<sup>4</sup> Another dimension of this problem is that the international missions have no obligations to report or keep statistics over cases of sexual harassment, which makes it hard to do follow up studies or deepen the knowledge of the problem.<sup>5</sup>

A study from the Swedish National Defence College from 2007 report that female officers with experience of peacekeeping missions shared a feeling that it was their sex that was the reason for not being accepted the first time they applied to the mission. One of the women reported that her chief of staff questioned her participation in the mission because she had children at home, but when she pointed out that one of her male chiefs had the same number of children at the same ages, also at home, she was finally accepted.<sup>6</sup>

An additional aspect that may impact women on peacekeeping missions is the relatively badly suited equipment for women.<sup>7</sup> In peacekeeping missions the need to have well-suited equipment to be able to perform well as well as feel safe is very important.

## C. Relevant Policies

The most important policy is the National Action Plan (NAP) for Resolution 1325, valid 2009-2012, which is the sequel to the first NAP that was implemented from 2006-2008. Sweden was one of the first countries to adopt an action plan for the resolution. The aim of the Swedish government is that Sweden will keep being a leading country in the implementation of the resolution. The NAP is to be mainstreamed into all relevant areas of policy, such as gender equality, development and security. The current NAP recognises that in some areas the implementation has not made much progress in relation to the aims of first action plan, thus special action must be taken in relation to these specific goals. Some examples of this is the goal to increase the representation of women in peacekeeping missions and in decision making positions, and identifying existing knowledge concerning resolution 1325 at national level. It is also specified that follow-ups of the implementation, and reporting on progress and setbacks in the process are needed, in order to implement it fully.<sup>8</sup>

The NAP recognises several challenges associated with the accelerated efforts to implement resolution 1325. It is, among other things, emphasised that there must be an agreement on prioritising issues concerning implementing the resolution, and that the growing

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<sup>4</sup> Ivarsson, and Edmark (2007). *Utlandsstyrkans internationella insatser ur ett genusperspektiv. Hinder och möjligheter för implementering av FN resolution 1325. Slutrapport.* Stockholm: Försvarshögskolan: p 45

<sup>5</sup> Ivarsson, and Edmark (2007). *Utlandsstyrkans internationella insatser ur ett genusperspektiv. Hinder och möjligheter för implementering av FN resolution 1325. Slutrapport.* Stockholm: Försvarshögskolan: p 46

<sup>6</sup> Ivarsson, and Edmark (2007). *Utlandsstyrkans internationella insatser ur ett genusperspektiv. Hinder och möjligheter för implementering av FN resolution 1325. Slutrapport.* Stockholm: Försvarshögskolan: p 21

<sup>7</sup> Whalman Engström and Boström (2006). *Fler kvinnor i försvaret*, Report no. 18 from the Service Administration

<sup>8</sup> Swedish NAP for resolution 1325, p 3-7

awareness of the resolution must be followed by deeper knowledge at all levels of its implementation. Cooperation and interaction between different actors and at different levels needs to be further strengthened. It is also stated that the requirement of an increased proportion of women in operations must be seen from both a quantitative and a qualitative perspective. It is also recognised that the implementation of the resolution is dependent on sufficient resources being allocated for the purpose.<sup>9</sup>

The NAP prioritises measures designed to achieve three general aims; 1) Increasing the proportion of women participating in international peace-support and security-building operations, and implementing a gender perspective in all operations in order to increase their effectiveness; 2) The protection of women and girls in conflict situations is to be strengthened and based on analysis in which women participate actively; 3) Women in conflict areas are to participate fully and on equal terms with men at all levels in mechanisms and institutions for conflict prevention, crisis management, peace-building, humanitarian operations and other initiatives during a post-conflict phase. These three aims are implemented nationally, regionally and globally.<sup>10</sup>

The Swedish Government is intensifying its efforts to promote gender equality in national and international policy; gender equality is one of three thematic priorities within the development cooperation. A new policy was adopted in 2010 concerning women's rights and gender equality in Swedish international cooperation. The policy puts focus on four areas; 1) Women's political participation and influence; 2) Women's economic agency and working conditions; 3) Sexual and reproductive health and rights; and 4) Women's security, including the eradication of all forms of sexual violence and trafficking.<sup>11</sup>

Another relevant policy is the *Policy for security and development in Swedish development cooperation*, adopted in 2011. It acknowledges that war and armed conflict is one of the greatest obstacles for development and poverty eradication, and states that the overall objective is to contribute to an enduring peace that makes development possible. To accomplish this, three areas are specifically focused on; 1) Promotion of peace; e.g. actions aimed at dialogue, conflict management; women, peace and security; and transitional justice; 2) Promotion of security; e.g. actions aimed at DDR and SSR; and 3) Gains of peace, e.g. improved living standards. The policy emphasises that women are important actors, as well as particularly vulnerable, in situations of conflict, and that women must be involved at all stages of the peace process. It is also emphasises that there must be a gender perspective in all peacekeeping missions as well as in humanitarian aid. Resolution 1325 and 1820, and related resolutions, are mentioned as important aspects of all Swedish development cooperation, and in relation to the Swedish NAP for resolution 1325.<sup>12</sup>

The above mentioned *National Strategy for Swedish Participation in International Peace- and Security Promoting Operations* is also relevant since it gives the guiding principles of Swedish participation in international missions. As already discussed, the strategy states that, basically, it is about defending universal norms and values, and resolution 1325 is specifically mentioned as an important aspect of this.<sup>13</sup> A final important policy, more relevant in the national Swedish context, is the Discrimination Act (2008:567), which states that all employers have to conduct a target-oriented work to actively promote the same rights and

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<sup>9</sup> Swedish NAP for resolution 1325, p 8

<sup>10</sup> Swedish NAP for resolution 1325, p 9

<sup>11</sup> På lika villkor. Policy för jämställdhet och kvinnors rättigheter inom svenska internationellt utvecklingssamarbete.

<sup>12</sup> Policy för säkerhet och utveckling i svenskt utvecklingssamarbete, Regeringskansliet 2011.

<sup>13</sup> Nationell strategi för svenskt deltagande i internationell freds- och säkerhetsfrämjande verksamhet, 2008.

opportunities in the work regardless of sex, ethnicity or religion. The employer has to establish an equality plan every third year.<sup>14</sup>

## II. Data Presentation and Analysis

### A. Participation

#### Indicator 1. Index of women's participation in governance

In the general election of 1994 one party began having every second name on the ballot papers be a woman. This was an action that changed the representation, and was immediately reflected in the elected members of parliament. Women's representation in the parliament has since then been stable at 45-55 percent.

**Table 1.1. Share of women in governance, August 2011.**

Governance unit		% women
Parliament (out of 349 members)		45
Municipality councils (out of 12.969 members)		43
County councils (out of 489 members)		47
Government :	Total	51
	Cabinet minister	46
	Assistant	88
	Undersecretary	47
	Chief of staff	42
	Chief Information Officer	25
	Press secretary	62
	Political expert	46
Ambassadors (out of 84 positions)		35

Table 1.1 shows the share of women in the Municipality and County Councils; the Parliament; the Government, and among ambassadors. The representation among women and men is quantitatively equal in most governance units, which means that at least 40 percent of each sex is represented. The ratio 40/60 is in the Swedish society regarded as equal distribution. The only governance unit that stands out is ambassadors, where the share of women is only 35 percent. The categories *assistant information officer* has a high share of women and *chief information officer* has a low share of women, , but in total the share of women is 51 percent in the Government. Efforts have been made to have an equal presentation at each level. However, at ministry level it can be highlighted that Sweden so far has not had a prime minister who is a woman. There is no obvious pattern of female and male ministers having stereotypical portfolios. However, some of the most important minister positions, such as finance, foreign affairs and defence are held by men.

Just as important as quantitative equality is qualitative equality. To address qualitative equality, the Government has an action plan, valid between 2009 and 2011, in which actions are taken in relation to gender equality, ethnic diversity and access for disabled persons. In relation to evaluations of earlier action plans, the ministries have been asked what kind of actions are needed to address the issues. Several of the ministries have made inquiries for educations to increase the knowledge about attitudes, values and hidden prejudices.<sup>15</sup> Most of the ministries have during the last years got a predominant proportion of women, foremost

<sup>14</sup> Discrimination Act (SFS 2008:567)

<sup>15</sup> Action plan of the Government, 2009-2011, p 14

among the administrative officials and the base-personnel.<sup>16</sup> The equality plan promotes overall awareness of gender equality at all levels, and emphasizes important issues such as parental leave, equal wages, and equal opportunities. The action plans are only valid three years, which guarantees continuous evaluation of efforts to ensure gender equality.

