

UNSCR 1325 IN EUROPE

21 case studies of implementation

Edited by EPLO

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ANNEX I: NATIONAL ACTION PLANS FOR IMPLEMENTATION OF SCR 1325 IN EUROPE

ANNEX II: RECOMMENDATIONS

ANNEX II: CASE STUDY GUIDELINES

Introduction

This case studies publication documents civil society experiences of working on women, peace and security (WPS) policy and practice in Europe, particularly on National Action Plans (NAPs) for implementation of UN Security Council Resolution 1325 (UNSCR 1325) and related commitments. The studies describe in-country efforts made by civil society to advocate for implementation of UNSCR 1325 and, where relevant, CSO engagement in NAP processes – from development to implementation to monitoring and evaluation.

For those studying implementation of UNSCR 1325, Europe is an interesting case to look at. The majority of WPS NAPs originates in Europe. Currently, there are 12 countries in Europe which have developed a NAP, nine of those being EU Member States (see annex I). This publication covers a wide variety of European countries, including nations with and without action plans; new, old and non-EU Member States (MS); and several conflict-affected countries. More precisely, the countries covered by the case studies are Austria, Belgium, Cyprus, the Czech Republic, Finland, France, Macedonia, Germany, Ireland, Italy, Kosovo, Latvia, The Netherlands, Northern Ireland, Norway, Portugal, Slovenia, Spain, Sweden, Switzerland and the United Kingdom.

The idea for this publication was born at a CSO conference on the implementation of UNSCR 1325 in Europe, jointly organised by the European Peacebuilding Liaison Office (EPLO) and International Alert, with funding from the Initiative for Peacebuilding. The conference took place on 7/8 September 2009 and brought together representatives of civil society organisations from 18 countries across Europe to share good practices and experiences with respect to advocacy for and development, implementation and monitoring of WPS NAPs.¹ In preparation for the CSO conference, every participant was asked to prepare a study on the state of implementation of UNSCR 1325 in their respective countries. More precisely, registered participants were sent a survey including questions about CSO advocacy for implementation of UNSCR 1325, and CSO participation in and views on the development, implementation and monitoring of NAPs (see annex III). The 18 case studies prepared turned out to contain such a wealth of information that participants and organisers alike thought it would be a good idea to turn them into a publication.

Over the past months EPLO has invited CSOs from countries in Europe not yet covered to also prepare case studies, resulting in a total number of 21 case studies on implementation of UNSCR 1325 in Europe. EPLO, with the help of International Alert, has edited and formatted the studies prepared. Final updates were provided by most case studies authors in April and May 2010. The last general editing was undertaken in June 2010.

A big thank you should go to all case studies authors for writing down their views on implementation of UNSCR 1325 in Europe. By sharing their valuable insights of processes in different European countries, the authors allow others interested to learn from their experiences. EPLO would also like to thank International Alert, and in particular Minna Lyytikäinen, Karen Barnes, David Ackers, Steven Schoofs and Cynthia Gaigals, for their hard work on this document. Moreover, important feedback and support was provided by other members of EPLO's working group on Gender, Peace and Security (EPLO-GPS).

*EPLO
Brussels, June 2010*

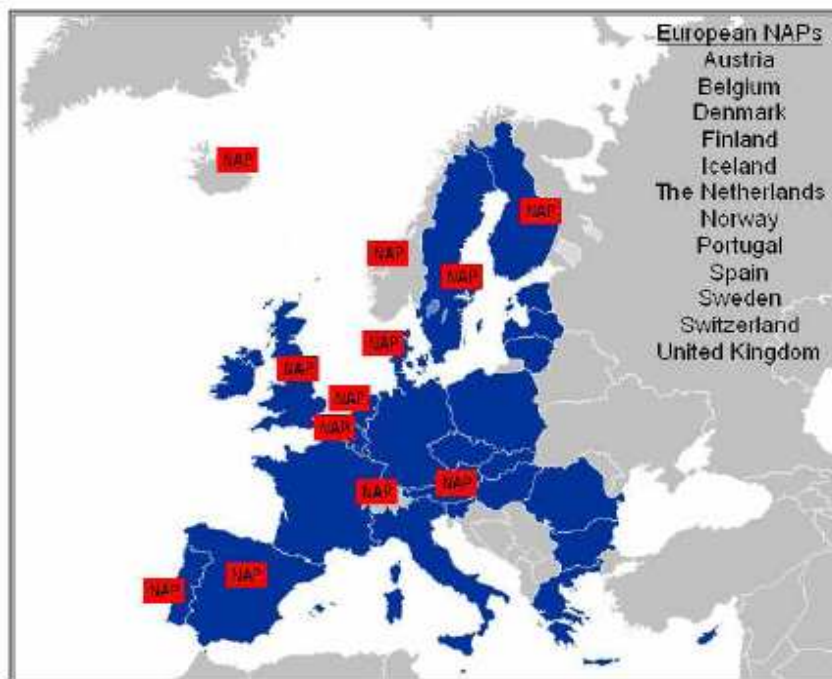
For more information about the case studies, please contact Sanne Tielemans (stielemans@eplo.org), policy officer at EPLO and coordinator of EPLO-GPS.

¹ The main outcome of the CSO conference was a list of recommendations on implementation of UNSCR 1325 in Europe (see annex II), which was presented to EU decision-makers at the first open exchange among EU Member States on national implementation of UNSCR 1325 on 2 October 2009.

Key Findings

Based on information included in the 21 case studies, just some of the key findings about implementation of UNSCR 1325 by countries in Europe include:

- Currently, there are **12 countries in Europe with a NAP** for implementation of UNSCR 1325 / women, peace and security (WPS) commitments, of which nine are EU Member States: Austria (NAP adopted in August 2007); Belgium (February 2009); Denmark (first plan in June 2005; second in 2008); Finland (September 2008); Iceland (March 2008); The Netherlands (December 2007); Norway (March 2006); Portugal (August 2009); Spain (November 2007); Sweden (first plan in June 2006; second plan in early 2009); Switzerland (January 2007); and the United Kingdom (March 2006). The map below indicates the countries in Europe that have adopted a NAP on WPS. NAPs are about to be launched in Bosnia and Herzegovina, France and Ireland.



© Map adapted from Wikimedia Commons

- In many countries the move towards developing a NAP resulted from a combination of the following **enabling factors**: (personal) high-level or government commitment to implementation of UNSCR 1325 (e.g. in Austria former Minister for Foreign and European Affairs Ursula Plassnik was active in the field of WPS, resulting in the Office for International Law, situated within the Ministry, being tasked with the development of a NAP); international peer pressure (e.g. Belgium moved towards the development of an NAP while member of the UN Security Council; France started developing its NAP following the first exchange among EU Member States on implementation of UNSCR 1325 in October 2009; and, in general, developments in neighbouring or close countries and the 10th anniversary of UNSCR 1325 have helped MS to realise the need to show that efforts have been made on implementation); and civil society advocacy efforts (e.g. in Finland a book and seminar on women in peacebuilding, followed by continued lobbying efforts from civil society, eventually resulted in the Finnish government starting to develop a NAP).

- In European countries that still **lack** an NAP, there is generally low acceptance, no prioritisation and/or little understanding of gender issues among government officials and the population at large. In new EU Member States there is also often limited experience of peacebuilding, conflict response, civilian/military crisis management, etc. One of the EU's big Member States, Germany, argues that it does not need a specific NAP for implementation of UNSCR 1325 because it has already adopted gender mainstreaming and because it has two other actions plans which incorporate elements of UNSCR 1325 – one on civilian crisis prevention; the other on combating violence against women.
- The majority of NAPs developed is described as **comprehensive**, though some are criticised for focusing too much on one aspect of SCR 1325 (often peace operations).
- All NAPs developed in Europe are **public documents**, with the exception of the first UK NAP (currently under review). Several European NAPs are working documents.
- A problem with most the NAPs that have been developed in Europe is that they **lack key elements** that help ensure action, such as specific and realistic goals, objectives and priority actions; clear timelines; a dedicated budget; indicators, benchmarks and targets; clear lines of responsibility (e.g. indicating which unit within which ministry is responsible for implementation of each specific commitment); and results-oriented and transparent monitoring and evaluation mechanisms.
- In some countries **CSO** platforms, networks, coalitions or working groups were created to enable joint advocacy for implementation of UNSCR 1325 (e.g. Belgium, Finland, Ireland, the Netherlands, Norway, Sweden, and the UK). In other countries, so-called broader groups were (also) convened, bringing together, for example, government officials, NGOs, researchers and international organisations to discuss ways to implement WPS commitments (e.g. Austria, France, Ireland and Kosovo). Civil society has engaged in a variety of activities, including organising meetings, conferences and public campaigns on UNSCR 1325, writing articles and doing media work, and directly lobbying national and international bodies. CSOs advocating for implementation of UNSCR 1325 include organisations focussing on peacebuilding, development, humanitarian, human rights and, in most cases, women's issues. Governments have reacted in different ways to CSO advocacy and involvement – from completely ignoring calls for further implementation of SCR 1325 (e.g. Cyprus) to acknowledging civil society as a key partner (e.g. Netherlands). Successful CSO advocacy strategies include: awareness-raising campaigns on UNSCR 1325, targeted at politicians, civil servants and/or the public at large; training for decision-makers; drawing international comparisons, in particular with 'close countries' (e.g. in the case of Finland: other Nordic countries); sharing learning with as wide a range of partners and stakeholders as possible; getting MPs to ask questions in parliament; monitoring implementation of UNSCR 1325; and organising meetings between MPs, government officials, etc., and women from conflict-affected areas.
- Regarding the **development** of European NAPs on UNSCR 1325, this process is usually in the hands of an inter-ministerial working group. These working groups, often led by the Ministry of Foreign Affairs, tend to include representatives of the Ministries of Foreign Affairs, Defence, Development Cooperation, Interior and Justice – in a few cases there are also representatives of Ministries dealing with work, education, health and/or social affairs. In some cases, civil society representatives have been invited to participate in working group meetings (e.g. Austria and Finland) or to provide input (e.g. Norway and Spain); in others, direct consultation with civil society has been limited to allowing (a select number of) CSOs to comment on (final) draft version of the NAP, often within a short timeframe (e.g. France and Portugal). In the Netherlands, civil society organisations have

been an integral part of the drafting process. People from conflict-affected areas were never directly involved in the development of any NAP in Europe. In some cases diaspora groups are part of CSO groups working on UNSCR 1325 (e.g. The Netherlands). Regarding the UK NAP, neither the Northern Assembly nor civil society in Northern Ireland was formally consulted. Representatives from conflict-affected communities from Northern Ireland, Timor Leste and Liberia are presently engaged in a series of cross-learning exercises initiated by the Irish Department of Foreign Affairs, but this initiative has developed in parallel to the NAP process and there are no formal links between the two. In most countries in Europe, the actual NAP drafting process took little longer than a few months.

- **Implementation** of NAPs is hindered by the lack of the key elements mentioned earlier. Consultation with civil society envisaged in the NAP has sometimes failed to take place. In most cases, it is too soon to comment on implementation, however, early success stories concerning the impact of NAPs include use of training modules on gender for personnel to be deployed, an increase in efforts to recruit female personnel, and support for women's participation in peace processes and financial support for NGOs working on gender issues in conflict-affected countries.
- **Monitoring and evaluation** mechanisms for European NAPs often lack clarity and tend not to be very strong. Insufficient reporting is taking place. The focus tends to be on evaluation of process rather than of impact. Civil society is usually not included in monitoring and evaluation mechanisms. Some interesting points related to M&E: In Switzerland, a country analysis workshop focusing on Colombia was organised in October 2009 to assess strategies, instruments and lessons learnt by various Swiss actors and their partners. In Finland, CEDAW reports are to include an evaluation of the implementation of the NAP. In the UK, the Associate Parliamentary Group on WPS is the forum for discussion and critical analysis of issues related to UNSCR 1325 and has proved the most useful monitoring mechanism and tool for ensuring that government complies with its UNSCR 1325 commitments. Moreover, civil society in the UK has monitored activities on WPS and recently published a first Global Monitoring Checklist on WPS aimed to measure progress for women in regions affected by conflict. In the Netherlands, civil society conducted its own fact-finding mission. In Sweden, civil society assessed implementation in training courses and EU missions in recent years. In Belgium, evaluation by civil society is envisaged in the NAP.

Recommendations

For suggestions as to how to further implementation of SCR 1325 and related WPS commitments, please consult the list of recommendations in annex II. This document was developed during and after the CSO conference in September 2009.

Background

UNSCR 1325

On 31 October 2000, the United Nations Security Council unanimously adopted [resolution 1325](#) on women, peace and security (WPS). The passing of UNSCR 1325 should be regarded as groundbreaking as it denotes the first time that the Security Council, the UN organ tasked with maintaining international peace and security, recognised the distinct experiences as well as roles and contributions of women in the context of peace and security.

UNSCR 1325 is wide in scope. Firstly, it calls for increased participation of women in all peace and security initiatives – at decision-making levels in institutions and mechanisms for conflict prevention, management, and resolution; in peace negotiations; as UN special representatives and envoys; in field-based operations; and in all of the implementation mechanisms of peace agreements. Secondly, the resolution calls for the integration of a gender perspective in peace and security work – in UN peacekeeping operations, SC missions and reporting, peace processes and post-conflict activities. It specifically demands gender-sensitive training in peacekeeping operations. The resolution further requests action to ensure that women's specific (protection) needs are met and their rights respected, during conflicts and thereafter.

UNSCR 1325 addresses several actors, including the UN system, Member States and parties to armed conflict. Textbox 1 provides an overview of provisions directly relevant to countries in Europe.

Textbox 1: UNSCR 1325 and Europe

...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, and to exclude these crimes, where feasible, from amnesty provisions (1).

...UN Member States:

- to ensure increased **representation** of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict (1);
- to provide female candidates for special representatives and envoys to the Secretary-General (3);
- to incorporate **training** guidelines and materials on the protection, rights and particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, together with HIV/AIDS awareness training, into their national, pre-deployment training programmes for military and civilian policy personnel (6); and
- to increase their support (financial, technical and logistical) for gender-sensitive training efforts (7).

...all actors involved, when negotiating and implementing peace agreements:

- to adopt a **gender perspective**, including attention for the special needs of women and girls; support for local women's peace initiatives and indigenous processes for conflict resolution; measures that involve women in the implementation process of peace agreements; and protection of and respect for the human rights of women and girls in the constitution, electoral system, policy and judiciary (8)

Textbox 1: UNSCR 1325 and Europe (cont.)

...all those involved in planning for disarmament, demobilisation and reintegration (DDR):

- to consider the different **needs** of female and male ex-combatants and to take into account the needs of their dependants (13)

...all parties to armed conflict:

- to respect fully international law applicable to the **rights** and **protection** of women and girls, especially a civilians (9)
- to take special measures to protect women and girls from gender-based violence (GBV) and all other forms of violence in situations of armed conflict (10)
- to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in design (12)

What about UNSCR 1820, 1888 and 1889?

On 19 June 2008 the UN Security Council adopted resolution [1820](#). This UNSCR directly links sexual violence as a tool of war with the maintenance of international peace and security. UNSCR 1820 should be seen as a vital complement to UNSCR 1325. By recognising sexual violence as a potential crime of concern to the international community, it enables targeted international action. UNSCR 1820 links prevention of sexual violence against women to their participation in peace and security matters.

UNSCR [1888](#), adopted in September 2009, specifically strengthens UNSCR 1820, asking the Secretary-General for example to rapidly deploy a team of experts to situations of particular concerns regarding sexual violence and to appointment a Special Representative to lead efforts to end conflict-related sexual violence.

UNSCR [1889](#), adopted in October 2009, reaffirms the provisions of UNSCR 1325. It stresses for example the need for measures to improve women's participation during all stages of peace processes, calls upon the Secretary-General to develop a strategy to increase the number of women appointed to pursue good offices on the SG's behalf and requests the SG to submit a set of indicators to track and monitor implementation.

UNSCRs 1820, 1888 and 1889 should be seen as complementary to SCR 1325.

For **more information about the WPS resolutions**, please click on the hyperlinks above. Regarding UNSCR 1325, please also consult UNIFEM's annotated version of the resolution, available [here](#).

Action Plans

Summarising the provisions of UNSCR 1325 in a few words is not easy – and that immediately flags a first problem with it: the resolution is wide in scope. Furthermore, the mandate offers little guidance as to what exact steps should be taken by the actors addressed. For these and other reasons, such as a lack of political will and the absence of a clear accountability mechanism, implementation of UNSCR 1325 remains a major challenge. Continuing reports of sexual violence from conflict-affected areas and the lack of women in peace negotiations and post-conflict decision-making show that there are still huge gaps in achieving the aims of resolution SCR 1325. The most effective way to move from words to action on UNSCR 1325 (and related WPS commitments) is through the creation of action plans or strategies. A UN system-wide plan for implementation was developed by UN Member States, the Inter-Agency Task Force on WPS and

NGOs in 2004. The UN Secretary-General has called upon all UN Member States to prepare similar plans or strategies to implement the resolution.

There is no set template for the development of a WPS action plan or strategy, but ideally an action plan is a written document that deals with the “what”, “why”, “how”, “who”, and “when” of implementation. This means, for example, that strategic actions are initiated, priorities and resources are identified, and responsibilities are pinpointed. A plan for implementation allows for a holistic approach that takes equal account of the diverse aspects of UNSCR 1325 and brings together different “departments” affected, preventing duplication or counter-effects while ensuring effective use of resources. Moreover, it can ensure accountability by listing those responsible for implementation and setting a clear timeframe. When providing benchmarks and indicators, a strategy can also help monitoring and evaluation processes. And a participatory process of developing an action plan, in turn, enables awareness-raising and capacity-building by providing a space to discuss gender, peace and security issues, as well as bringing about a sense of ownership and responsibility, further ensuring action will be undertaken.

To this date only 18 countries worldwide have launched a national action plan (NAP) for implementation of UNSCR 1325 and related WPS commitments.

For **more information about NAPs**, please consult the UN-INSTRAW publication *Security Equality, Engendering Peace: A guide to policy and planning on women, peace and security (UN UNSCR 1325)*, available [here](#).

What has been done by countries in Europe?

The majority of NAPs has been developed in Europe. Currently, there are currently 12 countries in Europe with a NAP, of which nine are EU Member States: Austria (August 2007); Belgium (February 2009); Denmark (first plan in June 2005; second in 2008); Finland (September 2008); Iceland (March 2008); The Netherlands (December 2007); Norway (March 2006); Portugal (August 2009); Spain (early 2008); Sweden (first plan in June 2006; second plan in early 2009); Switzerland (March 2007); and the United Kingdom (March 2006). NAPs are about to be launched in Bosnia and Herzegovina, France and Ireland. For more information about the development, implementation and monitoring of these plans, please consult the case studies.

In September 2009 a group of European civil society organisations developed during and following a CSO conference co-organised by EPLO and International Alert a **list of recommendations** aimed at furthering implementation of UNSCR 1325 in Europe. Please click [here](#) for the document.

EPLO’s working group on Gender, Peace and Security (GPS) regularly updates a **comparative table** on NAPs in Europe. Please click [here](#) for the latest version of the table.

What about the European Union?

In December 2008, the Council of the European Union adopted two documents outlining the EU strategy to further implementation of UNSCRs 1325 and 1820. These two, complementary WPS-specific documents are the *Comprehensive EU Approach to the implementation of UNSCR 1325 and 1820* and *Implementation of SCR 1325 as reinforced by 1820 in the context of European Security and Defence Policy* (post-Lisbon known as Common Security and Defence Policy).

The [Comprehensive Approach](#) (CA) sets out a common EU approach to implementation of UNSCRs 1325 and 1820. It is basically aimed at complementing what already exists at national

level in terms of NAPs. It tries to ensure that the Union's external actions are shaped to protect women and that they contribute to increased gender equality during and after armed conflict and in situations of fragility. Following an overview of definitions, challenges and basic principles (e.g. need for a holistic approach), and preceding an assessment of existing EU policy and practice on WPS, the CA lists a series of specific measures. Some of these measures are to be performed by the EU as a whole, others by particular actors. These measures or activities have been divided into the following categories:

- Political support for UNSCR 1325 and 1820 (e.g. the CA states that the EU will promote the implementation of the WPS resolutions through its political and human rights dialogues with partner countries, and through political statements within international fora and through different women networks);
- Training on WPS issues (e.g. the Commission commits to organising HQ-based training);
- Exchange of information and best practices (e.g. the CA establishes a WPS Task Force (TF), composed of staff working on both gender equality and security issues across the relevant Council Secretariat and Commission services, and open to EU MS participation);
- Action at country and regional levels (this categories includes a commitment to ensure that EU financial instruments with a conflict prevention, crisis management or post-conflict component will incorporate a gender dimension in their programming and implementation);
- Integration of WPS considerations in sector activity - covering briefly security, governance and civil society, economic security, health, education and humanitarian aid;
- Cooperation with the UN and other international actors; and
- Monitoring and evaluation (includes a TF commitment to further develop indicators for progress regarding the protection and empowerment of women in conflict-affected situations).

The Comprehensive Approach is complemented by a paper on implementation of UNSCR 1325 as reinforced by 1820 in the context of ESDP (post-Lisbon: CSDP), initially meant as an annex to the CA. This [CSDP document](#) aims to specifically ensure gender mainstreaming and implementation of 1325 and 1820 throughout all phases of EU CSDP missions and operations. The CSDP operational document is basically a revised version of an earlier operational paper on implementation of UNSCR 1325 in the context of CSDP and the 2006 checklist on gender mainstreaming and implementation of UNSCR 1325 in the planning and conduct of ESDP (as was) operations. It includes commitments to increase women's representation at all decision-making levels and to further implementation of UNSCR 1325 more generally - in advance planning, operational planning, force generation, etc.

With the adoption of the CA, complemented by the CSDP document, the EU has quite a comprehensive strategy to guide its actions on women, peace and security. Some interesting initiatives have resulted from the CA, including the establishment of an inter-institutional WPS TF and a yearly open exchange among EU Member States on national implementation of UNSCR 1325. The TF has also been working on a set of indicators to assess implementation of the CA. That said, the CA, like most NAPs, lacks clear lines of responsibility, a specific budget, timelines, and other elements that help ensure implementation. Moreover, there is a tendency to stick with process; instead of also looking at really changing the situation in conflict-affected countries. There is also the issue of 'practising what is preached', one challenge being the relatively low number of (full-time) staff dedicated to working on gender in external action; another the lack of gender balance in certain parts of the EU institutions, particularly in senior positions. In this respect, but also for example in relation to CSDP missions, it should be kept in mind that MS play a key role.

Austria

Barbara Kühhas (CARE Österreich)

Introduction

Austria endorsed a National Action Plan (NAP) for implementation of UNSCR 1325 in August 2007.² The contents of this document are part of the governmental programme under its international peacebuilding component. The Austria NAP is a comprehensive document, focused on (1) increasing participation of women in the promotion of peace and conflict resolution, including local level initiatives; (2) the prevention of GBV and protecting the needs of women and girls in peace missions, humanitarian operations and refugee and IDP camps; and (3) increasing representation of Austrian women in international peace operations and at decision-making level in regional and international bodies. There is no specific timeframe attached to the plan, though several activities have time-commitments linked to them, like the annual meeting of the Inter-ministerial Working Group for reporting. No special budget is envisaged for implementation of the NAP.³ Each Ministry involved is supposed to implement activities and interventions using its general budget. The NAP also lacks a clear mechanism for coordinating with NGOs – the plan stresses that there should be one consultation meeting a year, but so far no such meeting has taken place formally, though on an ad-hoc and informal level meetings take place frequently.

Advocacy for UNSCR 1325

Austria's former Minister of European and Foreign Affairs, Ursula Plassnik (2004 to 2008), was quite active in the field of UNSCR 1325, which resulted in the Office for International Law (situated within the BMeiA, the Ministry of European and Foreign Affairs) being charged with the development of a NAP in late 2006, under the lead of Elisabeth Kögler. Ms Kögler invited the Federal Ministries for European and International Affairs (BMeiA), Health, Family and Youth, Interior (BMI), Justice (BMJ), Defence (BMV), the Federal Chancellery (BKA) and the Austrian Development Agency (ADA), as well as several civil society organisations (Ludwig Boltzmann Institute of Human Rights, BIM, University of Vienna and CARE Österreich)⁴ to discuss the document in a series of meetings, and asked the same group for feedback on the draft NAP in 2006. The BMeiA also organised several events, including a large conference on the implementation of UNSCR 1325 entitled Building Peace – Empowering Women (April 2006), an event on Women Leaders – Networking for Peace and Security in the Middle East (May 2007), and the symposium Shaping our European Future – Networking of Serbian and Kosovar Women (November 2007).

Since September 2008, CARE Österreich has initiated and hosted the informal Group of Friends of UN SCR 1325, which has met more or less every 3 months during the past year. Representatives from the BMeiA, ADA, the Ministry of Interior and NGOs from the development and humanitarian relief sector participate in these meetings. CARE Österreich, together with BIM, has recently prepared a proposal for organisation of two conferences around the 10th anniversary of UNSCR 1325 in 2010. Participating institutions do predominantly focus on gender and development or emergency relief. The Austrian Study Center for Peace and Conflict Resolution (ASPR) has included a specialisation course on women and armed conflict within its International

² http://www.bmeia.gv.at/fileadmin/user_upload/bmeia/media/2-Aussenpolitik_Zentrale/UN_Security_Council/4389_sterr_aktionsplan.pdf

³ When elaborating the NAP, the responsible staff wanted to get it through the Council of Ministers before the summer vacation time, so there was no time left for discussing an extra budget – but it was assumed at the time that the NAP is a living document and that a budget could always be added at a later time.

⁴ Other NGOs were invited, but did not take part – possibly due to resource constraints or disinterest.

Civilian Peace-keeping and Peace-building Training Program (IPT).⁵ In general, civil society still lacks a clear focus on the issue. CARE is lobbying within the *AG Globale Verantwortung* (the umbrella organisation for Austrian development and emergency NGOs) for the meaningful inclusion of UNSCR 1325 (and related UNSCRs) into policy papers.

The government's reaction and cooperation have been excellent (especially the BMeiA under Mrs Plassnik and during 2010 also the offices of Ms Freudenschuss-Reichl and Ms Riederer)⁶ and is ongoing, although the pace slowed down during 2009. Government counterparts respond when they are called for meetings and these meetings often take place in a friendly, collaborative and to some extent forward-looking atmosphere. Up to now, the governmental working group has issued two reports on implementation, which took place without a civil society consultation meeting as stipulated in the NAP. Moreover, it is difficult to approach the inter-ministerial working group. The meetings related to the conference in Vienna in 2010 for the run up to the 10-year anniversary were the first time that Austrian civil society had been invited to give input and cooperate (the events organised by Mrs Plassnik were agreed on at ministerial or international level).

Nevertheless, Austria is strongly supporting the women, peace and security agenda within the United Nations Security Council, of which it is a member in 2009 and 2010. The current efforts of the UN system to develop indicators for monitoring implementation of 1325 is financed through the multilateral funds provided by Austria to UNIFEM, and strongly supported by it within the Security Council. That said, political will for implementation of the NAP was lacking in late 2008 and early 2009, but then increased again in 2010.

CARE Österreich's key advocacy strategies include:

- Raising awareness about UNSCR 1325 (and 1820, 1888 and 1889) with other NGOs in meetings and networks.
- Working on women's empowerment in conflict-affected countries and using exchanges of experience.
- Supporting the voices of women from conflict-affected countries in international fora, for example the Women, Peace and Security Network in New York.
- Advocating for women's rights within international networks (Care International has an advocacy person in New York, another one in Geneva and another one in Brussels who are carrying the voices forward, developing international reports on WPS).
- Cooperating in the development of programmes and projects submitted to the EC and other donors.
- Elaborating scientific studies for Ministries around UNSCR 1325.

Engaging with the NAP Process

Civil society (initiated by BIM, which gives technical assistance to ADA) was asked to participate in the meetings of the inter-ministerial working group when it started to meet. During the drafting process, and after comments on the final draft were provided, most of BIM and Care's comments were included in the final action plan. People from conflict-affected areas were not directly

⁵ Austrian Study Center for Peace and Conflict Resolution (ASPR) <http://www.aspr.ac.at/aspr/>

⁶ Examples of engagement of the Austrian Minister of Foreign Affairs / Mrs Plassnik in 2008: **Jan. 08** Media seminar for female Journalists from the Near East in Vienna; **Feb. 08** Meeting with engaged women Israel and Ramallah; **Feb. 08** Symposiums on Implementation of SCR 1325 "Frauen, Friede und Sicherheit" with Elisabeth Rehn at the Academy of Defense; **March 08**: Participation with leading female politicians at the conference "Women stabilising an insecure world" in Brussels; **June 08** Participation in a conference in Athens which focused on "Women in Economy"; **June 08** Workshop "Inter-religious and Intercultural Dialogue from Gender Perspectives"; **June 08**: Signing of UNIFEM-Initiative "Say NO to Violence against Women" at an international Donorconference for Lebanon in Wien

consulted due to time constraints – though the Austrian Development Agency did report on the projects and programmes financed bilaterally and multilaterally and on NGO efforts in countries affected by armed conflict.

The final plan's priority goals include: (1) increasing participation of women in peace and conflict resolution efforts, including local level initiatives; (2) preventing GBV and protecting the needs of women and girls in peace missions, humanitarian operations and refugee and IDP camps; and (3) increasing representation of Austrian women in international peace operations and at decision-making levels in regional and international bodies.

Although the NAP does identify the Ministries responsible for implementation, it does not point out the *Sektion* or concrete position responsible within each Ministry. Up to now two reports on implementation have been released. Although consultation meeting(s) with civil society are envisaged in the NAP, these have yet to take place.

Regarding the impact of the NAP, ongoing engagement of Austrian NGOs has led to specific UNSCR 1325 programming contributions by ADA in the field of development cooperation in the Caucasus, Burundi, Uganda and Nepal. Financing for these projects happened in parallel to the development of the NAP, but without direct links – the ADA developed its focus paper on Women, Peace and Security at this time. Regarding the percentage of women in civilian crisis-management, police and military peacekeeping, peacebuilding and election-observation missions, the most recent data was published in December 2009. CARE Österreich has recently undertaken a study for the Austrian Ministry of the Interior on how to increase the number of Austrian police women in international peace missions. Up to now, the military and police services do their own UNSCR 1325 pre-deployment trainings, with the support of BMeiA. There is scope for various institutions (for example the Friedenszentrum Schlaining which does courses for specialised UN, OSCE and EU institutions, as well as for NGOs) to develop modules and to do more in-depth training courses that emphasise the interrelatedness of human security, women's rights, etc. For 2010, another training course on women in armed conflict is envisaged.⁷

Monitoring Implementation at National Level

Monitoring mechanisms included in the NAP are not very strong and evaluations are not envisaged. Annual data gathering is to take place through the focal point within the Ministry of Foreign Affairs, which is responsible for monitoring and reporting to the Council of Ministers. The governmental working group tasked with implementation of the NAP had difficulties getting data from all the ministries involved last year. There are progress indicators listed in the NAP, yet these lack clear benchmarks and timelines.

As the monitoring mechanisms included in the Austria NAP are not very strong and consultation meeting(s) with civil society, prescribed in the NAP, have not yet taken place, CARE Österreich and BIM have prepared a proposal for two conferences to be held around the 10th anniversary of UNSCR 1325. The first is to be a consultation meeting on the Austria NAP with the Austrian Ministries involved and NGOs, the second a conference aimed at strengthening accountability of EU Member States and Delegations. On 20 October, an expert conference on Women's Participation in Peace and Reconciliation, and Post-Conflict Reconstruction: Challenges and the Way Forward, will be organised by ADA, BMeiA, CARE and other NGOs active in the field of WPS.