### **Indicator 2. Percentage of Women in Peace Negotiations**

The Swedish NAP for resolution 1325 barely mentions anything regarding the importance of increasing participation of women in peace negotiation. Since there are no peace negotiations or conflict resolutions *in* Sweden, it is more relevant to investigate what kind of support the Swedish government provides for its aid beneficiaries and civil missions in conflict/post-conflict areas.

Sida, the Swedish agency for international development, is responsible for supporting projects that aim to increase the number of women participating in peace negotiations and/or peace commissions. Many of the projects funded by Sida within the sector of *Conflict, Peace & Security*, are often executed by women's non-governmental organizations. Two of the most prominent organisations supported by Sida are the international *Femmes Africa Solidarité* and the Swedish *Kvinna till Kvinna*.<sup>17</sup>

Swedish civil presence in conflict and post-conflict areas is rather limited. Civil representation is mainly working with projects around juridical system and conflict resolutions.<sup>18</sup> Sweden has about 80 employees working outside of Sweden for Folke Bernadotte Academy (FBA), which is the coordinating authority in civil peacekeeping missions. There is a relatively equal gender distribution among the FBA-employees, although a slight majority of men.<sup>19</sup> One of the civil missions organised by FBA is the Iraq-dialogue, held in Sweden since 2008. During the first dialogue, the FBA invited about 30 representatives of prominent positions in Iraq to have a dialogue about the future of Iraq, including topics of peace and security. Out of 34 participants, one third were women (a number which has increased during the last years). In the evaluation of the Iraq-dialogue it is stated that: "the participation of women contributed positively to the representation of the group,"<sup>20</sup> albeit without any further discussion on how women contributed to anything except from the mere representation. It is unclear how women's perspectives were actually acknowledged and integrated.

The mission in Afghanistan has the biggest participation of Swedish personnel, mostly military personnel. When investigating the Strategy Plan for Swedish Development Cooperation with Afghanistan, there is no mention of the importance of increasing women's participation in peace talks. With regards to the Swedish NAP, and the statement of the importance of strategies and action plans to be supplemented with concrete interventions in specific situations, it is rather odd that no strategies are mentioned in the strategy of Swedish-Afghanistan development cooperation.

### **Indicator 3. Index of Women's Participation in the Justice and Security Sector**

Women's participation in the security and justice is generally very low, especially in the military.

**Table 3.1 Share of women in the Armed Forces, May 2011.**

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<sup>16</sup> Action plan of the Government, 2009-2011, p 16

<sup>17</sup> See <http://www.fasngo.org> and <http://www.kvinnatillkvinna.se>

<sup>18</sup> <http://www.folkebernadotteacademy.se/sv/Utlandsuppdrag/Vara-insatser/Samordning-av-svenska-insatser/>

<sup>19</sup> Annual Report 2010, FBA, p 36

<sup>20</sup> Annual Report 2010, FBA, p 4

Category	Total	Women	Women %	Male chiefs %*	Female chiefs %*
Regular Officers	8864	433	4.90%	23.30%	14.80%
Special Officers	756	65	8.60%		
Civilians	6766	2559	37,80%	7,10%	6,20%
Soldiers	3894	358	9,20%		
Reserve officers (no. active May 2011)	8008 (148)	168 (2)	2,10% (1,40%)		
<b>Total</b>	<b>28436</b>	<b>3583</b>	<b>12,60%</b>		

Source: Interviews and e-mail correspondences with persons at key positions in the Armed Forces.

\* Chiefs are defined as "having staff-responsibility" and counted as the share of chiefs of the number of female officers; male officers; female civilians and male civilians. Data from May 2011.

**Table 3.2. Share of women in the Police, December 2010.**

In total		Police officers				Civilians			
Total number	% women	Total number	% women	Total no. of chiefs	% female chiefs	Total number	% women	Total no. of chiefs	% female chiefs
28 017	39%	20 292	27%	2 452	17%	7 725	69%	338	59%

Source: Annual Report from the Police, 2010. Chief=having staff responsibility.

**Table 3.3. Share of women in the judiciary, December 2010.**

Total no in the judiciary	% women	Total no. of chiefs	% female chiefs	Total no. of judges	% female judges
6 423	71%	335	44%	1 161	44%

Source: Annual report from Swedish Courts, 2010.

### *The Armed Forces*

Table 3.1 shows that the share of women in the armed forces is very low. In the whole organisation, the share of women is only 12.6 percent. Only the civilian sector has a proportion of women greater than 10 percent. Most of the civilian women are positioned in the headquarters, working in the administration. Several efforts have been made to increase the proportion of women. Both the NAP for resolution 1325 and the Swedish Government's regulation letter to the armed forces state that special action must be taken to increase the share of women at all levels.<sup>21</sup> The letter of regulation also states that the armed forces, in collaboration with the Defence Recruitment Agency, should act to increase the number of women that apply to the basic military education.<sup>22</sup> Historically, the armed forces has been a workplace only for men. Women have had access to the armed forces since the beginning of the 20<sup>th</sup> century, but during a long period only in the civilian positions, e.g. secretaries, kitchen staff and cleaners. Not until 1980 did some of the military positions welcome applications from women. In 1989, all military positions opened up for women, but until 1994 women had to intend to complete the officers education to be admitted to the military service.<sup>23</sup>

In 2000, for the first time a meeting for female conscripts from the whole country was arranged. Later the same year the Network Female Conscripts was established. Some of the objectives of the network are to improve the conditions for female conscripts and increase the

<sup>21</sup> Letter of regulation to the Armed Forces 2011, p 9.

<sup>22</sup> Letter of regulation to the Armed Forces 2011, p 9

<sup>23</sup> <http://www.forsvarsmakten.se/sv/Om-Forsvarsmakten/Arbetsplatsen/Jamstalldhetsarbete/Historik-och-statistik/>

share of women who apply to the officers education and international missions.<sup>24</sup> Still, the military is viewed as something primarily for men, and there are several reports indicating a still prevalent masculine culture that does not welcome women (further discussion under indicator 4).

The military service ceased to be compulsory for men in July 2010. Today, the military service – a basic three month education – is voluntary for both men and women. The internal goal is to train at least 30 percent female soldiers by the end of 2011.<sup>25</sup> Today the representation of women is 15 percent, which makes it hard to reach the goal within half a year. The inequality is greater among the older age-categories than the younger, which indicate that when more new recruits enter in the force, the percentage of women will increase.<sup>26</sup>

The proportion of female chiefs is not representative in relation to the number of female employees in the armed forces – the value is only 0.48 in the equality index (where a perfect relationship would equal 1). The average value of Swedish public authorities is 0.81.<sup>27</sup> Part of the aims of resolution 1325, as well as the National Action Plan and the Armed Forces' Equality Plan, is to increase the representation of women in chief and decision-making positions.

### *The Police*

In the police, the percentage of women in the civilian positions is higher than the percentage of women among police officers, i.e. the same pattern as in the military. In the Police yearly report 2010, it is emphasised that actions should be taken to increase the number of female chiefs. It is further reported that there have been an increasing interest among women to become chiefs.<sup>28</sup>

In a study of the psychological test that is a part of the application process to the National Police Academy, it is shown that female applicants do not perform as well as male applicants. The study was performed 1997 to 2001, and one of the explanations that were presented was that women are judged according to a male norm, which gives them lower scores.<sup>29</sup> However, this report is more than ten years old, and the application process to the National Police Academy has changed, and efforts have been made to recruit more women. The latest debate about the recruitment to the police force is rather about discrimination of men, not women. In 2010, one third of the applicants were women, whereas exactly 50 percent of the students were women.<sup>30</sup> In the 2011 spring semester there were 45 percent women.<sup>31</sup>

### *The judiciary*

The judiciary is the sector that stands out when it comes to the proportion of women. The majority of the employees are women, and 44 percent of chiefs as well as judges are women. The judiciary has not been as closed for women as the military and the police historically. It has however not been possible to collect data that shows more details of the different levels of the judiciary. Data from 2009 show that 68.5 percent of the individuals accepted to the judges education, and 24.3 percent of the chief judges, were women.<sup>32</sup>

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<sup>24</sup> <http://www.forsvarsmakten.se/sv/Om-Forsvarsmakten/Arbetsplatsen/Jamstalldhetsarbete/Historik-och-statistik/>

<sup>25</sup> Forsvarsmaktens jämställdhetsplan 2009-2011, p 11-12

<sup>26</sup> Interview with person at key position at the Armed Forces.

<sup>27</sup> Interview with person at key position at the Armed Forces.

<sup>28</sup> Polisens årsredovisning 2010, p 41, 43

<sup>29</sup> "Svårt för kvinnor att bli poliser" *Dagens Nyheter* 27/8-2003.

<sup>30</sup> "lättare för kvinnor att få bli polis" *Sydsvenskan* 26/6-2010.

<sup>31</sup> <http://www.polishogskolan.se/sv/Om-Polishogskolan/Statistik-om-Polishogskolan/>

<sup>32</sup> <http://www.advokatsamfundet.se/Hilda/Hilda/Kvinnor-i-rattsvasendet-och-advokatkaren/Domstolarna/>



#### Indicator 4: Percentage of Women in Peacekeeping Missions, Disaggregated at All Levels.

In Sweden there are several public authorities that deploy men and women to international peacekeeping missions. This indicator looks at the biggest contributors, i.e. the Armed Forces, the Police Force, the Civil and Contingencies Agency (CCA), the Folke Bernadotte Academy (FBA) and the Prison and Probation Service (PPS). However, the data is not complete due to secrecy and lack of records, which is why some cells are left empty.

**Table 4.1. Women participating in peacekeeping missions 2011, all concerned agencies.**<sup>33</sup>

Authority	Size of force	Women in the force	Women in the force (%)	Female chiefs	Female chiefs %	Distribution of women
Armed Force	945	83	8.9%	no available data	no available data	52.8%
Police force	100	28	28%	2	13.3%	17.8%
CCA	24	6	25%	1	33.3%	3.8%
FBA	77	34	44.2%	no available data	no available data	21.7%
PPS	17	6	35.3%	1	50%	3.8%
<b>Total</b>	1163	157	13.5%	no available data	no available data	100%

*Data from June 2011, except for the Armed Forces which is from March 2011. No records of female/male chiefs available for the Armed Forces peacekeeping contingents or the FBA.*

The armed forces is the main agent in peacekeeping missions, representing more than four fifth of the total number of individuals participating in the missions. In March 2011, the Swedish Armed Forces had 945 persons deployed in peacekeeping missions, which equals 81.3 percent of the total amount of Swedish personnel in peacekeeping missions at the time. The total number of women participating in peacekeeping missions, all agencies together is 157, which equals 13.5 percent of the total number of 1163 deployed individuals. Table 4.1 demonstrates that the armed forces is the agency that is farthest away from the quantitative equality, i.e. a 60/40 relationship of men and women. Afghanistan is the greatest mission that Sweden participates in; the contingent that finished in May this year had 730 deployed individuals, of which 62 were women. Out of these, only 12 were officers and 8 had decision-making positions.<sup>34</sup>

The Swedish NAP emphasizes that special action must be taken to increase the representation of women, at all levels, in peacekeeping missions. However, the goal is not explicit in terms of quantitative requirements, it is only stated that “a considerably larger proportion of women” should participate in the peacekeeping missions. It is specified that in civilian peacekeeping missions, men and women should participate equally. This applies to all non-uniformed positions, as well as at all levels at the FBA, the CCA and the PPS.<sup>35</sup> In military peacekeeping missions, it is stated that men and women are to participate on equal terms. However, it is recognised that the recruitment base is relatively small which means that the proportion of women in international operations should be greater than the proportion of women in equivalent groups in national activities. Moreover, the action plan states that women should participate in carrying out all types of tasks and at all levels, and emphasizes that “this requires strategic efforts from the agencies concerned to increase the proportion of

<sup>33</sup> All numbers are collected through interviews with persons at key positions at the agencies. Because of the sometimes sensitive information, all interviewees are kept anonymous.

<sup>34</sup> Interviews and e-mail correspondences with persons at the Swedish Armed Forces, June 2011.

<sup>35</sup> Swedish NAP for resolution 1325, p 8, 10

female conscripts, professional soldiers and officers”.<sup>36</sup> This goal does thus apply to the Swedish Armed Forces, and looking at the statistics it is obvious that this is not reached. Looking at the Police force, the share of women deployed in peacekeeping missions is 28 percent, which is equivalent to the share of women in the Swedish national police force. While the representation of women in the international force has been quite stable, the share of female chiefs has been decreasing, from 33.3 percent 2009 to 13.3 percent 2011. However, since the absolute numbers are very low (between 2 and 5 in a group of 15 persons) the difference of only one person makes quite a big impact when demonstrated in percentage.

In the UN-led peacekeeping missions, only 37 Swedes are deployed as of July 31, 2011; 20 police officers out of which 9 are women, and 9 experts on mission – all men.<sup>37</sup>

### *Why so Few Women?*

The analysis of why there are so few women will focus on the armed forces because of its key- and norm setting role in the missions where Sweden participates. Reasons to why there are so few women in the military are many and touches upon several dimensions at both individual and structural level. In the Armed Forces’ internal Equality Plan it is specified that the ambition is to double the share of female conscripts, officers and chiefs, and that it should “take action” to have women, as well as men, in all positions and at all levels. Concrete measures to reach these goals are however not specified, the responsibility lies with the unit manager to develop specific measures adjusted to each unit, which also apply for each peacekeeping mission.<sup>38</sup> There are no general goals specified for the international operations.

When analyzing why there are so few women in the peacekeeping forces one must look at the recruitment base, and thus the basic military education. As mentioned under indicator 3, the military service ceased to be compulsory for men in July 2010, which will change the structure of the military. The Swedish Armed Forces claim to work actively to recruit more women to apply to the officer’s education as well as international missions. One example of this is the creation the Network of Female Conscripts, which has as one of its objects to encourage women to apply to the officer’s education. However, negative or ambivalent attitudes towards women in the military among men in the armed forces may have an impact on the measures, or lack of measures, undertaken to increase the proportion of female officers. This also affects the possibility for women to succeed in the male dominated military, and it is often dependent on the positive attitude among the male chiefs.

One of the main reasons to the low representation of women is the view that the military and armed forces are “manly” and thus not an activity appropriate for women. The military is associated with a “masculine culture”, which is something that both discourages women to join the armed forces as well as, once in the forces, discourages them to continue the education or profession. According to a study by Ivarsson, Estrada and Berggren (2005), correlational analysis indicate that individuals in the Swedish military forces that express more positive attitudes towards women tend to be younger, more educated, have higher ranks, are less likely to endorse sexist ideologies, and have greater interpersonal contact with women in the military. In general, men’s attitudes toward women are positive, but not *very* positive. Ivarsson et al. are surprised to find that male officers’ attitudes toward women in the military are not particularly liberal or egalitarian, a characteristic that is often associated with Swedish society.<sup>39</sup>

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<sup>36</sup> Swedish NAP for resolution 1325, p 11

<sup>37</sup> Monthly summary of military and police contribution to UN operations, July 2011.

<sup>38</sup> Equality plan of the Swedish Armed Forces; Försvarsmaktens jämställdhetsplan 2009-2011, p 11-12

<sup>39</sup> Ivarsson, Estrada. and Berggren, (2005). *Understanding Men’s Attitudes Toward Women in the Swedish Armed Forces*, *Military Psychology*, 17(4), 269-282, p 278

The same study also shows that interpersonal contacts with women have a unique effect on men's acceptance of women in the military. An internal report from the National Defence College has suggested that these positive experiences are related to men's perceptions about women's capabilities to adapt to the military culture without losing their femininity. Negative experiences were often characterized by perceptions of women becoming too masculine.<sup>40</sup> This suggests that the possibility for women to act and develop within the military organisation is limited, and thus, so is women's contribution to the management of the armed forces. Another study shows that more than half (54 percent) of the men, at different positions within the armed forces, had an aversion against female combatants. The most common answer to this attitude was that men would not be able to perform together with women since they then would start to protect the women instead of fighting.<sup>41</sup>

In the international missions the contingents "rotate" every six months, i.e. there is a new staff in place in each mission two times a year. The application for new contingent positions are available on the internet. However, long before the application process begins, the contingent chief is already appointed. The contingent chief then appoints the staff officer one and a half to two years before the actual mission is supposed to start, and the staff officer, in turn, then "chooses" the persons for many of the other chief positions, even though formally nobody has been appointed.<sup>42</sup> This informal process of appointing chiefs and managers in the force is obviously a disadvantage for women. If nepotism is occurring, this would be a form of invisible barrier for women to cross. Moreover, since the contingent chief may play such a crucial role when it comes to appointing chief positions, the personal ambitions and priorities of this person can play a crucial role.