⁷ ASPR: <http://www.aspr.ac.at/aspr/>

Concluding Remarks

During the development phase, the Austria NAP was seen as a living document – and a review for the existing one is planned for 2011⁸. This, in turn, should allow for the inclusion of further provisions, for example regarding UNSCRs 1820, 1888 and 1889. The way forward in 2010 and beyond will include regular meetings with stakeholders and an attempt to broaden the group within Austria. CARE Österreich will also start a public awareness campaign from early next year in order to reach the public. Regular networking initiatives are also foreseen – at Austrian, European and international levels. CARE Österreich will furthermore remain active in supporting partner countries and networking with Austrian civil society and other stakeholders.

⁸ Information derived from meetings held with the focal person within BMEIA, ms. Elisabeth Riederer

Belgium

Pax Christi Vlaanderen – Broederlijk Delen, Nederlandstalige Vrouwenraad, Marie Stopes International – RAISE Initiative, Assistant to MP Marleen Temmerman
Hilde Deman (Pax Christi Vlaanderen – Broederlijk Delen)

Introduction

Belgium adopted a national action plan for implementation of UNSCR 1325 in February 2009. The plan was presented to civil society in May 2009. The Belgian NAP 1325 focuses on the following areas:

- (1) Increased protection of women and children against all forms of violence, particularly sexual violence. (The Belgian NAP also explicitly covers UNSCR 1820. Particular attention is paid to the specific needs of female refugees and IDPs; to the impact of cluster munitions and anti-personnel mines on women and children; to women's needs when delivering humanitarian aid; and to the promotion of an integrated approach and increased coordination in the fight against sexual violence.)
- (2) Promoting women and women's organisations as actors in peacebuilding, conflict prevention and election processes, for example by providing capacity building and training to women's groups; supporting organisations that promote gender equality; and promoting consultation with women's groups during peace negotiations.
- (3) Promoting gender equality and women's rights in international bodies; advocate for signature of international treaties and resolutions that protect women (most importantly: CEDAW, 1325, 1820); promoting inclusion of gender dimension in UNSC missions, resolutions and sanctions (e.g. by consulting with women's groups when UN missions are being discussed in UNSC); supporting the mandate of UN Special Rapporteurs on Violence against Women and on Human Trafficking.
- (4) Promoting a gender dimension in SSR programmes: increasing the number of women and gender expertise within police, army and judiciary apparatus in third countries; integrating a gender dimension into rule of law and transitional justice; the fight against impunity; support to the ICC (e.g. Belgium is willing to provide air transport for arrested suspects); supporting initiatives that promote women's access to justice, development of legislation on sexual violence and increased punishment for perpetrators.
- (5) Increasing gender expertise and gender balance in the recruitment of staff members; increasing participation of women in peacekeeping missions; proposing more women as candidates for international organisations; organising gender trainings for military personnel, police, diplomats, etc; systematically including reporting on gender issues as part of the mission statement of embassies; zero tolerance of sexual violence in peacekeeping missions; monitoring "early warning indicators" on women's situation in fragile states where Belgian units are deployed.

Overall, the NAP is quite comprehensive. Nevertheless, one important element is missing: HIV/AIDS. At this stage the NAP remains very theoretical; it does not include many concrete actions for implementation, nor does it comprise indicators or a specific budget – though Belgium has a specific gender budget law and the Ministry of Defense has earmarked a specific budget for implementation of its commitments under NAP 1325. The NAP covers a period of four years (2009-2012). A working group composed of representatives from the different ministries involved is now meeting on a 3 months-basis under the lead of the Ministry for Foreign Affairs to work out a more detailed action plan. EU-specific actions are clearly visible in the NAP. This can partly be explained by the Belgian presidency of the EU in the second half of 2010. The fact that Belgium was a member of the UN Security Council in 2007-2008 undoubtedly also played a role in moving towards the adoption of a NAP. Belgium plans to advocate for reinforced implementation of

UNSCR 1325 and 1820 within the EU (e.g. through Belgian participation in the EU Battle Groups). Overall, the NAP is a good theoretical document, but it lacks concrete actions. Continued follow-up on implementation and further clarification of responsibilities, budget and indicators will increase the quality of the NAP.

Advocacy for UNSCR 1325

Since 2001, women's organisations in Belgium, united in two platforms for women's organisations – the *Nederlandstalige Vrouwenraad* (NVR) on the Flemish side and the *Conseil des Femmes Francophones de Belgique* (CFFB) on the French-speaking side – have lobbied together with the peace movement for the implementation of UNSCR 1325 and for the adoption of a Belgian NAP. The Commission Women and Development, an official advisory body to the Belgian Minister for Development Cooperation composed of NGOs, academics and women's organisations, has also been heavily involved in the promotion of UNSCR 1325. The focus of the women's movement has been on women's rights and liberties, the promotion of equal rights, on the right of women to decide on their own life and on their right to participate in policy making and in society at large.

Among other activities, civil society has organised several conferences,⁹ a public campaign on UNSCR 1325 in 2004, which included an exhibition, website and petitions, and intense political lobbying work in national and international bodies. Also worth mentioning in this regard were the negotiations by NVR and CFFB with the Belgian army, which resulted in the signing of a charter in March 2007 on the implementation of SCR 1325 in the internal structure of the army and in its field missions.

Those advocating for implementation of UNSCR 1325 are mainly organisations working on women's issues, however, the support of other types of organisations (e.g. peace movement) has been vital. Also worth mentioning are the efforts of the Congolese and other Diaspora women's organisations. After six years of intense lobbying and advocacy by civil society, the Belgian government finally began to develop a NAP in 2008. In that sense, we can say that the efforts have been successful.

Key strategies of Belgian civil society advocating for implementation of UNSCR 1325 include:

- Advocacy and lobbying efforts of the women's movement as well as other organisations in parallel to high-level commitment to women's issues and to the fight against violence against women (e.g. Ministers for Foreign Affairs and Development Cooperation).
- "Marrainage" of UNSCR 1325 by female politicians from different political parties.
- Sustained, long-term awareness raising campaigns on UNSCR 1325 targeting the wider public, including petitions, website, exhibitions, etc.

Engaging with the NAP Process

Five ministries were involved in the development of the NAP: the Ministries for Foreign Affairs,

⁹ For example, in 2002 the NVR, the Commission on Women and Development (CWD) and Unicef co-organised a conference on children in armed conflict, which paid particular attention to the girl child soldier. Another conference on women, war and peace took place in 2003, co-organised by the NVR and the CWD. Patronage was sought with female politicians from different political parties to push forward the adoption of a Belgian NAP. Lastly, in 2007 the NVR and the CWD organised a roundtable entitled, Resolution 1325: An opportunity for women in DR Congo.

Interior, Defence, Development Cooperation and Justice. Coordination was carried out by the Ministry of Foreign Affairs. The exercise started with a first brainstorming session in May 2008. This was followed by a mapping of the state of play in Belgium. Subsequently, a focal point within each Ministry was appointed to coordinate efforts. These focal points met regularly as the Working Group on NAP 1325. Different drafts were circulated for comments amongst the ministries, and the Commission on Women and Development, which has a small working group on UNSCR 1325, was asked for inputs at different moments during the development process. Bilateral consultation with other civil society organisations (Belgian and international) and with relevant UN agencies based in Brussels was limited. People or organisations from conflict-affected areas were not consulted. Though not all issues and concerns of civil society have been taken into account, most see the adoption of the NAP as a first step in the right direction. The development process of the NAP was definitely groundbreaking: this type of intense collaboration between different ministries on women, peace and security issues is new and very progressive. Mid-term and final evaluations will hopefully provide opportunities for improving the NAP.

Regarding implementation, an action matrix has been included in the NAP and each chapter is clearly linked to a specific Minister. What is lacking, however, is clarity on who is responsible for implementation within the different Ministries, as well as a timeline, specific budget and indicators. In the upcoming months the working group of the different ministries will work on further defining the different responsibilities. The regional governments will also be called upon, since research and sensitisation with respect to UNSCR 1325 are responsibilities that fall under the regional governments. Since implementation has just started, it is difficult to judge any progress made or to evaluate the plan's impact in conflict-affected areas.

Monitoring Implementation at National Level

The NAP foresees a yearly evaluation by all administrative bodies involved. The NAP initially also included reference to a first mid-term evaluation by civil society in 2010, but the government now wanted the evaluation to take place by the end of 2009, to enable them to present the results during the Belgian Presidency of the EU. In 2012 a joint final evaluation by civil society and the different administrations is planned. Civil society is now in the process of getting organised to monitor the implementation of the NAP. A Belgian Platform 1325 was created in September 2009, consisting of women's organisations, NGOs, parliamentarians, and representatives of the ministries involved. This platform will perform a first evaluation of the Belgian NAP 1325 in the run-up to the 10th anniversary of UNSCR 1325, which coincides with the Belgian Presidency of the EU. The evaluation will focus on activities of the Ministries of Development Cooperation, Foreign Affairs and Defence.

Concluding Remarks

The current NAP is a good theoretical document, but it lacks concrete actions and commitments. Continued monitoring of implementation and further clarification of responsibilities, budget, timeline and indicators will increase the quality of the NAP. Hopefully this will lead to the development of an ambitious second NAP after 2012, based on a wider civil society involvement both in Belgium and in conflict-affected countries, and underpinned with the necessary means to implement the different activities spelled out.

Cyprus

Magda Zenon (Cyprus Women's Lobby)

Maria Hadjipavlou (Assistant Professor, University of Cyprus)

Introduction

Since 1974 Cyprus has been a divided island, with the south (the Greek Cypriot side) being under effective control of the government of the Republic of Cyprus, and the north (the Turkish Cypriot side) controlled by a Turkish Cypriot Administration and the presence of the Turkish army. Since March 2008 peace negotiations for a comprehensive settlement have been held between the leaders of the two main communities in Cyprus under the auspices of the special representative of the United Nations in Cyprus. The first phase of the negotiations ended in early August 2009. The second phase, which has been labelled 'a give-and-take' process, began in early September. During the early months of the first phase, working groups and committees of experts were set up by the two leaders to facilitate work in the various sections of the negotiations, such as governance, property, security, the EU, and cultural heritage. What is evident from the composition of these working groups is the negligible presence of women. Only one woman was appointed to a key position – chair of the property issue working group (she has now being appointed Minister of Communications and Transport and no other woman replaced her), the advisors to the negotiators are all men and no woman has had a seat at the negotiating table. In other words, women's voices are still missing, despite the call for increased participation of women in UNSCR 1325 which the Republic of Cyprus has signed.

Cyprus does not yet have a National Action Plan (NAP) for the implementation of UNSCR 1325 and because of the division of the island and the different statuses of the two parts, it would not be possible at this stage to have a NAP for the entire island. Gender has also not been part of the political and/or peace discourse as this has been dominated by purely ethnic concerns. What would be possible but would require focused work would be for the women of Cyprus to work together and come up with actions to raise awareness throughout the island, to put together joint recommendations and then lobby the two leaders to include these in the proposed peace settlement. In fact, a core group of women from both communities have worked together and produced a set of recommendations on integrating a gender equality perspective in the peace negotiations and peacebuilding processes and have submitted it to the leaders' advisors without yet receiving any response.

Advocacy for UNSCR 1325

Research has shown that women across the Green Line (the ceasefire line that divides the island) share a number of concerns, including concerns about a political culture which is a mixture of nationalism, militarism and patriarchy.¹⁰ As a consequence, few women can be found in high-level jobs, including decision-making positions dealing with 'the Cyprus problem'. In fact, the 'national problem' has dominated the agenda for decades and other serious social issues, including women's issues, have been undervalued and undermined.

The NGO Hands Across the Divide is one of the few civil society organisations that has been working on role of women in peacebuilding and looks at the conflict through a gender lens, aspiring to reunification, a democratic future and gender equality.¹¹

¹⁰ Women in the Cypriot Communities (2002-2004) - Project Co-ordinator Maria Hadjipavlou

¹¹ One of the projects Hands Across the Divide undertook before the 2004 referendum on settling the Cyprus dispute was entitled "Imagining a Post-solution Cyprus: The Gender Dimension". 5 groups of civil society representatives were created to create proposals on the following subjects: 1) Political and Legislative Structures, 2) Economy, Employment and Training, 3) Security, Militarism and

An interesting initiative was started by individual women involved in women's and peace movements throughout Cyprus in 2008. It intends to educate women from across the island on the basic instruments related to gender, peacebuilding and gender mainstreaming. More precisely, the aim of this initiative is three-fold: a) to open a public discussion on the importance of women in the peace and conflict resolution process in Cyprus as an issue of democracy, human rights and compliance with UN and EU resolutions; b) to exert pressure on the macro-level negotiation teams in both communities so as to have more women appointed and to create a Gender Equality Consultative Group within the context of official mechanism; and c) to open channels of communication and support with UN personnel and EU offices. This initiative was taken one step further by the UNDP in November 2009, when they appointed a gender consultant who met with women and policy makers from both sides and is expected to write a report on her observations and provide recommendations for joint action. More women from across the island were brought in to discuss UNSCR 1325 and how awareness about it can be increased, as well as what can actually be done about promoting it. What the UNDP gender consultant found out was that even female members of parliament in both communities were not aware of UNSCR 1325, let alone the newest UNSCRs 1820, 1888 and 1889. The idea behind the initiative is that by raising awareness and educating women on peace and security matters with the help of UNSCR 1325, a real voice can be created to ensure there is a gender perspective within the present peace negotiations. To date, the government has merely ignored or side-stepped any calls for a more gender-balanced peace negotiating team that would help ensure a more gender-friendly peace plan.

Concluding Remarks

The group of women committed to promoting UNSCR 1325 from throughout Cyprus continue to work at both levels: first, at the macro-level, raising awareness among political leaders about the need for a gender perspective in the peace process and a future constitution (which requires both research and legal expertise) and, second, at grassroots level, organising a series of events and activities, including education, discussion groups, workshops, media activities, etc. For this, funding and gender expertise are required and following the report of the UNDP-appointed gender consultant who met with the group of women and relevant policy makers from both sides, a long-term multi-faceted project is in the process of being developed and finalised which includes both research and advocacy processes at the grassroots level. This does not preclude the necessity of also developing networks and alliances of women from various women's organisations and other NGOs.

Violence, 4) The Family, Everyday Life and the Community, and 5) Education, Media and Culture. A final report on these 5 groups, which included a lot of practical suggestions, was presented at a conference on "Gender in the Mediterranean: Emerging Discourses and Practices" in March 2004 and subsequently delivered to all the parties involved in peace negotiations, including UN Special Envoy Mr Alvaro de Soto. In March 2008 when peace negotiations were set to recommence between the leaders of the 2 communities mediated by the UN Special Envoy, Hands Across the Divide presented a statement as well as 2 olive wreaths to a representative of UN Special Envoy Alexander Downes to remind all the parties involved that progress needed to be made on ethnic as well as gender lines for there to ever be a chance of a sustainable solution being achieved. Unfortunately, the patriarchal structures are so firmly entrenched in Cypriot society that women's groups have never attempted to change or influence this, and it is a perspective that the international bodies or mediators in the negotiation process have also appeared to embrace.

Czech Republic

Mila O'Sullivan (ProEquality Centre of the Open Society, p.b.c.)

Introduction

The Czech Republic has not yet developed a National Action Plan for the implementation of UNSCR 1325 on women, peace and security. This can be attributed mainly to the low acceptance and understanding of gender issues among government officials and more generally among the Czech people. Another reason is that UNSCR 1325 encompasses themes such as peacebuilding, conflict prevention, post-conflict reconstruction and human security, which are all rather new to the Czech academic community, civil society organisations and the administration, despite the fact that the Czech Republic's foreign activities have features that correspond to these themes (e.g. stabilisation of post-conflict countries, transformation cooperation and development cooperation).

In the Czech Republic, the question of equality between men and women is to a great extent associated with communist attempts at spreading egalitarianism, also meaning equality between the sexes, which caused a double burden for women at that time. Interest in and support for the promotion of gender equality among political representatives is quite low – for example an anti-discrimination act was only passed in 2009. While on the national level gender equality issues are on the agenda mainly due to the EU's influence, a gender perspective is almost non-existent in Czech foreign policy activities.