One of the main prerequisites to be able to increase the representation of women in peacekeeping missions is that women in the military are positive to international missions in general. A study performed in 2008 shows that 56 percent of the men in the military service had a positive attitude toward international duty; while 70 percent of the women have positive attitude toward international duty.<sup>43</sup> Even though this result may not be generalized, especially since the military service is not compulsory for men anymore, the result still indicates that women tend to be ready to participate in international peacekeeping missions. However, several aspects may deter women to apply to peacekeeping missions: such as sexual harassments, discrimination because of motherhood, and badly suited equipment for women (see part I).

#### **Indicator 5. Number and percent of women in each type of constitutional or legislative review.**

In Sweden it is the Parliament that takes decisions on new laws, or changing already existing laws. The Government is in most cases the initiator of a new law, but members of the parliament, political parties, civil society organisations, authorities and citizens can also take initiatives to new laws. The chain of creating a law is complicated, and goes through several steps from initiation to promulgation.

If the Government wants to create a new law, the procedure may start with the appointment of a committee of inquiry to investigate the preconditions for what the Government wants to implement. When the committee has completed its work, it writes a report, which is published

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<sup>40</sup> Ivarsson, (2002). *Diskurser kring kvinnor i uniform – attityder till kvinnor som officerare och värnpliktiga bland män inom försvarsmakten*. Stockholm: Försvarshögskolan/ILM

<sup>41</sup> Ivarsson, (2002). *Diskurser kring kvinnor i uniform – attityder till kvinnor som officerare och värnpliktiga bland män inom försvarsmakten*. Stockholm: Försvarshögskolan/ILM

<sup>42</sup> Interview with person at key position at the Armed Forces.

<sup>43</sup> Hofmann von Baltenau, (2009). *Kvinnor och internationell tjänst*, Luftvärnets Stridsskola, Självständigt arbete i Krigsvetenskap: p 14

in the Swedish Government Official Reports series and then referred to several agencies and bodies for consideration, as well as to the Council on Legislation which monitors the legal aspects.<sup>44</sup> The Council of Legislation is composed of two departments with three members each. As of June 23, 2011, the Council of Legislation is made up of three men and three women – i.e. a 50/50 relationship.<sup>45</sup> After the Council of Legislation has looked at the report, the Government drafts a proposal, a bill, to present to the Parliament. The bill is then looked at by one of the parliamentary committees. Finally, the Parliament votes on the bill and, if it is approved, a new law can be promulgated.<sup>46</sup> Considering the complicated legislative process, it is not possible to investigate how many women participate at each level, apart from the Council of legislation. However, since it is the Parliament, with a share of women of 45 percent, that takes the decision on the new laws, it can be concluded that women at least participate equally in quantitative terms in the final step.

**Indicator 6. Percentage of CSOs in Task Forces on SCR 1325 and 1820.**

The Swedish NAP for resolution 1325 was developed by a task force in the Government in dialogue with other interested parties, such as governmental agencies, CSOs, research institutes, international organisations and other countries. There is no active task force for resolution 1325, but a consultative group for the Swedish NAP on 1325. This group meets twice a year to discuss the progress of the NAP, and participants are: Sida – the Swedish international development cooperation agency, the ministries for Foreign Affairs, Defence, Education and Research, the Swedish Armed Forces, the Swedish Civil Contingency Agency, Swedish Police, the Folke Bernadotte Academy, Women's International League for Peace and Freedom (WILPF – the Swedish section), The Kvinna till Kvinna Foundation and Operation 1325. WILPF, The Kvinna till Kvinna Foundation and Operation 1325 are CSOs, which makes a total of 27 percent of CSOs. Operation 1325 is an umbrella organisation comprised of five Swedish women organisations; The Swedish National Committee for UN Women, The Swedish Federation of Immigrant Women’s Associations, Women for Peace, The Swedish Ecumenical Women's Council, the Swedish section of Women’s International League for Peace and Freedom (WILPF); as well as a partnership with the Swedish Women's lobby. The CSOs participating in the consultative group are all working with women, peace and security issues. There is no task force on resolution 1820, but it is stated in the NAP for resolution 1325 that resolution 1820 is treated as an intensifying and as a clarification of the protective aspects of resolution 1325.<sup>47</sup> As such, the consultative group should also be discussing the implementation of resolution 1820.

**B. Prevention and Protection**

**Indicator 7. Number of SGBV cases reported, and percentage of cases investigated, referred, prosecuted, and penalised (out of total reported).**

There are several authorities involved in the Swedish judicial system, all working at different stages, which is why it is difficult to collect data that gives a complete picture of the crime, from its reporting to its investigation prosecution and penalisation of a perpetrator. The data used is mainly from the Swedish National Council for Crime Prevention (NCCP), which is the only official institute providing detailed criminal data in Sweden.

**Table 7.1 Reported and Cleared-up SGBV offences 2010**

Criminal offence	No.	of	Cleared-up offences 2010:	Clearance rates:**
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<sup>44</sup> <http://www.regeringen.se/sb/d/9395/a/86405>

<sup>45</sup> <http://www.lagradet.se/index.htm>

<sup>46</sup> <http://www.regeringen.se/sb/d/9395/a/86405>

<sup>47</sup> Swedish NAP for resolution 1325, p 4

	reported offences	Total no.	No suspect*	With suspect:		Person-based	Technical
				Total no.	Prosecuted		
<b>Rape of girls 15yrs and below</b>	1537	1077	309	768	621	40%	30%
<b>Rape of girls 15-17yrs</b>	770	419	235	184	106	14.00%	41.00%
<b>Rape of women 18 yrs and above</b>	3245	1259	543	716	357	11.00%	28.00%
<b>Sexual exploitation of girls 15yrs and below</b>	319	271	79	192	138	43.00%	42.00%
<b>Sexual exploitation of girls 15-17yrs</b>	30	35	13	22	13	43.00%	73.00%
<b>Sexual abuse against girls 15yrs and below</b>	366	209	72	137	95	26.00%	31.00%
<b>Purchase of sexual service</b>	1277	687	25	662	156	37.00%	17.00%

Source: "Cleared-up Offences 2010 (xls)", NCCP

\*No Suspect=1) Crime cannot be proven, 2) No offence has been committed, 3) The suspect is under the age of 15, or 4) Other decision.

\*\*Clearance Rates=Cleared-up offences 2010, which were reported 2010 or earlier, as percent of reported offences 2010.

**Table 7.2 Total number of conviction decisions 2010, SGBV related principal offences.**

Principal offence	Total number of conviction	Of which Court sentence
<b>Rape &amp; Aggravated rape</b>	187+17	187+17
<b>Sexual coercion</b>	16	16
<b>Rape &amp; aggravated rape of child</b>	138+9	138+9
<b>Sexual exploitation of person in a position of dependency</b>	4	4
<b>Sexual exploitation of child</b>	78	78
<b>Sexual abuse of child</b>	37	37
<b>Purchase of sexual service</b>	336	64

Source: "Persons found guilty of offences, by principal offence and principal sanction etc, 2010, (xls)". NCCP

It is not possible to determine the percentage of penalization of SGBV offences. The statistics provided by the NCCP regarding conviction decisions (table 7.2) are not in relation to the statistics presented in table 7.1 since the categorisation is different; reported and cleared-up offences are demonstrated in different categories as well as reported separately for men and women, which unfortunately makes comparison between the two tables impossible. The reason to this difference in categorization is that conviction decisions are categorised in relation to the principal offence according to the law, whereas the reported crimes are categorised more in detail.

The term cleared-up does not mean that someone has been prosecuted for the offence, but means that the offence has received a 'police elucidation'. As shown in table 7.1, there are two types of cleared-up: person-based and technical. A person-based clearance means that a person has been connected to the crime through prosecution, imposition of prosecute fines or waiver of prosecution. The second type of clearance, the technical, means that another type of

elucidation has been decided, e.g. that the crime cannot be proven or that the suspect is under age.<sup>48</sup>

It is also important to keep in mind that the statistics presented above is not specific – the reported offences are not followed up statistically individually, i.e. there is no statistics that show all cases from its registration to a final decision. The statistics merely demonstrates total number of reported offences during one year – in this case 2010 – and then the total number and percentage of offences being cleared-up during the same period, which mean that a crime being cleared-up during 2010 could have been committed several years before.<sup>49</sup>

In 2010 the person-based cleared-up rape cases decreased by 38 percent. However, interpretation of the statistics concerning the development of cleared-up rape offences shall be done with caution. If a case contains several offences, it is only registered on the most severe one in the statistics, which is why there generally is an under representation among the less severe offences.<sup>50</sup> The share of technical clearances increased from 28 percent 2009 to 31 percent 2010, but in total the clearance rate decreased from 59 to 50 percent 2010.<sup>51</sup> When looking at the statistics in table 7.1, it is clear that the highest clearance rate is among the younger victims. While 70 percent of the reported rapes committed against girls under 15 years were cleared-up (40 percent person-based and 30 percent technical), only 39 percent of the rapes committed against women 18 years or older were cleared-up (11 percent person-based and 28 percent technical).

Looking at the statistics from a ten year perspective, the total rate of clearances has increased from 34 to 50 percent and the reported sexual crimes have seen a continuous increase. The increase has been particularly strong after a new legislation on sexual crimes came into force April 1, 2005. This new law means that crimes that were characterized as *sexual abuse* before are now classified as *rape*. The number of reported cases concerning sexual abuse and coercion has been decreasing since this change of legislation. However, this decrease is not as strong as the increase in reported rapes.<sup>52</sup> It is not possible to make any conclusions regarding how many persons having been penalised for SGBV crimes in relation to the number of reported SGBV cases due to the different statistical categories. However, the numbers do indicate that it is only a small portion of reported crimes that actually lead to prosecution and penalization. Table 7.1 shows that only 11 percent of the reported rapes of adult women led to prosecution in 2010. A total of 5969 rapes were reported in 2010, i.e. both male and female victims.<sup>53</sup> The number of unreported sexual offences is very high; it has been estimated that only 5-10 percent get reported.<sup>54</sup> Looking at table 7.2 it is demonstrated that only 204 persons were convicted for rape or aggravated rape during the same period, which is a rate of 3.4 percent of the reported rapes during 2010.

It is recognised from the political arena that the judicial system is not working as intended when it comes to sexual offences. The Swedish judicial system is improving the treatment of victims of sexual offence, and the government has invested money in creating educational programs to increase the knowledge about victims of sexual offence.<sup>55</sup>

## **Indicator 8. Number and quality of gender-responsive laws**

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<sup>48</sup> Uppklarade brott, slutgiltig statistik för 2010. Brottsförebyggande Rådet, Sveriges Officiella Statistik, p 2

<sup>49</sup> Interview with statistician at the National Council for Crime Prevention, July 2011.

<sup>50</sup> Interview with statistician at the National Council for Crime Prevention, July 2011.

<sup>51</sup> Uppklarade brott, slutgiltig statistik för 2010. Brottsförebyggande Rådet, Sveriges Officiella Statistik, p 10-11

<sup>52</sup> Anmälda brott, preliminär statistik för 2011. Brottsförebyggande Rådet, Sveriges Officiella Statistik, p 8

<sup>53</sup> Uppklarade brott, slutgiltig statistik för 2010. Brottsförebyggande Rådet, Sveriges Officiella Statistik, p 9

<sup>54</sup> [http://www.okejsex.nu/myter\\_om\\_sex](http://www.okejsex.nu/myter_om_sex)

<sup>55</sup> ”Sexoffer kränks i rättsprocesser”, *Expressen*, 12/5-2011

Swedish legislation is supposed to be sex-neutral – there should not be any laws that treat women and men in a specific manner in relation to their sex. However, one law stands out: *gross violation of a woman's integrity*. This law is sex-specific; the man is the perpetrator and the woman is the victim. Several laws, though sex-neutral, constitute a great protection for women, since women tend to be the victims of the criminal act, e.g. the prohibition of purchase of sexual service, the legislation on sexual crimes, the legislation against trafficking of human beings, and the law against female genital mutilation. Another law of importance is the Discrimination Act which covers seven grounds of discrimination, where sex is one. There are thus a number of laws that are gender-responsive. The analysis will focus on the laws and policies regarding violence against women.

The most important legislation is the above-mentioned *gross violation of a woman's integrity*. The law came into force in 1999, and the purpose was to make men's violence against women visible as a structural problem of the Swedish society. Reiterated offences are described as *one* crime; the old legislation could only penalise individual deeds, but the law on violation of a woman's integrity has made it possible to criminalise the repeated offences that constitute domestic violence. One of the reasons to the investigation that preceded the creation of the legislation was the critique of how the judicial system treated domestic violence, and how the society viewed women who had been victims of violence. The critics were of the view that men's violence against women had to a certain extent been accepted by the society.<sup>56</sup> During the years that the law has been in force, reported crimes as well as tried persons have increased. At the same time, an offender is only connected to the crime in one third of the reported cases, and the total amount of reported crimes is eight times as high as the number of persons being tried for the crime.<sup>57</sup> The number of unrecorded cases when it comes to men's violence against women is high; it is estimated that only 20-25 percent of domestic violence is reported.<sup>58</sup> There is currently a Government evaluation of the legislation on gross violation of a woman's integrity going on. The Minister of Justice, Beatrice Ask, has proposed to review the penalisation scale in the legislation, to see whether there should be a tougher penalty.<sup>59</sup>

During the past few years several steps have been taken by the Swedish Prosecution Authority with the purpose of developing and improving criminal investigations regarding domestic violence and the legal proceedings against perpetrators of such crimes. The following information is from an Information Report from the Swedish Government to the UN in April 2010, about measures taken to implement resolution 63/155 on *Intensification of efforts to eliminate all forms of violence against women*.<sup>60</sup>

- In 2005, a special Prosecution Development Center was established with the responsibility for legal follow-ups and inspections of cases regarding violence, including violation of freedom and unlawful threats, sexual abuse and acts on circumcision/sexual mutilation. The Development Center is responsible for maintaining general expertise within its area of responsibility.

- In 2009 the Prosecution Development Center carried out an inspection at six of the local public prosecution offices in Sweden concerning the handling of domestic violence. The main objective of the inspections was to improve the quality of the investigations and to achieve more legal proceedings. The assessment showed that the handling of crimes against adults had improved compared with previous inspections (2005 and 2007). The Ministry of Integration

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<sup>56</sup> Roks rapport 1/2010. Grov kvinnofridskränkning – vad vet vi efter tio år? p 1-2

<sup>57</sup> Roks rapport 1/2010. Grov kvinnofridskränkning – vad vet vi efter tio år? p 1

<sup>58</sup> Roks rapport 1/2010. Grov kvinnofridskränkning – vad vet vi efter tio år? p 6

<sup>59</sup> ”Hårdare straff för kvinnofridsbrott” *Svenska Dagbladet*, 21/6 2011.

<sup>60</sup> Information on the implementation of the resolution 63/155 on Intensification of efforts to eliminate all forms of violence against women – measures taken since the adoption of the resolution. p 7-8

and Gender Equality state that further action must however still be taken.