As a new Member State of the EU, the Czech Republic is a re-emerging donor country, currently undergoing transformation of its foreign development cooperation system. Promotion of gender equality and women's empowerment remain among the challenges to be tackled in the Czech Development Cooperation (CZDC). Gender is not effectively mainstreamed as a cross-cutting issue in the CZDC, there have been very few projects focused specifically on women's empowerment and, although human rights are of high importance in Czech foreign policy, women's rights are not specifically mentioned.

The Czech Republic has a Provincial Reconstruction Team (PRT) in Logar, Afghanistan. Although it has stated that women's rights are to be promoted through various projects (e.g. building two schools for girls), gender equality is not considered a cross-cutting issue, and so far there has been no evaluation of the projects' impact. The new strategic document of the Ministry of Foreign Affairs on the Czech Republic's participation in stabilisation of Afghanistan for the period 2010 to 2012, which could serve as a model for the implementation of UNSCR 1325 within the framework of the PRT work, is gender blind.

It is important to mention that many Czech development NGOs work in conflict-affected areas (Afghanistan, Georgia, the Balkans, Iraq, Sri Lanka, Indonesia, Democratic Republic of Congo, etc.) and their projects can be classified as peacebuilding activities related to UNSCR 1325 and 1820. Moreover, an integral part of the Czech Republic's foreign activities realised by NGOs consists of projects about democratic transition and/or supporting human rights in non-democratic regimes (NGOs work in Bosnia and Herzegovina, Cuba, Burma, and Belarus, for example). Some minimal progress has been made by development NGOs in terms of mainstreaming a gender perspective into projects, even though more capacity building is needed. In December 2009, Caritas Czech Republic became the first organisation to have a gender policy for its internal organisational processes and for its humanitarian aid and development assistance, also covering projects in conflict/post-conflict areas.

Advocacy for UNSCR 1325

Czech women/gender organisations have played a crucial role in promotion of gender equality, although these organisations often focus on domestic gender issues (equal opportunities in the labour market, domestic violence, women in politics, family policy, legislative changes, etc.). Gender in development cooperation and in external relations in general, including UNSCR 1325, is a rather new issue, advocated for by only a few gender and development/international relations experts, among them the ProEquality Centre.

The first advocacy event on implementation of UNSCR 1325 was organised by the platform the Czech Women's Lobby in December 2009. The event, entitled Women in Armed Conflicts and Peace Processes: Conference on the Implementation of UN Security Council Resolutions 1325 on women, peace and security, and 1820 on immediate cessation of sexual violence in conflict zones, brought together all key actors: representatives of relevant ministries, academics, humanitarian and development NGOs, as well as NGOs focusing specifically on women/gender issues. As a first initiative of this kind in the Czech Republic, the event aimed to raise awareness about UNSCRs 1325 and 1820 and open up a debate among different stakeholders about the process of their implementation by the Czech Republic.

Furthermore, individual actions have been taken by the Institute of International Relations and the ProEquality Centre in a form of a policy paper Strategy of Mainstreaming Gender into Czech Development Cooperation: Not a Fashion but a Prerequisite to an Effective Development (released September 2009). This paper advocates for gender equality to be considered part and parcel of basic human rights. Although promotion of human rights is considered a priority under Czech foreign policy, women's human rights are not included. The document emphasizes that, if the Czech Republic continues with its gender-blind approach to human rights, the country will lose its credibility in the international arena and efforts at effective gendered development will fail. The policy paper provides recommendations on how to mainstream gender into development cooperation, and among other things, stresses the need to integrate gender equality as a cross-cutting issue into the operations and activities realised in (post-)conflict zones, recommending the preparation of a NAP for the implementation of 1325.

Most recently, an extensive Shadow Report on the Implementation of the Beijing Platform for Action in the Czech Republic (Beijing +15) was released by the ProEquality Centre, covering all 12 critical areas including the area of Women and Armed Conflicts.¹² The report demonstrates that the Czech Republic meets standards in this critical area only marginally and unsystematically. It points to the lack of sufficient basic data on the existing indicators on women and armed conflicts for the review of the implementation of BPfA, introduced by the Council of the EU during the French Presidency.

Hence, until now, the few CSOs advocating for implementation of 1325 have been mostly focused on women's issues. CSOs focusing solely on peacebuilding activities are more or less non-existent in the Czech Republic. The subject of post-conflict reconstruction is better covered, but lacks a gender dimension and systematic women's empowerment projects.

As for the government's reaction to CSO advocacy activities, following a request by the ProEquality Centre about the state of play concerning implementation of UNSCR 1325, the United Nations Department of the Ministry of Foreign Affairs answered in June 2009 that it has started mapping the activities of different ministries and institutions in the field of UNSCR 1325, namely the Ministry of Foreign Affairs, Ministry of Defence, Ministry of Interior, and the Office of the Government whose Gender Equality Unit is the national coordinator of gender equality issues.

¹² Shadow Report Beijing + 15 is available at: www.proequality.cz/en

According to the UN Department, this material could serve as a foundation for a future NAP, though this possibility has not yet been discussed. As a follow up to the mapping, in February 2010, a first inter-ministerial meeting took place on the subject of implementation of UNSCR 1325 by the Czech Republic. It is expected that more detailed material may be prepared in a near future, outlining concrete actions to be taken by different ministries.

Overall, the little information that is available in relation to UNSCR 1325 on a national level reveals to a great extent a lack of understanding or expertise, which has an impact beyond the national level. For example, this is evident from *Improving the Gender Balance*, a booklet issued in 2008 by the Committee on Women in the NATO Forces. According to this committee the national delegates, who are mostly senior ranking officers of the armed forces, were requested to submit information on implementation of UNSCR 1325 at national level. The Czech national delegate, however, provided incorrect information, saying that the Czech Republic has created a NAP, confirming that, 'The Ministry of Defence actively participated in the elaboration of a National Action Plan for the Application of UNSC Resolution 1325'.¹³ Another example is the incorrect data provided by Czech government officials for the report of the French EU Presidency on indicators concerning women and armed conflict for the review of the implementation by the Member States and the EU institutions of the Beijing Platform for Action. It is stated in the report that gender is 'at the heart of Czech development policy'.¹⁴

Concluding Remarks

Although UNSCR 1325 was passed in 2000, its implementation is a new issue for the Czech government. Advocacy on UNSCR 1325 is also just beginning. When looking at the possible way forward and the possible focus of a NAP, the theme of UNSCR 1325 could be integrated into many of the foreign affairs activities of the Czech government and civil society organisations, specifically activities in the area of post-conflict reconstruction, development assistance and transformation cooperation.

Preparation of a NAP is a long-term process and one of the first initiatives should be an in-depth analysis of the level of implementation of 1325 by the Czech Republic. Besides all relevant government institutions, it should also involve academics and a wide spectrum of the civil society organisations, such as gender NGOs, development NGOs and think tanks.

¹³ Best Practices to Improve the Gender Balance, CWINF, NATO, 2008, p. 21 http://www.nato.int/issues/women_nato/2008-11-gender_balance.pdf

¹⁴ Review of the implementation by the Member States and the EU institutions of the Beijing Platform for Action – Indicators concerning Women and Armed Conflicts = Draft Council Conclusions, ADD 2, Council of the EU, 2008, p. 22

Finland

Finland's 1325 Network

Eeva Koskinen, Elina Hatakka and Oili Alm (KATU)

Introduction

In Finland, a National Action Plan for the implementation of UNSCR 1325 exists. The Plan was launched in September 2008 and is to be considered a set of general guidelines on the implementation of UNSCR 1325 for the different ministries involved. The NAP's main focus is on training and education of peacekeepers and crisis management personnel, including increasing the number of women sent on missions. The Finnish NAP covers the years 2008-2011. A major problem with the Finnish NAP is that the ministries have not created a specific budget for implementation of the Plan – even though the Plan states that “the Ministries and other parties listed in the Plan shall carry out their areas of responsibility and arrange the financing required for the implementation work”. Another problem is the lack of clear indicators. The Finnish 1325 Network, consisting mainly of NGOs and women researchers, also has pointed out that the NAP should be written so that it could be used as a tool by NGOs, including development aid projects and missions in recipient countries. The follow-up group for the NAP lacks a clear supervisory mandate.

Advocacy for UNSCR 1325

The first discussions on how to promote UNSCR 1325 started among a group of researchers and NGO representatives in 2001. More specific discussions between NGOs took place in 2005, and in 2006 the so-called 1325 Network was established. The 1325 Network consists of 12 different NGOs and several independent conflict researchers from a number of universities.

In Finland, organisations advocating for implementation of UNSCR 1325 are mainly focused on humanitarian and women's issues: UNIFEM Finland; the Finnish League for Human Rights; Amnesty International's Finnish Section; KATU (Civil Society Conflict Prevention Network); The Family Federation; The Feminist Association Unioni; NYTKIS, The Coalition on Finnish Women's Associations; the National Council of Women in Finland; the UN Association of Finland; the Crisis Management Initiative; Women journalists in Finland; and the YWCA of Finland.

The 1325 Network has a part-time coordinator, holds regular meetings and has an e-mail list for discussing current topics and spreading information.

At the beginning, the principal aim of the network was to improve any training given to crisis management or peacekeeping personnel. However, the focus soon changed to lobbying for the development of a Finnish NAP. The group organised several meetings with key stakeholders within the different Ministries, the Ministry for Foreign Affairs being the primary target. Furthermore, the group wrote articles in papers, including Helsingin Sanomat, the number one daily newspaper of the country. Interviews were given to a few special papers (one of them the bulletin of the Finnish Army). Moreover, gender experts from other countries, such as Charlotte Isaksson, Senior Gender Advisor for the Swedish Armed Forces, were invited to talk about implementation of UNSCR 1325.

It took some time to convince the MFA of the importance of getting a roadmap to the implementation of UNSCR 1325, but once the decision to develop a NAP was taken in 2007, the process progressed quite smoothly and, importantly, the 1325 Network was invited to participate in the working group set up to prepare the NAP.

Key strategies of Finnish civil society advocating for implementation of SCR 1325 have included:

- Making international comparisons, in particular pointing to developments in other Nordic countries and the fact that they had written NAPs – a kind of “name and shame” activity.
- Organising seminars for key people responsible for implementing the resolution within the ministries and civil society organisations.
- Co-operating with the female MP caucus, which resulted in a parliamentary question and a budget initiative on 1325.

Engaging with the NAP Process

In 2002, a book about women in peacebuilding, *Bridge Builders – Women Preventing Conflicts*, written by Marjaana Jauhola, was published. In 2003 this was followed by a seminar organised by UNIFEM, KATU and International Alert on the same theme. The book and seminar together triggered first developments on UNSCR 1325 in Finland. Continued lobbying efforts from civil society eventually resulted in the Finnish government deciding to go ahead with a plan to write the Finnish NAP. An inter-ministerial working group, led by the Ministry for Foreign Affairs and consisting of representatives from Ministries of Justice, Interior, Defence and, to a smaller degree, Social and Health Affairs, was set up to develop the NAP. Two representatives of the 1325 Network took part in this working group, which met on a regular basis in 2007-2008 and prepared various drafts. The NGO network, in turn, held regular meetings where drafts were discussed and further suggestions for improvement were made. People from conflict-affected areas were not directly involved in the development of the NAP.

The Finnish NAP has three focus areas: (1) conflict prevention, peace negotiations and peacebuilding; (2) crisis management; and (3) strengthening, protecting and safeguarding the human rights of women and girls.¹⁵ The plan's overall goals are good, but the NAP lacks an overview of measures that should be taken in order to achieve those goals as well as a specific budget for UNSCR 1325-related activities.

Key actors responsible for the implementation are identified in the Finnish NAP, namely the Ministries for Foreign Affairs, Justice, Interior and Defence. A follow-up group has been set up to evaluate what has been done or is on the agenda, though it lacks a clear mandate to supervise. Within each Ministry one person or a small group have been designated as key persons responsible for implementation of the NAP, and these people belong to the follow-up group, as do a few representatives of the 1325 Network. The follow-up group has been meeting on a regular basis (six times in 2009). There are no clear timelines in the NAP, but it covers the years 2008–2011.

As for the impact of the NAP on the situation in Finland and in conflict-affected areas, the civilian crisis management training now includes some modules on gender; CMC Finland (the training institution for crisis management) has set up a special 1325 steering group; and those responsible for recruiting personnel for crisis management, peacebuilding and conflict prevention now make an effort to find female personnel. Furthermore, Finland has financially supported the development and implementation of National Action Plan projects in Rwanda, Burundi and the DRC (2007 to 2009). A so-called twinning project with Kenya is being planned, and two meetings, one in Kenya and another one in Finland, have taken place as a preliminary step towards this.

¹⁵ For more information, please visit <http://formin.finland.fi/public/default.aspx?contentId=137348&nodeId=32278>

Monitoring Implementation at National Level

The Finnish NAP does not include clear monitoring and evaluation mechanisms. Once a year, though, the Advisory Board on Human Rights is to report on implementation of UNSCR 1325. So far, this has not yet happened.

In the future, Finland's periodic reports to the CEDAW-committee will include an evaluation of the implementation process, as will the annual report of the Government to the Finnish Parliament on foreign aid and development policies. As the NAP has been in force just over a year, it is yet early to say if these measures are adequate.

The 1325 Network is trying to monitor the implementation of the Finnish NAP. It is not always easy, however, to know what is happening or not happening inside the Ministries. One approach taken by the 1325 Network has been to call Heads of Ministries directly in order to get more information about budgeting. None of the Finnish Ministries have a specific budget for UNSCR 1325.

Concluding Remarks

As mentioned before, the Finnish Ministry for Foreign Affairs is starting a UNSCR 1325 twinning project with Kenya. The MFA has also ordered an independent evaluation study on how well the implementation of UNSCR 1325 is carried out in the official foreign aid policies of Finland. The results of this study, which was undertaken by an international work group, will be published in 2010.

The 1325 Network is planning to stick to the watchdog role it has adopted, at least until the end of 2011. It also aims to collaborate with other Nordic civil society organisations, which work to enhance the implementation of UNSCR 1325 in their respective countries. One possible step forward is to investigate whether Baltic countries, some of which send quite a few peacekeepers to conflict-affected areas, have like-minded NGOs and would appreciate co-operation.

France

Amnesty International France

Aymeric Elluin, Anne Castagnos-Sen and Renée Combal-Weiss

Introduction

France does not yet have a national action plan for implementation of United Nations Security Council Resolution (UNSCR) 1325, but is currently working on it in consultation with civil society and plans to adopt it by June 2010.

Advocacy for UNSCR 1325

On the occasion of the International Day for the Elimination of Violence against Women (25 November 2008), Amnesty International (AI) France organised a postcard campaign targeted at the French MFA. The campaign called for the MFA to strongly support the adoption of a set of indicators and a National Action Plan (NAP) for implementation of UNSCR 1325. This action did not directly result in action, but it is likely that the MFA was unhappy to have received so many postcards.

In mid-October 2009, following the adoption of UNSCRs 1888 and 1889, AI France decided to contact the MFA directly to encourage the French government to adopt a NAP, in view of the 10th anniversary of UNSCR 1325 and the 15th anniversary of the Beijing Declaration and Platform for Action.

In early December 2009, *La Commission nationale consultative des droits de l'homme* (CNCDH), the French national human rights body, set up a working group on how to use the opportunity presented by Beijing +15 to lobby for the implementation of the Beijing Platform.¹⁶ The CNCDH consists of NGOs, independent experts, trade unions, churches and representatives of ministries concerned (as non-voting members). It adopted a recommendation addressed to the French government covering all topics in the Beijing Platform and its follow-up, including women in armed conflicts and peace keeping process, violence against women, indicators, women and poverty/economic development, NAP, etc. (AI France is a full and active member of the CNCDH.)

Few other civil society organisations advocate for implementation of UNSCR 1325 because developments are so recent. It is likely that future advocacy work will be carried out by the CNCDH members which are involved in the working group on the draft NAP which was recently set up, plus those that participated in the conference on women in armed conflicts organised by AI France in March 2008. The conference, entitled *Les violences faites aux femmes lors des conflits armés – Evaluer pour mieux agir* (Violence Against Women in Armed Conflict – Assessment in order to act more effectively), was held at the French Senate, under the auspices of Christian Poncelet, President of the Senate, and sponsored by Senator Gisèle Gautier. During this conference particular attention was paid to the violence suffered by African women.¹⁷

Engaging with the NAP Process

The first open exchange among EU Member States (called for in the EU Comprehensive Approach) on elaboration and implementation of UNSCR 1325 NAPs, which was organised in

¹⁶ For more information about the CNCDH, please visit: www.cncdh.fr

¹⁷ Please note that Amnesty International has focused its attention on all violence against women during armed conflict.