- As a result of the inspections, the Prosecution Development Center is currently working on a project with the purpose of developing tools for rapid and effective investigations of domestic violence and sexual abuse while respecting the rule of law and maintaining high quality when it comes to collecting evidence. The project is to be reported in December 2011.
- The Prosecution Development Center has during 2010 worked on a project to improve the treatment of crime victims. The goal is to treat all victims with dignity and respect and that the prosecutors always act professionally.
- The basic training of Swedish prosecutors includes training in domestic violence and sexual and psychological abuse. There are also senior public prosecutors specializing in domestic violence. The number of senior public prosecutors specializing in domestic violence has increased gradually over the years. In April 2010 there were senior public prosecutors specialized in domestic violence in 31 of the 32 local public prosecution offices in Sweden.
- In 2007, the Swedish Government took a decision on an action plan to combat men's violence against women, violence and oppression in the name of honor, and violence in same-sex relationships. The action plan includes data collection and analysis, prevention and protection measures, higher standards and greater efficiency in the judicial system, better measures targeting violent offenders, increased cooperation and coordination and enhanced knowledge and competence. The Government has allocated non-precedent resources for gender equality policy (400 million SEK/year) of which implementation of the national action plan is a large part. The government is also in the process of establishing a national follow-up system for its gender equality policy. In 1999, the law on prohibition of purchase of sexual service came into force. The law is gender-neutral, and it criminalises the person that purchases sexual services from another person, not the person selling the services. The motive behind the law is the view that prostitution is bad for the individual as well as the society – but it is not the sex-worker who is the criminal. The law is created to protect the sex-worker, especially since prostitution in many cases is connected to other criminality such as trafficking, physical and sexual abuse, and drug trade. In July 2010 an evaluation of the law was presented, and it shows that the prohibition to purchase sexual service has had a big effect, and that it is an important instrument to prevent prostitution and trafficking.<sup>61</sup> Apart from the actual law, the Government established an action plan against prostitution and trafficking for sexual purposes in 2008.<sup>62</sup>

#### **Indicator 9. Number and Nature of Provisions/ Recommendations in the TRC and Other Transitional Justice Reports on Women's Rights**

Not applicable since Sweden is not in conflict. However, an analysis of Sweden's efforts to support gendered TRCs in conflict and post-conflict countries is presented in a separate section, (Relevant Policies, section C).

#### **Indicator 10. Extent to Which Gender and Peace Education are Integrated in the Curriculum of Formal and Informal Education.**

In Sweden there are several educational programs, as well as separate courses, that are focused on gender and peace education. To investigate some of the curriculums, five different educations have been chosen. Formal education is represented by the Department of Peace

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<sup>61</sup> <http://www.sweden.gov.se/sb/d/2593/a/116601>

<sup>62</sup> Action plan against prostitution and trafficking for sexual purposes.



and Conflict Research at Uppsala University, and the training of teachers at Mälardalens University College. The informal education is represented by the Folke Bernadotte Academy, the National Defence College and Genusverket (The Gender Administration).

The Department of Peace and Conflict Research at Uppsala University is one of the biggest institutions in Sweden giving peace and conflict education. All courses and programs at the department have a focus on peacekeeping and sustainable peace processes, and according to Lisa Karlborg, doctoral candidate at the department, the course integrate gender relatively well.<sup>63</sup>

In the education of teachers at Mälardalens University College gender is integrated in the compulsory general education during two separate semesters. According to Anna Eriksson, recently graduated from the teacher education, the gender education mainly concerns attitudes of adults, heritage, influence from the environment, and teaching methods form a gender perspective. Apart from twelve credits of at least 180, no other gender education was given, if not individually chosen. No specific peace education was given as a compulsory course.<sup>64</sup>

FBA, the coordinating authority of Swedish civilian peacekeeping missions, has an all-embracing goal to contribute to the implementation of the NAP for resolution 1325. To accomplish this, they have in-service training regarding resolution 1325, as well as other courses and workshops concerning equality and peace. Since 2009 there is a decision about a compilation of a generic education module about gender and resolution 1325.<sup>65</sup> FBA also have a peace project that supports activities and initiatives concerning peace, disarmament and security policies.<sup>66</sup>

The National Defence College collaborates with the FBA in questions concerning gender awareness and leadership in the leadership educations for persons going on international missions.<sup>67</sup> As part of the education at the National Defence College there is a course in gender in line with resolution 1325. As a step to further integrate resolution 1325, there is a new activity plan being formulated. There is however no formal peace education at the National Defence College, if it is not directly connected to the different professional educations.

The third informal educator reviewed is the company Genusverket which gives counseling and education in equality, equal treatment and democracy to the private as well as the public sector. There is always a gender conscious approach in all courses, but peace is not integrated.<sup>68</sup>

The data collected indicate that the gender educations at the different institutions tend to be about equality work; more theoretical approaches seem to be ignored. Both Uppsala University and Mälardalens University College integrate gender education in the programs that were reviewed, but real depth in education seems to be lacking – it is often just implemented as a routine. However, there seem to be a more conscious approach to the gender education in the peace and conflict educations than in the teacher's education. Measuring to what extent peace education is integrated in curricula of the educational institutions turned out to be somewhat complicated to investigate due to problems of defining 'peace education'. Both Sophia Ivarsson at the National Defence College and Mikael Almén at the Genusverket discussed the complications of the lack of a coherent definition of 'peace education', and thus the problems of trying to decide whether or not this is incorporated in the curriculum.

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<sup>63</sup> Uppsala University, Department of Peace and Conflict Research

<sup>64</sup> Interview with Anna Eriksson, graduated teacher in the early school years at Mälardalens University College

<sup>65</sup> The Folke Bernadotte Academy, Programme UN Resolution 1325

<sup>66</sup> The Folke Bernadotte Academy, Civil Society Peace Projects

<sup>67</sup> Interview with Sophia Ivarsson, the Department of Leadership and Management, National Defence College

<sup>68</sup> Interview with Mikael Almén, the Genusverket

**Indicator 11. Percentage of women who receive economic packages in conflict resolution and reconstruction processes.**

Not applicable since Sweden is not in conflict. However, looking at Sweden as a donor country, the *Policy for Gender Equality and Women's Rights* (2010-2015) uses gender mainstreaming as a strategy to integrate a gender analysis into every aspect of international cooperation.

C. Promotion of a Gender Perspective

**Indicator 12. Detailed Breakdown of Gender Issues Addressed in Peace Agreements**

Not applicable

**Indicator 13. Number and Percentage of Pre-deployment and Post-deployment Programmes for Military and Police Incorporating SCR 1325, SCR 1820, International Human Rights Instruments and International Humanitarian Law**

*The Swedish Armed Forces*

The armed forces has developed a number of different practices to train staff in gender awareness and 1325. Main developments include the creation of a pool of gender experts such as Gender Advisors, Gender Focal Points and Gender Field Advisors (GFA), which was first introduced through the Genderforce project.<sup>69</sup> One or several of these gender experts are expected to coordinate and perform training activities concerning gender, resolution 1325, 1820 and related resolutions as well as more general human rights instruments. The GFA training includes resolution 1325, 1820, gender equality and women's human rights, as well as liaison- and staff exercises. Military Commanders are not yet trained in gender awareness and resolution 1325, so the GFAs function as support to commanding officers during international missions. In 2011, 16 GFAs had been deployed to the larger Swedish missions.

GFAs coordinate the pre-deployment training of Gender Focal Points in the units. The GFAs also provide training to the newly developed mixed-gender Military Observation Teams (MOT 1325) in the Provincial Reconstruction Teams (PRTs) in Afghanistan. The mixed-gender teams (three women and three men) receive additional gender training and are explicitly designed to incorporate 1325 in operational work and establishing contacts with Afghan women locally.<sup>70</sup>

The armed forces also aim to provide gender training to all personnel before deployment. According to the annual report to the OSCE in 2011, this amounts to a mandatory 3-4 hours of training with tactical and operational implementation of a gender perspective and resolution 1325/1820. All soldiers on international duty must sign a Code of Conduct including a paragraph on Sexual Abuse and Exploitation. Sweden, Finland and Norway have under the Nordic defence partnership NORDEFCON initiated a "Centre of Gender in Military Operations" (scheduled to be established in 2012). One of the main functions will be to facilitate/conduct training and education of key personnel in gender issues.<sup>71</sup>

A conclusion regarding the armed forces concerns the general awareness level. The training that specifically concern resolution 1325, 1820 and related resolutions is limited to 3-4 hours. It is thus questionable whether the individual soldiers have enough time to gain an understanding of the resolutions as well as how it is translated into concrete operations. In line

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<sup>69</sup> Genderforce was active between 2004 and 2007

<sup>70</sup> OSCE Code of Conduct on Politico-Military Aspects of Security, Annual Information Exchange on the Implementation of the Code of Conduct, Participating state: Sweden, Valid as of 15 April 2011.

<sup>71</sup> OSCE Code of Conduct on Politico-Military Aspects of Security, Annual Information Exchange on the Implementation of the Code of Conduct, Participating state: Sweden, Valid as of 15 April 2011.

with this, Cadet Anna Olsson (interviewed in a student paper) describes the awareness of resolution 1325 in the Armed Forces as limited, with many officers unaware of its content. She did not receive specific education regarding the resolution during her training period in the Armed Forces, and describes this as “remarkable” since the Armed Forces has worked actively to incorporate 1325 during the restructuring period of the Swedish defense force.<sup>72</sup> A former GFA expressed discontent with the 3-4 hour 1325-training that in reality only amounted to 2-2,5 hours and was placed at the end of the pre-deployment training. In reality this training was in fact when most soldiers were first introduced to the content of the resolution.<sup>73</sup>

### *The Swedish Police*

The general training period for police officers before deployment takes place during two weeks in the United Nations Police Officers Course (UNPOC). The UNPOC-training includes information about the UN-system, human rights, intercultural cooperation and practical exercises. In addition there is also a one-week course specific for the geographical area of the mission.<sup>74</sup> In 2010, an effort to improve the UNPOC training in regards to gender and 1325-implementation was carried out. There is a 1.5 hour session specifically dedicated to resolution 1325, 1820 and related resolutions, and the UNPOC-course has added gender awareness as one of the demands to pass examination.<sup>75</sup>

The Swedish Police do not have officers exclusively working with gender issues, instead there is a general mainstreaming objective, trying to include gender in all forms of training. There is a pool of pre-deployment trainers that have been on international missions who are given a two week further training in teaching methods as well as gender issues etc. These officers are later responsible for training new recruits to international missions.<sup>76</sup> In general, the 1325-coordinator in Sweden argues that the support/counseling-function that is common for Swedish police serving on international missions gives them the opportunity to give input to the local police force concerning gender issues. In UN and EU missions there is always a Gender Advisor also on the civilian side that is supposed to act as a support to deployed police officers.

In the Swedish Police, 1325-implementation seems to be increasingly incorporated in training, although it is difficult to find sufficient data since no large scale evaluation has been undertaken. The monthly status reports that officers on international duty submit to headquarters in Sweden show that an increasing number of officers include gender analysis in their work.

### **Indicator 14. Allocated and disbursed funding to CSOs marked for Women, Peace and Security projects and programmes.**

It is very difficult to get an accurate picture of funding to CSOs marked for WPS projects and programmes due to the many different agents involved and the fact the budgets may use other categorisations. Concerning the many ministries and authorities having a responsibility for the implementation of resolution 1325, it is very difficult to get an overview of the projects and programmes and their budgets.

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<sup>72</sup> Olsson, Anna (2010): 10 years with resolution 1325 in Sweden (Student paper). Stockholm: Försvarshögskolan, p 4.

<sup>73</sup> Interview with former GFA July 2011.

<sup>74</sup> <http://www.forsvarsmakten.se/en/Organisation/Centres/Swedish-Armed-Forces-International-Centre/Courses-at-SWEDINT/UNPOC/>

<sup>75</sup> Swedish Police Peace Support Operations (2011). Yearly report for 2010, p 65.

<sup>76</sup> Interview with 1325-coordinator at National Police Board, July 2011.

The Folke Bernadotte Academy is the only authority that has a marked funding for resolution 1325 (7 million SEK for 2011). How the funding should be used – i.e. funding to CSOs – is not specified other than that it should contribute to the implementation of the Swedish NAP for resolution 1325. It is however stated that the FBA is responsible for managing projects concerning resolution 1325.<sup>77</sup> The funding to the FBA marked for resolution 1325 has increased during the last few years. In 2007 the FBA got 1.8 million SEK from the Government to contribute to the implementation of resolution 1325, of which 660,000 were used. In 2008 1.8 million SEK was allocated and used, and in 2009 and 2010, 2 million SEK were allocated and used. In 2010 the FBA also got a special contribution of 750,000 SEK for a separate conference on sexual violence in the Democratic Republic of Congo.<sup>78</sup>

The Swedish Government budget does not have a category for funding to CSOs marked for WPS projects, but it does have a category marked for CSOs in general. In 2011, a total of 1 833 million SEK is allocated to CSOs, of which 28 million SEK is marked for *women's organisation*.<sup>79</sup> The authority Swedish National Board for Youth Affairs (SNBYA) is responsible for allocating the funding for Women's organisation. In 2010 the SNBYA had 28 163,000 SEK to distribute within ten different areas; international exchange/conference; democracy; gender mainstreaming; equality/labour market; equality/integration; power and influence; organisational development; violence against women; advocacy; and health. There is thus no category directly comparable to *women, peace and security*, but all categories are interrelated and touch upon WPS in some way or another. 34 women's organisations received funding, and the categories receiving the most, apart from the general organisational development funding, were violence against women, gender mainstreaming and international exchange/conference.<sup>80</sup> There is no complete statistics that show all funding that go to CSOs, which is why other organisations that also might be doing WPS project is not included in the analyses.

### **Indicator 15. Allocated and disbursed funding to governments marked for Women, Peace and Security projects and programmes.**

The data needed to answer this indicator is very hard to gather and understand. The Government budget is not very detailed and does not specify how much funding shall go to WPS. It is important to keep in mind that even though there is no specified budget category regarding WPS, it may lay within another broader category. However, if that is the case, the funding is obviously not earmarked, and it is thus not certain that WPS projects and programmes will be funded.

The Swedish NAP for resolution 1325 specifies that several governmental ministries and authorities are responsible for the implementation of the resolution at the national level. Every year the Government issues "letters or regulations" to all authorities, which regulate the activities of the authorities. The letters of regulation state, inter alia, the objectives the authority have to achieve during the year, how much money it has at its disposal and how the money should be allocated between different activities. The NAP states that a 1325 perspective should be reflected in all "relevant" letters of regulation to the authorities, which means the Armed Forces, the Swedish Civil Contingency Agency, the Folke Bernadotte Academy, Sida, the Swedish Prison and Probation Service, the National Police Board, and the National Defence College.<sup>81</sup> The letters of regulation for 2011 to all these authorities have

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<sup>77</sup> Letter of regulation to the Folke Bernadotte Academy, 2011, p 3, 7

<sup>78</sup> FBA yearly report 2010, p 48

<sup>79</sup> <http://www.sweden.gov.se/sb/d/1982/a/88579>

<sup>80</sup> SNBYA yearly report 2010, p 74-75

<sup>81</sup> Swedish NAP for resolution 1325

been analysed, and the results show that, despite the fact that these authorities have a specific responsibility for the implementation, resolution 1325 is not taken into account in the funding. Only the FBA has a marked funding for resolution 1325; 7 million for 2011 (see indicator 14).<sup>82</sup> In the letters of regulation to the Armed Forces, the Prison and Probation Service and the National Defence College, resolution 1325 is not mentioned at all.<sup>83</sup> In the letters of regulation to the National Police Board and the Civil and Contingency Agency there is no earmarked funding for projects and programmes concerning resolution 1325. It is however stated that both authorities shall report what activities have been realized to comply with resolution 1325 in conflict and post-conflict countries, as well as related resolution 1820 and 1889.<sup>84</sup>

In the letter of regulation to Sida there is some funding that concerns WPS. In the total budget for Sida, 319 million SEK may be used for conflict resolution. The funding is supposed to support a lot of activities concerning conflict resolution, and one of these are missions to carry through resolution 1325 and the Swedish NAP, however, there is no earmarked funding for this. Out of the total budget, approximately 3,8 billion SEK is allocated for something called *theme and organisational support*, which is supposed to be divided within several different themes and organisations. *Equality and Women's Role in Development* is one of the themes, and also one of three prioritised areas within Swedish international cooperation. It is stated that funding may be used to support organisations and networks that work for equality within the areas of women's economic agency and working conditions; SRHR; women's political participation and influence; and, women's security, including the combat of GBV and trafficking.<sup>85</sup>