Brussels on 2 October 2009, was important as it provided an awareness-raising opportunity and enabled those working on implementation of WPS SC resolutions to compare their (absence of) records with other EU Member States.

Following that Brussels meeting, two inter-ministerial meetings on a French NAP for implementation of UNSCR 1325 took place under the leadership of the Ministry for foreign Affairs in January and March 2010. Besides the MoFA, participants in the first meeting included the Ministries of the Interior, of Defence and of Employment, Solidarity and the Civil Service. During the second meeting, participation was widened to include representatives of the Ministries of Justice and of Immigration. The Ministry of Foreign Affairs, which is in charge of drafting the NAP, has circulated a modified version, asking all ministries involved for their feedback by early April.

Despite Amnesty International France's request, NGOs were not invited to participate in the two inter-ministerial meetings. However, the French MoFA shared the final draft of the NAP with the CNCDH and charged it with providing comments within six weeks.

The CNCDH decided therefore to set up a working group on this specific issue, inviting all interested members to participate. The working group will proceed by hearing experts – among them EPLO, the ICRC and individual experts – before drafting a note on the draft NAP containing comments and suggestions. On 20 April, the first general meeting of the CNCDH committee in charge of international affairs provided the first opportunity to share concerns, comments and suggestions with representatives of the MoFA, who warmly welcomed the input.

Concluding Remarks

The current version of the draft NAP is a positive step towards full implementation of UNSCR 1325 and toward consultation of civil society both in drafting and implementation of the NAP. It is still lacking clear reference to international human rights and humanitarian law, strong commitments to the implementation of the international penal justice provisions, the treatment of asylum seekers and refugees and concrete measure for instance in access to health care.

AI France is also pushing for parliamentary oversight of the implementation of the NAP. An annual government report to the parliament on women and follow-up to UNSCR WPS resolutions could help civil society to start a real debate on the topic.

Along the line it followed for the conference organised in March 2008 with the contribution of women human rights defenders from Burundi and DRC, AI France is also encouraging the French government to develop its NAP in close cooperation with conflict-affected countries.

In conclusion, AI France underlines the special responsibility of France in the full implementation of the UNSCR 1325 in accordance with the EU Comprehensive Approach adopted under the French Presidency of the EU in December 2008 and taking into account French leadership in security issue at the EU level.

Germany

German Women Security Council (WSC), WILPF
Heidi Meinzolt

Introduction

Germany does not have a National Action Plan (NAP) for UNSCR 1325. There are some politicians in the governing coalition and the opposition who are interested in the issue, but foreign and security policy as such remains gender-blind. There has been resistance in the government to developing a NAP for implementation of UNSCR 1325 ever since the resolution was adopted in 2000. This resistance started when the Red-Green government was in power (until 2005) – even though former state secretary, Kerstin Müller, was in favour of developing a plan. The current Black-Red government also does not intend to develop a German NAP, arguing that gender mainstreaming has been “incorporated as leading doctrine in the rules and regulations of the government” since the year 2000. Another argument is that there are already two action plans which incorporate components of UNSCR 1325, namely the action plans on civilian crisis prevention and combating violence against women. While the government refers to many individual actions, a coherent strategy, linked to criteria for the evaluation and monitoring of implementation of UNSCR 1325, is lacking. The German Women Security Council (WSC) believes that the reference to the other action plans and the “instrument” of gender mainstreaming are mere excuses to avoid political commitment and tracking implementation. Through shadow reports on the governmental implementation reports (2004/2007) and numerous lobbying activities on the national and European level, the WSC, WILPF and other organisations continue to push for a NAP on UNSCR 1325.

Advocacy for UNSCR 1325

The German Women Security Council (WSC) is a network of peace researchers, peace activists, members of political institutions and development organisations, trying to raise awareness and to further implementation of UNSCR 1325, while also promoting civil rather than military interventions and gender-sensitive security policies. It was founded in March 2003 when Germany was a member of the UN Security Council. The WSC strongly recommends a coherent, overall strategic plan for gender-sensitive peace and security policies, as defined in UNSCR 1325. A NAP would allow for precise time targets and quotas for different policy areas and could also include punitive measures. WILPF is an active member of the WSC and links the WSC with the PeaceWomen project. The WSC is the only group in Germany lobbying explicitly for the implementation of UNSCR 1325. Different advocacy actions have been taken by the WSC:

1. It prepared shadow reports to the national report on implementation of UNSCR 1325 in Germany in 2004 and 2007. The official report mentioned individual actions on women's participation in peacebuilding, without supporting a NAP on UNSCR 1325.
2. It commented on the lack of gender-sensitive security policies in the action plan on civilian conflict prevention in 2006, through different publications (website), media campaigns, lobbying of politicians, letters, postcard actions and participation in discussion rounds.
3. It organised several conferences, including in May 2007 Roadmap to 1325, a pan-European conference (organised in co-operation with the Gunda Werner Institute of the Heinrich Böll Foundation (GWI)). This conference noted the beginnings of a “European relay race” which started in Germany during the German EU Presidency and passed to the next country in charge (Portugal and then Slovenia). It was followed by an international/pan-Balkan women's conference on Peace, Security and Pacifism in Slovenia in June 2008 (during the Slovenian EU Presidency).

4. It organised several expert meetings and debates in co-operation with the Feminist Institute of the Heinrich Böll Foundation and the Friedrich Ebert Foundation.
5. It entered into dialogue with politicians and representatives of the German Foreign Ministry and the Women's Ministry.
6. It appealed to the German government and the German representation to the UN to increase participation of women in the reconstruction processes in Iraq and to respect women's rights in Afghanistan.
7. It wrote letters to government representatives (e.g. Chancellor Angela Merkel and the Minister for Development Cooperation, Heidemarie Wieczorek-Zeul).

The WSC, as the core group lobbying for implementation of UNSCR 1325, tries to bring together humanitarian, Peacebuilding, women's issues and gender issues. The WSC considers the growing integration of women into military structures (both nationally and internationally through NATO cooperation) very dangerous. This will be a main topic for future discussion on alternative strategies for peace-making. The focus is increasingly on gender and peace than on women and peace in order to make clear respective responsibilities clear.

Regarding the government's reaction to CSO advocacy around a NAP for UNSCR1325, the Ministries concerned (Foreign Affairs, Development, Women (combined with family, youth and sports) and Defence) are acting on their own and are not ready for a joint strategy.

Concluding Remarks

Action at both member state- and EU-level on implementation of UNSCR 1325 is necessary. The Women's Security Council sees it as imperative that the EU draws up a Europe-wide action plan itself to implement UNSCR 1325. Germany, as one of the bigger Member States, should be an advocate for such a plan. The sharp increase in the number of crisis interventions under the Common Security and Defence Policy (CSDP) in recent years is one key reason to have a coherent gender-sensitive overall strategy.

Regarding Germany, the WSC, together with other institutions, is planning activities for the 10th anniversary of UNSCR 1325. WSC organised a coordination meeting for all initiatives on 29 January in Berlin, a conference co-sponsored by the Women's Ministry took place on 18 to 20 March and there are plans for a conference at the end of the year to be organised by the Heinrich Böll foundation.¹⁸

¹⁸ For more information, please visit the websites of:

- The German Women Security Council, www.un1325.de
- The Gunda-Werner-Institute of the Heinrich-Böll-Foundation/GWI at www.gwi-boell.de
- WILPF Germany, www.wilpf.de

Ireland

Irish Joint Consortium on Gender Based Violence

Deirdre Ní Cheallaigh

Introduction

Ireland does not currently have a National Action Plan for UNSCR 1325, although the intention to draft a National Action Plan was announced by Micháel Martin, the Minister for Foreign Affairs, in March 2008. Since then, progress towards the development of a National Action Plan has been made, including the creation of an Inter-departmental Reference Group on UNSCR 1325 (consisting of Irish Aid, the Department of Foreign Affairs, the Department of Justice and the national police force, Gardai), the initiation of the process to form a Civil Society Consultative Group on UNSCR 1325¹⁹, the launch of a cross learning process on UNSCR 1325 between Timor Leste, Liberia and Northern Ireland (to conclude in advance of the 10th anniversary of the resolution), and the appointment in March 2009 of Dame Nuala O'Loan as the Irish Government's Special Envoy on Security Council Resolution 1325. Pending the drafting of a National Action Plan, Ireland's commitment to the implementation of the resolution is currently addressed through the National Women's Strategy 2007-2016.²⁰

Advocacy for UNSCR 1325

While individual organisations have taken action in relation to UNSCR 1325 and called for an Irish NAP,²¹ there are two main umbrella groups involved in the process: 1) the Joint Consortium on Gender Based Violence, which comprises Irish human rights, humanitarian and development agencies and representatives from two Irish government Departments and 2) the National Women's Council of Ireland (NWCI), which is the national representative organisation for women and women's groups in Ireland (promoting equality, human rights and empowerment for all women).

The Joint Consortium on Gender Based Violence (JCGBV) comprises Irish human rights, humanitarian and development organisations, together with Irish Aid and the Defence Forces, all working together to tackle gender-based violence (GBV). The Consortium came together in 2005, following reports of widespread and systematic abuse of women in the Darfur Conflict. The consortium's vision is for "a world free of gender based violence". Its mission statement is: "believing that GBV is a key manifestation of gender inequality, the Consortium works collectively to promote action in order to eliminate GBV in international development and humanitarian contexts".

The objectives for the three year period of its 2009-2010 Strategic Plan are:

1. To ensure that actions to prevent and respond to GBV are visible and systematically addressed in the policies, procedures and programmes of all members agencies
2. To develop and strengthen skills and capacities of member organisations for more effective prevention of, and response to, GBV, at programme level.
3. To inform, effect and monitor policy implementation to improve actions on prevention of and response to GBV

19 Nominations for this group were sought from civil society organisations (those with a domestic focus as well as those with an international focus) by the Conflict Resolution Unit within the Department of Foreign Affairs, and the first meeting of the group is to take place in September 2009.

20 <http://www.justice.ie/en/JELR/National%20Womens%20Strategy%20PDF.pdf/Files/National%20Womens%20Strategy%20PDF.pdf>

21 For instance Trócaire's postcard action on women and conflict during the Gender Lenten campaign in 2007, calling for an Irish NAP on SCR 1325.

The JCGBV prioritised UNSCR 1325 as an advocacy issue in October 2007, during its annual action planning process, and began to work on it in earnest in 2008. Initial actions focused on engagement with the Conflict Resolution Unit (CRU)²² within the Department of Foreign Affairs. Newly established at the time, the Consortium felt that the CRU was well placed to drive the NAP process and that our efforts to promote a NAP for Ireland should begin there. The Consortium sought and attended a number of meetings and remained engaged with the CRU throughout 2008 and into the early part of 2009.

Given the absence of formal guidance in relation to the drafting of NAPs, and believing that the process and consultation in relation to a NAP would contribute directly to the quality of the plan itself, the Consortium commissioned, in the Spring of 2008, an extensive piece of research examining existing NAPs (their content, the process by which they had been drafted, the levels of consultation that had taken place, and their implementation to date). The purpose of this research was to ascertain what had worked well elsewhere and how a NAP for Ireland could replicate and/or build on the positive dimensions of other plans while addressing gaps and weaknesses that had been identified through the research. This process culminated in a report entitled *Stepping up Ireland's Response to Women, Peace and Security: United Nations Security Council Resolution 1325*.²³ The report was launched by the Consortium at an international conference on Women, Peace and Security in November 2008 which not only brought UNSCR 1325 and the reports recommendations to both a domestic and international audience but also provided a forum for further debate from diverse perspectives. The outcome of the international conference was a further report intended to inform the NAP process ahead as well as a statement calling for increased and sustained efforts to implement resolution 1325.²⁴

In 2009 and 2010, the Consortium has continued to use the report's recommendations to guide its advocacy efforts on Women, Peace and Conflict. The group has continued to engage with the CRU in relation to UNSCR 1325 and the development of a National Action Plan; it has nominated four members to represent the Consortium in the NAP consultative group; and it attended the plenary sessions of the UNSCR 1325 cross-learning event which took place in Belfast in June. This meeting was part of an on-going cross-learning initiative undertaken by the Irish Department of Foreign Affairs which brings together women from Timor Leste, Northern Ireland and Liberia to share their experiences and learn from one another as well as to inform the drafting of Ireland's own NAP. The Consortium has also begun to develop links with like-minded networks and working groups in Ireland (the National Women's Council²⁵ of Ireland and Hanna's House) and elsewhere in Europe (for instance EPLO-GPS, VAWIC and the Dutch 1325 Network in Belgium and the Netherlands) to enhance our collective voice in relation to Women, Peace and Security. Beyond Europe, the Consortium has aimed to contribute to the wider international debate again through communication with the Conflict Resolution Unit and Human Rights Unit with the Department of Foreign Affairs in advance of the open debate on resolution 1820 (7 August 2009) and Dame Nuala O'Loan in her capacity as the Government of Ireland's Special Envoy on Security Council Resolution 1325. The Consortium also presented to the Human Security Network (HSN), a group of like-minded countries from all regions of the world that, at the level of Foreign Ministers, maintains dialogue on questions pertaining to human security.²⁶ The Consortium spoke on the role of the Joint Consortium and civil society more generally in promoting UNSCR 1325. This was in the context of a conference organised by the Human Rights

22 Founded in 2007, funded through Irish Aid and located in the political division of the Department of Foreign Affairs, the Conflict Resolution Unit work encompasses three core areas; peacemaking, peacebuilding, peace lesson sharing and is under-pinned by three cross-cutting themes; human rights and conflict, women peace and security and climate change and conflict.

23 <http://www.gbv.ie/wp-content/uploads/2008/11/stepping-up-irelands-response-to-women-peace-and-security-1325.pdf>

24 For more information, please visit <http://www.gbv.ie/wp-content/uploads/2009/11/Conference-report-Large.pdf>

25 www.nwci.ie & <http://www.hannashouse.net/>

26 <http://www.humansecuritynetwork.org/>

Unit of the Irish Government, as chair of the HSN, to highlight the importance of addressing women, peace and security in the work of the HSN.

The government's reaction to civil society and the Consortium's advocacy was largely positive throughout 2008. The reason for this could be interpreted as being twofold. In the first instance, the government seemed to have reached a point where they themselves wanted to scale-up their efforts in relation to UNSCR 1325 and it had been included as an issue to be "mainstreamed" across the Conflict Resolution Unit's programme of work. Secondly, given the membership of the Consortium and the mandates of the individual organisations, there are styles and types of advocacy where we can be more effective than others. As such, a more collaborative approach (rather than an adversarial approach) was employed and this had an impact on the way in which efforts were received.

Key strategies of the Consortium include:

- Deepening our own understanding of NAP experiences to date (CSO, government and partners perspectives) and using the findings (the report) as our evidence base for advocating on this issue.
- Taking a collaborative approach to our advocacy work and sharing the learning from our efforts (through our advocacy work, through the groups own capacity building initiatives and through the forum of our website) with as wide a range of partners and stakeholders (government department, political figures, other civil society organisations, partner organisation, networks etc).
- Holding ourselves accountable also for the implementation of UNSCR 1325 in our own organisations' work.
- Not necessarily a key strategy in convincing decision-makers to develop a NAP, but one that we hope will influence the way in which a NAP is developed, has been our focus throughout on maximising participation and ensuring that women's voices were central to all of our initiatives (advocacy, research, learning etc.).
- Making timely submissions and recommendations, including suggested objectives, indicators and targets, in advance of the NAP being drafted.

Engaging with the NAP Process

For the moment, the drafting of the NAP itself has not yet begun. To date, as outlined above, a governmental inter-departmental reference group has been established to undertake the work and a civil society consultative group is also being established to take part in this process. An internal audit of government departments – to establish exactly what is already happening in relation to the implementation of 1325 – is almost complete.

The Consortium has launched two reports and held an international conference (including a statement from participants) with recommendations for Ireland's NAP (process, content and implementation).

To date, civil society has focused its efforts on informing the process and structures by which the NAP will be developed. Although the Consortium's mandate is broader than UNSCR 1325, by prioritising it as an advocacy issue since late 2007, the group has managed to raise the profile of the resolution, its basis and its objectives. Through research and the conference, the Consortium consulted with and involved other civil society actors (as well as academics, civil servants, political figures, activists and so on) to build momentum around the resolution. The CRU, which is driving the NAP, is in the process of establishing a consultative group for civil society organisations, however, the details of how CSOs will feed into the NAP has yet to be established.

It is envisaged that such a group will consist of Consortium members, member of the National Women's Council of Ireland, as well as wide representation from a broad spectrum of relevant stakeholders.

Representatives from conflict-affected communities from Northern Ireland, Timor Leste and Liberia are presently engaged in a series of cross-learning exercises with Government and wider civil society in these same three countries and Ireland. Regrettably, however, while initially designed to share learning and ensure the groundedness and relevance of Ireland's NAP, the cross-learning initiative has developed in parallel to the NAP process and there are no formal links between the two. Ireland's focus is on concluding the cross-learning initiative in order to make recommendations to the UN in advance of the 10th anniversary and the final report seems unlikely to include recommendations for Ireland itself, other member states, or provisions for follow-up in the countries which participated in the cross learning initiative.

Update on Engagement/ more recent engagement

More recently, additional changes in the approach being employed to develop the NAP have led to a number of concerns among civil society organisations active on UNSCR 1325 in Ireland. Long delays in convening the first meeting of the Civil Society Consultative Group²⁷ and the lack of a formal role for Irish civil society in the cross learning initiative has meant that civil society increasingly feels excluded from the processes which will inform Ireland's NAP.

Civil society does not have a role in drafting the NAP and the timeline for both the drafting and finalisation of the NAP is of serious concern as it is anticipated that the NAP is to be finalised within 6 weeks of the first draft being circulated. Additionally, despite repeated requests to do so, there appears to be no plan to consult with women in Northern Ireland, women from conflict-affected countries and a wider cross-section of civil society in Ireland on the draft NAP. All consultations will take place within the Civil Society Consultative Group which is limited to fewer than ten civil society and academic representatives.

Concluding Remarks

The Consortium, through its three-year strategic plan has committed itself to continued advocacy and lobbying in relation to the delivery of the Irish National Action Plan. It is also firm in relation to the need for the Consortium and CSOs (both those with a domestic focus as well as those with an international focus) to be involved in the drafting and the subsequent monitoring of a NAP. The Consortium had hoped that the process would have been initiated sooner and that civil society would have had the opportunity to expand the terms of reference, to clarify the modalities of working, including the proposed links with the reference group, the timeline, the points of contact and communication with the team responsible for drafting the action plan. The absence of this process and the limited conception of how this forum should function have resulted in a lack of meaningful and constructive dialogue in the formulation of an Irish NAP. Additionally, the failure to realise the importance of and value in creating formal links between the CLI and the NAP development processes, and among the participants of each process, is considered a wasted opportunity for Ireland to demonstrate vision and commitment to the advancement of the aims of UNSCR 1325 through participation and meaningful consultation in the formulation of an Irish NAP.

²⁷ Although nominations were sought for this group in mid 2009, the group itself did not meet until Feb 8th 2010 and at the time of writing has only met twice. This group is chaired by the Conflict Resolution Unit and the agenda pre-determined by CRU. There is a lack of space for critical dialogue and discussion of substantive issues and little scope for decisions affecting the NAP content to be made within this forum.

Nonetheless the JCBGV is committed to the ideals of UNSCR 1325 and the work of the JCGBV will continue towards a comprehensive NAP on Women, Peace and Security for Ireland and for the meaningful inclusion of CSOs and women's voices in the development, monitoring of implementation and review of an Irish NAP.

Italy

Civilian Defence Research Centre (CSDC) and the European Network for Civil Peace Services (EN.CPS) in consultation with the Italian Gender Working Group
Luisa Del Turco

Introduction

The Italian government is currently in the process of developing a National Action Plan (NAP) for the implementation of United Nations Security Council Resolution (UNSCR) 1325 on women, peace and security. The overall framework of the plan (structure and contents) is being drafted by an inter-departmental committee which was instituted in the first months of 2009. A timeframe, specific budget for implementation and references to the EU are not yet available.

There are several reasons why Italy has not yet developed a NAP, including a lack of political stability, a lack of information/awareness among civil society organisations (CSOs) and a lack of funding and resources (i.e. specialised or specifically dedicated staff for gender in peace and security issues).

Advocacy for UNSCR 1325

Actions and results

The most recent and relevant experience of advocacy for UNSCR 1325 was developed in 2007 within the framework of a general CSO effort to reform the overall Italian development assistance system, including the legal framework which is already more than 20 years old.

Following a public conference organised by the Ministry of Foreign Affairs (MFA) on gender issues (one of a series on priority issues), a gender working group – also open to NGO representatives, practitioners and experts – was set up. A study mission assigned to task of collecting proposals and providing a common draft agenda for future developments and planning. Among the various NGOs and women's organisations which provided recommendations, significant input came from the international development NGO forum's gender working group. This group's submission called for an enhanced, more inclusive and sustainable approach to gender in development assistance, including specific references to UNSCR 1325. An individual briefing note was also submitted which aimed to extend the focus on conflict situations and referred to several important actors working in conflict areas (e.g. the military, the Italian Red Cross, academic institutions, NGOs, foundations, etc.) which were interested in integrating a gender perspective into their work.

Consultations were held between the gender working group and the then Deputy Minister for Foreign Affairs, Patrizia Sentinelli, who was supportive of development assistance reform. Unfortunately, the outcome of the consultations was very limited: the consultation system failed to be institutionalised as requested and the study mission's outcome document failed to incorporate all input and requests. However, the gender working group decided to continue its monitoring and networking activities and to reorganise. The group also decided to reinforce advocacy on UNSCR 1325 and an updated document was addressed to the MFA with a more detailed section on UNSCR 1325.

With the collapse of the Prodi government a few months later, this process stopped abruptly. This political event deeply troubled the whole CSO community which was worried about redefining its advocacy strategy. However, the launch of a project on a civil peace corps during summer 2008

created the opportunity to speak out once again on the issue of UNSCR 1325 during a national conference.

The gender working group adopted a pragmatic approach to advocacy, developing a series of initiatives, some of which were specifically related to UNSCR 1325. They wrote to Prodi, who was now leading the high-level panel on peacekeeping in Africa, to recommend that he took the gender perspective into account in his work. References to UNSCR 1325 were included in advocacy papers whenever opportune, including in a letter to the Ministry of Equal Opportunities and Women's Affairs. The gender working group, which is still working primarily on gender and development, also became an associate member of the Women in Development Europe (WIDE) network.

Although there is not yet a specific UNSCR 1325 platform/network in Italy, several structures and NGOs exist which are receptive to and supportive of advocacy in this area.

In terms of academic institutions, the University of Padua (Interdepartmental Centre on Human Rights and the Rights of Peoples) and the University of Rome (postgraduate course in Peace Education) deserve a special mention.

At the CSO level, in addition to the *Centro Studi Difesa Civile* (Civilian Defence Research Centre - CSDC) the organisations most involved in advocacy on UNSCR 1325 have been the Fondazione Pangea Onlus and ActionAid-Italy. During the annual human rights weeks in December 2007, 2008 and 2009, CSDC, together with Fondazione Pangea Onlus and other partners, has organised public events on the theme of women, peace and security. These events have been sponsored by the Province of Rome and supported by the CSO and NGO city forum. In March 2009, ActionAid Italy published a report entitled *Is the G8 a business for women?* for submission to the G8. This report included a specific section on gender and conflict in which the author calls for the adoption of NAPs in Italy and the other G8 countries. The importance of this issue was stressed during the launch of the report on International Women's Day in March 2009 by Rosa Calipari MP from the Italian Chamber of Deputies' Defence Committee. In June 2009, during a parliamentary debate on the theme Women's Rights and Equal Opportunities towards the G8, Ms Calipari submitted a motion, the wording of which drew on the NGO report's demand for the development of an Italian NAP. The motion was adopted by an overwhelming majority, albeit with certain amendments. When she reported the Italian government's decision regarding Ms Calipari's motion, Minister of Equal Opportunities and Women's Affairs, Mara Carfagna, confirmed that a working group was already engaged in drafting of a NAP.

Challenges

There are numerous obstacles to successful advocacy action on UNSCR 1325 in Italy. Firstly, there is a lack of knowledge of UNSCR 1325, even among development and peacebuilding experts and practitioners. Although it appears that there is relatively widespread interest in the issue of women, peace and security, it is difficult to garner support for advocacy on UNSCR 1325. Secondly, the advocacy initiatives which are described in the previous section are often the result of the personal commitment of a single individual while advocacy action on UNSCR 1325 continues to be perceived as optional - a difficult, voluntary task to be conducted by individuals with extremely limited resources. Thirdly, gender is often parcelled together with other issues. In this regard, it is difficult to mainstream both peace and security perspectives in the work of women's groups or gender in civilian peacebuilding constituencies. Fourthly, the multiple topics and levels of action which are covered by UNSCR 1325 (humanitarian and conflict resolution, institutional, CSO and grassroots organisations, military and civilian, protection and participation) combined with its lack of prioritisation, means that every potential supporter of UNSCR 1325 is able to adopt their own strategy and focus. This may hinder the process of building partnerships

and coalitions and, as a result, in the Italian context, no shared objectives regarding UNSCR 1325 in general or the development of a NAP exist on the CSO level.

Engaging with the NAP Process

Thanks to input from the NGO Working Group on Women, Peace and Security in New York, the Gender Working Group was informed that the Italian government had acknowledged interest in drafting a NAP. Contact was established with the MFA's Human Rights Office, which provided assurances to the group that it would be kept abreast of future developments and which announced that it was ready to receive input from CSOs as soon as draft structure and content of the NAP structure had been defined.

A relevant improvement could be achieved by making the process more inclusive before the implementation stage. Consultations with civil society can provide expertise, bring in the views of women from conflict areas and ensure that the institutional mechanisms for gender equality and protection are able to take into account grassroots peacebuilding practices as a means of contributing to a more sustainable and effective approach to conflict.

Concluding Remarks

The 10th anniversary of the adoption of 1325 represents a unique opportunity for building interest and momentum for the adoption of the Italian NAP. Thanks to the valuable support of international CSO networks (i.e. EPLO Gender, Peace and Security Working Group), activists working on national-level implementation of the resolution have shaped and better defined their advocacy strategy. Ongoing contacts with decision-makers, UN entities, universities and NGOs are improving the general understanding of a gender perspective in peace and security issues, and will hopefully support the development of solid political will, in order to bring about concrete and timely results.

Kosovo

Kosova Women's Network (KWN)

Igballe Rogova and Nicole Farnsworth

Introduction

Kosovo does not have a National Action Plan (NAP) for the implementation of United Nations Security Council Resolution (UNSCR) 1325 on women, peace and security. To date, there has been little talk of establishing such a plan, possibly because it may not be considered a priority among the numerous other laws and action plans on which the government is currently working following Kosovo's declaration of independence. However, the NAP for the Achievement of Gender Equality (2004) and later the Kosovo Program for Gender Equality (2008) address some issues which are relevant to UNSCR 1325.

Advocacy for UNSCR 1325

Based on recommendations made in the Kosova Women's Network's (KWN) baseline report, *Monitoring implementation of United Nations Security Council Resolution 1325 in Kosovo (2007)*, KWN, together with its member organisations, has advocated for the government of Kosovo, particularly the Women's Caucus, to draft a NAP for implementing UNSCR 1325. Following the release of this report, KWN formed a working group comprised of gender experts from key institutions and organisations, including KWN members, the Organisation for Security and Cooperation in Europe (OSCE), the UN Development Fund for Women (UNIFEM), the UN Development Programme (UNDP), the Agency for Gender Equality in the Office of the Prime Minister and the National Democratic Institute, to draft a work plan for the implementation of UNSCR 1325 in Kosovo.²⁸ The working group established an initial work plan, but progress in securing commitment from relevant institutions for its implementation was slowed by Kosovo's declaration of independence and the related political attention given to other governmental priorities.²⁹

Various other efforts have also been undertaken by civil society representatives to advocate for the implementation of UNSCR 1325. Kosovar women leaders in civil society have been organising around UNSCR 1325 and advocating for its implementation since the resolution was passed in 2000.³⁰ Organisations have had focus on both women's issues and peacebuilding. In this context, the Women's Peace Coalition (WPC) brought together women's organisations from Serbia (as part of the Women in Black Network) and Kosovo (as part of KWN) in joint advocacy efforts where women used UNSCR 1325 to advocate for a greater role in the negotiations over Kosovo's political status. Similarly, Kosovar women have been active in the Regional Women's Lobby (RWL) for Peace and Security in Southeast Europe, which unites leading women in politics and civil society throughout the region in making joint statements on pertinent issues. Both WPC and RWL have used UNSCR 1325 as a guiding force in their work and as an advocacy tool, particularly in demanding that women be included in negotiations over Kosovo's political status. In general, UNSCR 1325 has been most often used by women's groups, particularly KWN and its members, to demand greater participation for women in decision-making in post-conflict Kosovo.

²⁸ The draft work plan is in KWN (2009). *Monitoring implementation of United Nations Security Council Resolution 1325 in Kosovo* (2nd Ed.). Pristina, Kosovo: KWN. Appendix 4, pp.77-87. Available at www.womensnetwork.org.

²⁹ The initial draft plan was foreseen to cover the period 2008–2010 and had responsibilities assigned to particular actors. However, the plan was neither finalised nor formally adopted by the stakeholders involved in its creation.

³⁰ For examples of their work and use of UNSCR 1325, see KWN (2009). Op. cit. Appendix 3: 'Initiatives towards implementing UNSCR 1325 in Kosova 2001-2007'. pp.75-77.

The advocacy efforts of female representatives from civil society organisations in Kosovo on UNSCR 1325 have resulted in women leaders being invited to meetings with key decision-makers, including Martti Ahtisaari, the former Special Envoy of the Secretary-General of the UN, the “Troika” (EU, Russia and US), UN Security Council (UNSC) fact-finding missions, the European Commission (EC), the European Parliament and the UN Interim Administration Mission in Kosovo (UNMIK) Special Representative of the Secretary-General (SRSG). However, beyond these initial meetings there have been few concrete results. Despite the numerous advocacy efforts of KWN, WPC and RWL, women were not invited to participate in the negotiations concerning Kosovo’s final political status. Nor were the statements that they wrote on issues such as cultural heritage sites, the Government of Serbia presenting censored documents and being transparent in regards to negotiations, or on the proposed Six Point Plan, taken seriously or addressed by international or local decision-makers.³¹

While there have not been any formal initiatives to create a NAP, as stated above, KWN, in consultation with a diverse group of gender experts from various institutions and organisations, has drafted a work plan to inform future efforts toward the implementation of a NAP. The priorities set out in this initial plan included: the implementation of existing gender equality mechanisms in law and policy at all levels; increasing the level of women’s public and political engagement; and reducing gender inequalities in rural and minority populations, simultaneously improving their access to basic goods and services and reducing poverty.

KWN’s key strategies include:

- Improving the effectiveness of the Agency for Gender Equality in the Prime Minister’s Office with training and the establishment of clearer procedures;
- Advocating for the implementation of the Law on Gender Equality;
- Awareness-raising about UNSCR 1325 among political and civil administrators and citizens;
- Creating mechanisms to that ensure regular consultations between international bodies (including the EU and UN) and civil society groups on all matters of mutual concern, as set out in UNSCR 1325;
- Advocating for ministries and institutions within their area of responsibility to set aside funds from the Kosovo Consolidated Budget for: (i) implementing the provisions of UNSCR 1325 and related instruments on women’s human rights; and (ii) activities which raise awareness across sectors about the provisions of UNSCR 1325 and related instruments on women’s human rights;
- Analysing, proposing recommendations for, and advocating for changes to existing gender equality legislation so that it further reflects the international human rights standards of the EU, the Convention on the Elimination of Discrimination against Women (CEDAW) and other bodies and legislation on gender equality;
- Monitoring government, Agency for Gender Equality, Kosovar and international institutions’ implementation of UNSCR 1325 and producing annual reports;
- Organising training for governmental institutions on monitoring the implementation of women’s human rights and gender equality mechanisms and laws;
- Establishing a group for monitoring and ensuring the implementation of CEDAW, the Beijing Platform for Action, the Millennium Development Goals (MDGs), UNSCR 1325 and the European partnership document in the EU; and
- Organising meetings of MPs, municipal officers for gender equality (MOGEs) and municipal assembly members with women in rural areas, including all minorities, in which politicians learn about people’s needs and discuss potential solutions (organised by women’s NGOs).