#### **Indicator 16. Percentage of Women's Representation as Peace Builders and Decisions Makers in Media Content.**

Studies show that men still dominate the news overall, and that the frequency of women included in the production of media is not a guarantee for more female news subjects.<sup>86</sup> The majority of men as news subjects are based on the lingering myth that men are more newsworthy than women, which can be explained by a number of reasons. One vital reason is that war is often placed in the center of media coverage on peace and security issues. Military and fighting parties become the news subject and battlefields are understood as the main platform of the conflict – areas where men traditionally dominate. Another explanation to male domination is that media mainly uses official sources in news stories rather than agents from the civil society, and official sources are dominated by men. The decreasing numbers of foreign correspondents reporting from the field also leads to less material from agents from civil society. Hence media topics are changing to be more dominated by major news agencies with material that is generally more traditional and imbalanced in reference to gender: few women and strong gender stereotypes.<sup>87</sup>

**Table 16.1. Stories that clearly challenge or reinforce stereotypes in Sweden**

Reinforces stereotypes		Challenging stereotypes		Neither challenge or reinforce stereotypes		Total
Total	%	Total	%	Total	%	Total
113	63	13	7	53	30	179

<sup>82</sup> Letter of regulation of the Folke Bernadotte Academy, 2011, p 4-5, 7

<sup>83</sup> See: Letter of regulation of the Prison and Probation Service, 2011; Letter of regulation of the National Defence College, 2011; Letter of regulation of the Swedish Armed Forces, 2011.

<sup>84</sup> Letter of regulation of the National Police Board, 2011, p 4; Letter of regulation of the Civil and Contingency Agency, 2011, p 2

<sup>85</sup> Letter of regulation of Sida, 2011, p 6, 15-16

<sup>86</sup> Global Media Monitoring Project 2010, *who makes the news*, Annex 3. National Results, Sweden

<sup>87</sup> Kvinna till Kvinna rapport "vi rapporterar om kvinnor i krig och konflikter", 2006, p 2

Source: *Global Media Monitoring Project 2010, annex 3, p 69.*

Official experts are male dominated in media. However, the under-representation of women in the expert category contradicts the reality where the gender gap in special fields of expertise is not as big as pictured in the news media discourse.<sup>88</sup> The myth of women as placed in the “ordinary” people column remains and the marginalization of women from “high politics” reinforce her as a non-actor. Women are by these obstacles less seen as agents than men in issues of peace and security. The findings are based on a stereotype; men are connected to the official sphere and women are associated to the private sphere/civil society. Although women have been a significant symbol of peace through history, they are rarely accepted as peace builders with agency and power.<sup>89</sup> A traditional example of women in media is a crying mother, a grieving widow or a victim of sexual violence and patriarchal oppression - seldom as an empowered actor. When she is admitted to be an active actor in peace processes, it is primarily connected to actions in the civil society related to issues of family, health or protection or in a group of other women demonstrating on the street far away from the corridors of power.<sup>90</sup> Media has great potential to be a forum for changing the public and political opinions. However, as shown in table 16.1, Swedish media still has a long way to go to be that powerful and important component to challenge stereotypes and improve the struggle of gender balance.

### III. Conclusions and Recommendations

The Swedish National Action Plan emphasises that evaluations are an important aspect of progress in the implementation, and recognises that successful implementation is dependent on sufficient resources being allocated for evaluation purpose. The NAP puts focus on a few actors to fulfill the implementation of resolution 1325. The actors are first and foremost the ones representing Sweden abroad in international missions. This leaves most of the ministries out of the NAP – a fact that has been pointed out by the CSOs during the official meetings on updates concerning the implementation of resolution 1325 in Sweden. Resolution 1325 concerns all ministries; all should therefore be obliged to give reports on the work done on the resolution. Sweden has been ambitious in implementing resolution 1325 and has managed to include a gender perspective in a wide range of security and peacekeeping issues, but missing from Swedish implementation is sufficient systems for evaluations concerning *what* has been done as well as *how* it has been done.<sup>91</sup> Demands put on the Foreign Ministry by the CSOs include a set of concrete objectives and indicators in order to measure the actions taken. Another major gap is marked funding for the implementation of the resolution. Only one of the authorities responsible for the implementation of resolution 1325 as stipulated in the NAP has a marked funding for implementation. The fact that most of the authorities responsible for 1325 implementation do not have funding earmarked for 1325; and reporting on their work concerning the resolution is not mandatory, makes it difficult to demand improvements in implementation.

The Armed Forces and the Police Force play crucial roles in implementing the Swedish NAP on SCR 1325. Resistance to incorporating gender and resolution 1325 in everyday work is not surprising in traditionally masculine organisations. Although much progress has been achieved both in the police and in the armed forces, a more systematic approach is needed that

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<sup>88</sup> Global Media Monitoring Project 2010, *who makes the news*, Annex 3. National Results, Sweden, p 12

<sup>89</sup> Collins, (2010) *Security studies*, p 116

<sup>90</sup> Curran and Gurevitch, (2005) *Mass media and Society*, p 340

<sup>91</sup> EPLO 2010, p 63-65

clearly describes the methods for how existing knowledge about gender and resolution 1325 will be mainstreamed throughout the training. One way could be to establish minimum standards, or include gender and resolution 1325 as a required perspective in exams given to police and military trainees. A similar conclusion is expressed in the multi-country evaluation of 1325-implementation in Afghanistan. Without general gender awareness among deployed soldiers, the work of gender advisors will be severely limited.<sup>92</sup> One of the greater obstacles to the progress of the implementation is the low representation of women in peacekeeping missions. A number of reasons, such as informal appointments of chief positions, negative attitudes towards female soldiers, sexual harassment and badly suited equipment for women, explain the low number of women and, as is evident, there must be taken more action to change this pattern radically. The new voluntary military education has great potential to create a “new”, less masculine culture, and as suggested by Ivarsson et al (2005), it might even “be worthwhile to select individuals on the basis of their potential to mirror societal values and beliefs, particularly their attitudes toward women in nontraditional environments like the military”<sup>93</sup> Even though the implementation of resolution 1325 calls for the importance of increasing women’s participation in peace negotiations, the resolution does not talk about women in singular. This subsequently calls for reasoning around which women who are represented and participating in peace negotiations. Such measures are not, to a high degree, taken by Swedish authorities involved in civil conflict resolution, such as Sida and FBA. Instead women are paid special attention to as a coherent group, denying the diversities within women. This could risk reproducing other groups’ marginalisation if not all women’s experiences are included. When advancing women’s rights it is important to promote all women’s rights – an intersectional approach should be used and attention should be given to how women’s realities are affected by other forms of discrimination such as sexuality and/or ethnicity. Questions regarding which projects, organisations and women are being supported in development cooperation’s have not been addressed in this investigation, but remains important to consider when looking at Swedish involvement in conflict and post-conflict countries.

Looking at work done nationally when it comes to women’s security, it can be concluded that the Swedish Government has invested a lot the last few years to improve the national legal system so that it treats women who have been victims of violence or sexual abuse with dignity. It has been acknowledged that there has been, and still is, a lack in knowledge about domestic violence and sexual abuse, and that legislation is not enough – there must be a good judicial system that functions all the way, and, most importantly, treats the women who have been victims of crimes with respect. Policies, investments in educations, action plans etcetera are thus a necessary complement to the legislation. One important conclusion regarding sexual offences is the difficulty to make any accurate conclusions regarding how many persons having been penalised for SGBV offences in relation to the number of reported SGBV cases due to different statistical categories in the data of reported crimes in relation to the data of penalised crimes. Another important issue addressed in this report is the role of media. Media has great potential to be a forum for changing the public and political opinions when it comes to women, peace and security. However, Swedish media still has a long way to go to be that powerful and important component to challenge stereotypes and improve the struggle of gender balance. How women and men are being featured in media’s reporting on peace and security issues has a significant meaning for the credibility and legitimacy of

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<sup>92</sup> Olsson, et. al. (2009). Section 10.4.

<sup>93</sup> Ivarsson, Estrada and Berggren (2005). *Understanding Men’s Attitudes Toward Women in the Swedish Armed Forces*, Military Psychology, 17:4, 269-282: p 279

resolution 1325. Issues regarding masculinity and femininity in conflict situations must be addressed in a more critical and informative manner. Finally, it can be concluded that Sweden has come a long way in many aspects of resolution 1325, yet – is far from reaching a full implementation.

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