In co-operation with the working group, KWN is in the process of revising the work plan to fit better with the current political situation in Kosovo. The group then plans to undertake efforts to advocate for its implementation as well as the eventual creation and adoption of a NAP for the implantation of UNSCR 1325.

³¹ For all RWL and WPC statements, see www.rwlsee.org and www.womensnetwork.org.

Concluding Remarks

Kosovo does not yet have a NAP to be monitored. However, KWN has researched and produced two reports which monitor progress towards the implementation of UNSCR 1325 in Kosovo.³² KWN plans to continue to monitor independently the implementation of UNSCR 1325 in Kosovo.

³² The reports are available on the KWN website: www.womensnetwork.org.

Latvia

Women's NGO Network of Latvia and Coalition for Gender Equality in Latvia
Inete Ielīte (Coordinator of Latvian Network of International Humanitarian Law Experts)

Introduction

Latvia has no National Action Plan (NAP) for United Nations Security Council Resolution (UNSCR) 1325 on women, peace and security. This is in part because Latvia is a new EU and NATO member state with limited experience in military missions, peacebuilding and humanitarian assistance, and with a relatively small number of civil society organisations (CSOs) addressing these issues. In addition, its expertise on women, peace and security remains limited and is considered as a low policy priority. The development of a NAP is not currently envisaged.

Advocacy for UNSCR 1325

Civil society in Latvia first became involved in lobbying for the implementation of UNSCR 1325 in 2000 with the establishment of the Coalition of Gender Equality in Latvia. The Coalition is the government's lead partner in the development of gender equality policies, programmes and actions. However, at the time, peace and security were still not policy priorities.

Since then, CSOs have been gaining competence, exchanging information and organising information events, some of them on peace and security issues. Gender equality organisations and women's groups have joined together and engaged with formal and informal networks in the EU and around the world. While Latvian CSOs do not always refer UNSCR 1325 in matters concerning the national government, international organisations or foreign governments, certain proposals contain provisions of UNSCR 1325. For example, the well-publicised appeal to Russian president, Dmitry Medvedev, and Georgian president, Mikheil Saakashvili, by the Women's NGO Network of Latvia on 18 August 2008 referred to the provisions of UNSCR 1325. However, the majority of CSOs advocating for the implementation of UNSCR 1325 in Latvia are focused on women's issues and their highest concern is peacebuilding and post-conflict humanitarian assistance. Other CSOs do not have an identifiable gender focus. The Latvian Transatlantic Organisation, for example, was established in 2001 to promote the Latvian membership of NATO. It has since developed into a professional organisation providing expertise and training to various target groups on security, peacebuilding and NATO's role, as well as on lobbying. However it has not been active in promoting gender equality.

The second important step taken by Latvian CSOs advocating for the implementation of UNSCR 1325 was to gather together interested parties and to involve state institutions. In late 2007, representatives of the Coalition for Gender Equality in Latvia, welcomed and supported by the Latvian Red Cross, took the initiative of widening their partnerships. The Latvian Red Cross took a leading role, inviting state institutions, CSOs, universities, companies, individual experts and other actors with an interest in humanitarian affairs, peacebuilding and development co-operation to come together to discuss UNSCR 1325. The group agreed to establish regular opportunities for academics and practitioners from the Baltic region and national Red Cross societies to meet and exchange knowledge and experience, as well as to react to emerging challenges to the law and policies.

More than 50 state and non-state actors, are involved in this expert group. The activities of the Latvian Network of International Humanitarian Law Experts have been strengthened by the establishment of a Steering Committee consisting of the Latvian Red Cross, the Ministry of Foreign Affairs (MFA), the Ministry of Defence (MOD), the Riga Graduate School of Law as well

as independent experts. During the last two years, the network has organised two roundtables and an international conference entitled A Sea of Peace in an Ocean of Conflict: The Baltic region and international humanitarian law in October 2008. The purpose of the conference was to analyse the existing regulatory context for Baltic military missions at the national, EU and international levels; to identify the binding legal obligations for military missions sent by governments and to assess the practical aspects of the application of international humanitarian law during armed conflict and afterwards. Speakers elaborated on the role of civilian missions and non-governmental organisations (NGOs), including with regard to UNSCR 1325. All of the events have addressed practical experiences and possible further co-operation between Baltic Red Cross societies, other NGOs and governments.

The Latvian Network of International Humanitarian Law Experts could be a possible tool to advocate for the process of developing a NAP in Latvia. To date, successful lobbying strategies in Latvia have been based on the consistently professional performance of CSOs, which need to be strengthened by the allocation of external resources for coordination, public activities such as roundtables and meetings of experts; and office costs.

Civil society is both monitoring the development of Latvia's foreign policy and actively lobbying for new steps. The position which has been communicated during the last two years to parliament, government, other civil society umbrella organisations and higher education establishments, including the Academy of Defence, the Academy of Police, the Riga Graduate School of Law and University of Latvia, has been to urge full compliance with UNSCR 1325, as well as promotion through teaching students, training as part of preparation for missions in post-conflict areas, and providing in-service training for teaching staff to prepare training courses and to develop programmes. A specific UNSCR 1325 training programme, including women in missions, is on the agenda.

The Latvian MFA has developed a consultancy mechanism on EU matters which regularly consult with the six most competent and wide umbrella organisations, including the Coalition for Gender Equality. The co-operation, which concerns both internal European issues and external policies, has led to an increased understanding of gender issues within the ministry and to proposals on national positions, which have been adopted by the government.

The Latvian government has also recognised the Women's NGO Network of Latvia and the Coalition for Gender Equality in Latvia and their contribution by including representatives of both CSO umbrellas in the state delegation to the UN's 53rd Session of the Commission on the Status of Women. The co-operation of gender CSOs with the Permanent Mission of the Republic of Latvia to the UN will be extended, including with regard to UNSCR 1325, mostly through providing expertise, training and translation of the resolution into local languages.

Concluding Remarks

It is very important that those CSOs which are active in conflict-affected areas are either members of the Women's NGO Network of Latvia and the Coalition for Gender Equality in Latvia, or have joined the Latvian Network of International Humanitarian Law Experts.

The Republic of Macedonia

Blagorodna Shopova (National Council of Women of Republic of Macedonia – UWOM)

Introduction

Macedonia does not have a specific National Action Plan (NAP) for UNSCR 1325 on women, peace and security however the NAP for gender equality (2007–2012), prepared by the Ministry of Labour and Social Policy, contains a strategic goal which should cover implementation of some parts of UNSCR 1325 by incorporating a gender perspective in peace and security policy.

Advocacy for UNSCR 1325

In the strategic goal of the NAP for gender and equality there are five key areas: organising campaigns and educational activities for public promotion of UNSCR 1325; producing educational programmes to promote a culture of peace, non-violence and multi-ethnic dialogue; forming teams for training on promotion of UNSCR 1325, gender perspectives, women's rights and non-violent communication (with the representatives from the governmental institutions and non-governmental organisations); designing training programmes on gender equality and women's human rights for safety officers and representatives of peace missions; and analysing the need to adjust the relevant domestic legal regulations in accordance with the articles of UNSCR 1325.

While a lot is done in Macedonia to support gender equality (for example, the participation of women in parliament is 32.8 percent and in the municipality councils 27 percent), very little effort has been undertaken to implement UNSCR 1325 – even though the country is situated in a post-conflict region and in 2001 there was an armed conflict in Macedonia. In reality most of the public and the employees in relevant state institutions are not well enough informed about the existence of UNSCR 1325 and its content and very few women are employed in the Ministry of Defence (MOD) and Ministry of the Interior (MOI).

The National Council of Women of Republic of Macedonia (NCWM–UWOM) is a member of the Regional Women's Lobby for Peace. Between April and July 2009, NCWM–UWOM implemented a project on UNSCR 1325 entitled There are 1325 Reasons for Implementation of 1325 Resolution, as a part of its programme on peace and conflict resolution. This project was one of the first steps undertaken by civil society towards promotion of UNSCR 1325.

NCWM–UWOM organised 12 trainings in 12 municipalities all around Macedonia. The project was designed to inform representatives of state institutions (including the MOD, MOI, Ministry of External Affairs, Ministry of Justice, Women's Parliamentarian Club, Military Academy, Police Academy, Macedonian Army and Centre for Crisis Management), representatives and gender commissions from municipality councils, and women's non-governmental organisations (NGOs) from Macedonia that are working on peace activities, about the existence and content of UNSCR 1325. NCWM – UWOM expects a positive reaction from the government and to have good cooperation with officials during the development of a NAP for implementation of UNSCR 1325 in Macedonia.

During the trainings women had the opportunity to hear more about UNSCR 1325 and initiate inter-sectional cooperation between those women working in state institutions responsible for implementation of UNSCR 1325, as well as cooperation between women's NGOs. The trainings also provided the initiative for establishing a women's peace coalition in Macedonia.

Concluding Remarks

Although the NCWM–UWOM project was one of the first steps undertaken by civil society in Macedonia to promote UNSCR 1325 and to inform people about the content of the resolution, it provides a very good basis for further activities, such as advocating and lobbying for the development of a NAP for UNSCR 1325 and for its implementation in the country.

Netherlands

Dutch Working Group 1325 (WG 1325)

Zairah Khan, WO=MEN (with inputs from Ted Strop, Dewi Suralaga, Steven Schoofs and other WG members)

Introduction

The Dutch government launched the National Action Plan (NAP) for the implementation of United Nations Security Council Resolution (UNSCR) 1325 on 4 December 2007. The NAP has been signed by three ministries and a broad range of civil society partners, thus committing the signatories to implementing the plan. It is a public document which covers a wide range of themes, including legal frameworks, conflict prevention, mediation and reconstruction, international co-operation, peace missions, and harmonisation and coordination. A matrix of action points containing aims, activities and implementing bodies is annexed to the NAP.

The NAP is a comprehensive document covering the period 2008 to 2012. It does not, however, include a timeframe for activities and no specific budget has been allocated. The Dutch NAP, like other NAPs, also lacks benchmarks and clear targets. In addition, although the Dutch participated in EU efforts to finalise the Comprehensive Approach and the NAP includes specific references to harmonisation at the European and international levels (“the establishment of a European national action plan on 1325 is crucial”), it does not include any specific references to EU action itself. Civil society is unaware of any Dutch government support for action at the EU level.

Advocacy for UNSCR 1325

The Dutch NAP is both the result of ongoing civil society lobbying since the Fourth World Conference on Women in Beijing in 1995 and renewed gender commitment from the current minister for development co-operation, Bert Koenders, who was appointed in 2007.³³

From 2005, (women’s) peace organisations and development organisations carried out joint advocacy on the drafting of the NAP. Civil society organisations (CSOs)³⁴ have been an integral part of the drafting process since 2007. The initiative was taken by an ad hoc coalition (now Working Group 1325 (WG 1325)) to provide consolidated inputs to the plan, which were then incorporated into the text. However, the requests for clear timelines and budgets were not incorporated. The plan is considered a living document which needs further development.

The government has reacted positively to this consolidated effort and has described civil society as a key factor in the success of the plan.

For the follow-up process and to lobby for further implementation, WG 1325 has formed a lobby (sub-)group. One of the key targets for this group is the establishment of benchmarks and the inclusion of clear targets in the NAP.

Some of the successes of WG 1325’s advocacy include the following:

- The issuance of a Motion from the Parliament (Motie Diks c.s. 31 700 V, nr. 53) requesting the government to include an update on the implementation of UNSCR 1325 when updating the

³³ The Dutch government made some movement toward focusing on UNSCR 1325 in the period 2004-2006 with the establishment of the Task Force on Women, Security and Conflict. However, while the group produced some reports, there was no follow-up.

³⁴ Women’s, development co-operation and migrant NGOs, as well as scientific institutes.

parliament about conflict affected countries. The government has taken this up, for example in their latest report on Afghanistan (10 April, 2010).

- The inclusion of a gender paragraph in the framework for evaluating peace missions. This has had some positive effects on reporting by the Ministry of Defence (MOD).
- The establishment of a monitoring and evaluation (M&E) group with representatives from different stakeholders (Ministry of Foreign Affairs (MFA), MOD and civil society). This newly-formed group will hopefully contribute to better reporting and communication of results by all stakeholders.
- The announcement of the then Development Cooperation Minister, Bert Koenders, to engage in an 'intensive partnership' with Afghanistan in supporting them to implement UNSCR 1325.

Engaging with the NAP process

Civil society took the initiative of helping to produce the NAP after agreeing with the government at the Schokland Agreements in mid-2007 that such a plan was necessary. The collective input from the current WG 1325 was coordinated by the Dutch gender platform, Platform Women and Sustainable Peace (VDV), and the Dutch Women's Council (NVR). A number of individual actors also provided input. The co-operation of these platforms and other actors was later consolidated further, something which has enabled civil society to "speak with one voice" on common issues relating to the Dutch NAP and to further coordinate their individual activities. Since the platform is a loose coalition and does not guide or limit individual actions, some fragmentation still exists. Coordination at a programme/project level between CSOs is taking place, but there is still room for improvement. Although there was no input from southern partners in drafting the NAP, diaspora groups were represented by the VDV platform. They are now represented in WG 1325 where they provide a link to realities in developing countries. This has reinforced their position vis-à-vis the Ministry of Foreign Affairs (MFA).

The NAP is highly ambitious but lacking in benchmarks and joint activity. The latter is a shortcoming which has already been highlighted by civil society, particularly the lack of budget allocated for UNSCR 1325 activities. Four ministries are involved in implementing the NAP: MFA, MOD, the Ministry of Interior Affairs, and the Ministry of Education, Culture and Sciences (whose portfolio includes emancipation). There are focal points in both the MFA and MOD although their mandate and responsibilities for implementation are unclear. There is no focal point in either the Ministry of Interior Affairs or the Ministry of Education, Culture and Sciences, and thus their role is even more unclear. However, the Dutch government assumes that implementation of UNSCR 1325 is a joint responsibility for all the co-signatories³⁵ which further complicates challenges around mandates and responsibilities. This is the fundamental weakness of the current "joint approach" to the implementation of the NAP and an important lesson to be learned.

Monitoring Implementation at National Level

Civil society is consulted three times per year on its role in the implementation of the NAP. Nevertheless, the respective roles of civil society and government remain unclear, despite the triannual consultations. One of the outcomes of these meetings to date was the establishment of Taskforce 1820 to give input on Dutch foreign policy regarding UNSCR 1820 on women, peace and security. An M&E group has also started its work.

³⁵ See also the text of the NAP

However, questions have been raised in parliament over what is considered insufficient reporting on the NAP. In a motion, parliament calls for mission papers to include reports on progress on UNSCR 1325 with a women's section in its update letters "if there exists a reason for it".³⁶

No M&E mechanisms were included at the start of the NAP. The newly-formed sub-group on M&E is now active and consists of representatives of civil society, the MFA and MOD. However, since no clear indicators were formulated for 2009, the M&E group started by tracking what had already been done. This will be based on a matrix devised by the MFA for reporting on UNSCR 1325 to different stakeholders. CSOs are hopeful that some evaluation will take place in 2010 based on common activities and priorities formulated in late 2009. The MFA has suggested that it is more realistic to have set common priorities and indicators by the mid-term review in 2010, which coincides with the tenth anniversary of UNSCR 1325.

Civil society performed the first fact-finding mission in December 2008 on the occasion of the first anniversary of the NAP. The CSO report which was produced showed substantial progress, in certain activities in three specific countries at both embassy and civil society levels. However, it also highlighted the need for more structural information sharing, ideally based on a set of common priorities. In addition, efforts are still patchy. The Dutch government should consider whether or not to focus on a specific country in order to improve genuine implementation. WG 1325 is currently looking into "twinning".³⁷ This type of intensified partnership with one or two countries is intended to stimulate bilateral co-operation on both the drafting and implementation of NAPs. It involves a broad range of stakeholders both at government and civil society levels and particularly at the cross-roads between the two. The forging of intensified partnerships is seen by WG 1325 as a potential way forward to tackle some of the obstacles which have been identified. By adopting this approach, WG 1325 hopes to get a better view on the relationship between the output of Dutch activities and the outcome/effects in the (post-)conflict country selected. It is hoped that international advocacy for twinning will result in the adoption of twinning by the Dutch government and others, and will ultimately increase the number of NAPs worldwide and the effectiveness of their implementation.

Concluding Remarks

In April 2010, a midterm review of the Dutch NAP was held. The outcome of it is the decision to concentrate on three themes until the end of 2011:

- strengthening female leadership and political participation in 3 to 4 countries, on the basis of local initiatives;
- expanding capacity both within the Netherlands and internationally;
- internal organization and the management of the network.

Working groups will be formed to further elaborate these aims.

The M&E group decided not to develop its own indicators as long as work on development of indicators was taking place in the UN and the EU. Now there is more clarity, the group can start working on the Dutch indicators.

In the meantime, proposals for the future of the NAP after 2011 have to be developed.

³⁶ This is a rather light formulation. This might be taken up for lobbying in 2010. The new gender paragraph in the 'Toetsingkader 2009' (Checklist 2009) for military missions abroad is the result of previous lobbying.

³⁷ In August 2009, the working group produced a concept note on twinning as no definition of this concept was available. Later on, the concept of twinning was rephrased as "intensified partnership", to stress that this type of partnership is based on the implementation of existing agreements in the Dutch NAP. The same concept may be applied more broadly.

Northern Ireland

Northern Ireland Women's European Platform (NIWEP)

Irene Miskimmon and Kate McCullough

Introduction

Northern Ireland is a unique part of the UK in that it recently came out of a period of more than three decades of violent conflict. Although Northern Ireland is now in a post-conflict situation and has its own devolved government (the Northern Ireland Executive), certain issues continue to be decided in London. These include European and International Agreements, and social security and military matters. The UK government is also responsible for the development and implementation of the UK's National Action Plan (NAP) for the implementation of United Nations Security Council Resolution (UNSCR) 1325. However, Northern Ireland, although having had a conflict, and now being in a post-conflict situation, is not included in the UK NAP.

Although Northern Ireland should understand and adhere to the UK's NAP it is unlikely that it would be recognised by the Northern Ireland Executive as a priority or be adopted fully into its actions.

The UK NAP was introduced in 2006 and is to be evaluated regularly in order for any necessary revisions. It is a 12-point action plan which "links humanitarian, conflict, defence and diplomacy work, all-important to conflict resolution and Peacebuilding".³⁸ Although the plan seems to have a structure, the impact of the actions would be viewed as weak and insufficient for addressing the needs for women and girls in conflict and post-conflict situations.

Advocacy for UNSCR 1325

The Northern Ireland Women's European Platform (NIWEP)³⁹ is the main civil society actor raising awareness of UNSCR 1325, and has been engaged in lobbying, training and hosting conferences since 2000. The focus of NIWEP's work is largely gender but, given the peacemaking work done by many women's groups during "The Troubles", during this current post-conflict process it also includes peacebuilding.

NIWEP is an umbrella organisation which represents many women's groups in Northern Ireland. Since 2005, NIWEP has also been part of Gender Action for Peace and Security (GAPS UK) with whom NIWEP continues to share information and experience. NIWEP is also a member of the UK Associate Parliamentary Group on Women, Peace and Security. NIWEP has consultative status at the UN and produced a shadow report for the Committee on the Elimination of Discrimination against Women (CEDAW) session on the UK in July 2008.⁴⁰ In its concluding observations, the CEDAW made particular reference to the fact that UNSCR 1325 should apply to Northern Ireland. NIWEP has produced a further shadow report on the progress so far. Attendance at the Commission on the Status of Women (CSW) and representation on the European Women's Lobby (EWL) are further tools used by NIWEP to raise the position of Northern Ireland in relation to the UK NAP.

Awareness raising about and monitoring of UNSCR 1325 have been carried out by the dissemination of user-friendly information on the Resolution to men and women in Northern

³⁸ For the full text, see: www.fco.gov.uk.

³⁹ For more information, see: www.niwep.org.uk.

⁴⁰ This is available at <http://blog.niwep.org/wp-content/uploads/2009/06/cedaw-9-may-2008-report.pdf>.

Ireland, including members of the NI Assembly and Executive. This has included, for example, a mock trial of UNSCR 1325 held in the Northern Ireland Assembly and the production of alternative reports. NIWEP has continually lobbied the Northern Ireland Executive, the UK government, the UN and the EU on behalf of women in Northern Ireland on the need to adopt the recommendations from UNSCR 1325. In 2006, a representative from NIWEP attended and produced a report on the Wilton Park Conference on UNSCR 1325 organised by the UK government, and to which no one from Northern Ireland was formally invited.

In July 2009 Baroness Nuala O'Loan, Ireland's Special Envoy on UNSCR 1325, headed a Cross-Learning Conference on UNSCR 1325 in Northern Ireland with representatives from Liberia and Timor-Leste to explore common issues and to share experiences with women in the province. The conclusions from that conference will be taken to the UN to be used as part of the evaluation of the Resolution on the occasion of its tenth anniversary in 2010.

The application of UNSCR 1325 to Northern Ireland will necessitate the consultation of all parts of civil society in order to prioritise the goals for the province.

NIWEP's key recommendations include:

- Government officials in Northern Ireland should be given training on UNSCR 1325, its effect and implementation;
- All structures and bodies created in the post-conflict period (e.g. PSNI, Policing Board, Victims Commission, Parades Commission, North-South bodies, Local Government Councils etc.) should be gender-proofed and made aware of the impact of the conflict on women and girls;
- New structures developed to review gender issues in public administration should reflect the recommendations of UNSCR 1325, CEDAW and the Beijing Platform for Action. This should include gender-proofing the Development Board, implementation by the board, a gender budget for the implementation of key issues in local areas and a 50-50 election of local women and men to councils;
- Northern Ireland officials should be more involved in diplomatic negotiations, even as observers, to understand international commitments made by the UK government;
- The Gender Unit of the Northern Ireland Executive should be given more resources to ensure the continuous monitoring and training on issues such as UNSCR 1325, CEDAW, CSW, etc; and
- The UN must strengthen UNSCR 1325 with a budget for implementation and an effective body for monitoring and evaluation. Governments should be examined regularly on their implementation as is the case with CEDAW and action taken against those countries which fail to implement the Resolution.

Engaging with the NAP process

The lead departments on the UK's NAP are the Foreign and Commonwealth Office (FCO), the Ministry of Defence (MOD) and the Department for International Development (DfID). However, all UK government departments are equal stakeholders in the plan including, therefore, by definition, the Northern Ireland Office.

Despite devolution, Northern Ireland continues to be included in the UK's acceptance of international treaties. The Northern Ireland Assembly was not consulted about the UK's NAP, and there has been no attempt to promote specifically UNSCR 1325 in the peace process or in this post-conflict phase. Similarly, the development of the UK's NAP did not include any formal

representation from civil society in Northern Ireland. Government ministers and Assembly committees should be given the opportunity to discuss and debate the UK's NAP and its impact and implementation on the devolved government in Northern Ireland. A Northern Ireland Assembly All Party Group on UNSCR1325 should be established.

The EU has supported Northern Ireland through the Peace Funds, and while many women's organisations have benefited from this money, there has been no attempt to address the gender deficit. The Northern Ireland government body with responsibility for gender issues has a budget of only £25,000, which is shared also with sexual orientation groups.

The UK government has shown commitment to the gender training of its troops in conflict areas and to encouraging UN and EU member states to be aware of gender issues in countries where their troops are deployed. However, this commitment has not been extended to Northern Ireland.

Norway

Forum Norway 1325 (FN 1325) and Forum for Women and Development (FOKUS)
Sidsel Aas and Toiko Tõnison Kleppe

Introduction

Norway adopted a National Action Plan (NAP) for the implementation of United Nations Security Council Resolution (UNSCR) 1325 in March 2006. The NAP was followed up in May 2007.⁴¹ It does not have a timeframe, but rather it is a “living document” and, as such, is open to revision. The NAP also does not have a stated overall budget. However, the budget for its implementation in 2007 alone was 130 million Norwegian kroner (approximately € 15 million).

The Norwegian NAP is comprehensive in content but the most concrete focus of the plan is on international peace operations. According to the plan, Norway “stress[es] the importance of integrating a gender perspective into all aspects of crisis management operations” in its relations with the EU Presidency and individual EU Member States, as well as in the EU-led crisis management operations in which Norway participates. However, except for this section on international peace operations, the NAP seems to be more of a policy paper which indicates Norway’s intentions rather than a genuine action plan. The NAP often uses the wording “Norway will seek to...” or “Norway will support...” without providing any more specific details on how this action will be taken or by whom. In this regard, the NAP lacks concrete indicators and a proper division of responsibilities to hold the stakeholders and respective government ministries accountable for its implementation. These and other suggestions such as having annual independent assessments of the implementation process of the NAP, were made by Forum Norway 1325 (FN 1325) but were not adequately taken into account in the NAP.

Advocacy for UNSCR 1325

The mobilisation of the NGO community around the development of a NAP began in 2001 when Norway was a member of the UN Security Council. The Centre for Gender Equality (then called *Likestillingssentret*) sent a number of proposals to the Ministry of Foreign Affairs (MFA) on measures for following up the Resolution. They proposed the creation of a UN monitoring and reporting mechanism for the measures that member states should put in place, a separate Norwegian expert committee to follow the work of the Security Council while Norway was a member and efforts to increase the representation of women in Norwegian-supported peace processes, if necessary by affirmative action or, alternatively, with special forms of inquiries and negotiations targeting women. They also proposed gender budgeting for Norwegian funds for peacebuilding, collaboration with the voluntary sector to make maximum use of women’s expertise and commitment to peace, and policies against sexual exploitation and abuses committed by UN forces.

In 2002, the Women’s International League for Peace and Freedom (IKFF/WILPF Norway) received US \$50,000 from the MFA for information initiatives on UNSCR 1325. Some of the money was used to translate the text of the resolution into Norwegian. In the summer of 2003, a meeting was organised to launch the UN Development Fund for Women (UNIFEM) report *Women, War and Peace: The Independent Experts’ Assessment on the Impact of Armed Conflict on Women and Women’s Role in Peacebuilding* with one of the authors, Elisabeth Rehn as the main speaker. The meeting received widespread support and press coverage, and it enabled

⁴¹ For the full report, see: <http://www.regjeringen.no/upload/UD/Vedlegg/FN/Framdriftsrapport%20SR%201325%20mai%202007.pdf>.⁴¹
For the full report, see: <http://www.regjeringen.no/upload/UD/Vedlegg/FN/Framdriftsrapport%20SR%201325%20mai%202007.pdf>.

NGOs to establish a dialogue with the MFA's political leadership on this issue. The event was also the beginning of collaboration between *Likestillingssentret*, IKFF, Amnesty and FOKUS to raise awareness of the Resolution known and to transform it into a political instrument.

This collaboration has since been formalised in the network FN 1325. FN 1325 was established in 2004 to lobby the Norwegian authorities for committed implementation of UNSCR 1325. A number of organisations have since joined the network including Care Norway, Norwegian Church Aid, Norwegian People's Aid, Norwegian Council for Africa and the Norwegian Peace Council. The eight civil society organisations (CSOs) that are members of FN 1325 all work the fields of humanitarian aid, peacebuilding or women's issues. However, the key advocating persons within these organisations and the abovementioned research institutions are generally gender experts or work as gender advisors within their respective organisations.

Engaging with the NAP process

The Norwegian NAP was written in approximately four months and FN 1325 was asked to provide input.⁴² In the autumn of 2005, FN 1325 presented a concept note to the MFA with concrete input for the Norwegian NAP. The concept note was developed for a workshop organised by FN 1325 on 18 October 2005.⁴³ The Peace Research Institute of Norway (PRIO) was also a key actor in the lobbying process to adopt the NAP.⁴⁴ The proposal which FN 1325 submitted was much more detailed and concrete than the final NAP. The issue was also discussed at a meeting with the MFA on 24 January 2006 and on 7 February 2006 at the annual conference for CSOs and government ministries to address issues regarding gender equality (*Milepælkonferansen*).

The network has also conducted lobbying, media actions, and continuous input and comments to the MFA, for example on the sixth anniversary of UNSCR 1325,⁴⁵ in addition to a report with recommendations which was presented to the MFA after a networking conference held in 2007 by FOKUS in Thailand with the organisation's local partners.⁴⁶

The Norwegian government, and especially the MFA as the main coordinator for the NAP, is very open and positive to CSO advocacy on the NAP. The MFA's gender ambassador has played an especially important role in this regard and has hosted meetings to discuss Norwegian action on UNSCR 1325 and measures for coordinating efforts. The Gender Ambassador and his unit at the MFA are, however, extremely short of resources. They are, therefore, limited in terms of time and possibilities to respond adequately to the suggestions made by civil society – especially regarding monitoring the implementation of the NAP.

The MFA has provided important support for CSO activities around UNSCR 1325 and the Norwegian NAP and the resolution. For instance, the MFA funded an international conference in November 2008 which looked at the processes and achievements related to the UNSCR 1325. It also funded a conference in November 2009 on indicators for monitoring the implementation of NAPs organised by the Forum for Women and Development (FOKUS) and International Research and Training Institute for the Advancement of Women (INSTRAW).

⁴² For more information, see: http://www.fn1325.no/Artikler_innlegg/Innspill/5637.

⁴³ To read this proposal, see: http://www.fn1325.no/484/4907/Innspill_FN_1325_til_norsk_handlingsplan_1325.pdf.

⁴⁴ For more information about the documents submitted (in Norwegian) by Forum Norway 1325 for input to the NAP, see: http://www.fokusvinner.no/484/Innspill_handlingsplan1325_UD.pdf.

⁴⁵ For more information, see: http://www.fn1325.no/Artikler_innlegg/Innspill/5632.

⁴⁶ For more information, see: http://www.fokusvinner.no/484/Rapport_til_UD.pdf.

Monitoring Implementation at National Level

FN 1325 has proposed the establishment of a Norwegian UNSCR 1325 committee, composed of scientists, politicians, bureaucrats and NGO representatives. It is envisaged that the committee would prepare an annual report on UNSCR 1325 work in Norway, based, *inter alia* among other things on reports from all relevant authorities and organisations. The Norwegian parliament would conduct an annual public hearing on the basis of the report.

Portugal

Portuguese Platform for Women's Rights⁴⁷

Introduction

Portugal has a national action plan (NAP) for the implementation of UNSCR 1325. The plan was launched in 2009 for the period 2009 to 2013. The NAP was approved by a resolution of the Council of Ministers (71/2009) on 25 August 2009, just before UNSCRs 1888 and 1889 and it has a strong mandate when it comes to implementation.

The Portuguese NAP focuses on strengthening women's participation and representation in all efforts to promote peace and security, promoting gender mainstreaming in the sectors of security (peacekeeping missions, security system reform), justice, development aid and reinforcing protection of women and girls in conflict and post-conflict areas. Specifically, the Portuguese NAP has five strategic objectives:

- (1) To increase the participation of women and integrate gender equality into every phase of peacebuilding, including all levels of decision-making;
- (2) To ensure the training on gender equality, gender-related violence and other relevant aspects of SCR 1325 and 1820 of personnel involved in peacebuilding processes;
- (3) To promote and protect the respect for the human rights of women and girls in areas of conflict and post-conflict, regarding the need for (a) Prevention and elimination of gender-related violence against them, (b) Promotion of the empowerment of women;
- (4) To deepen and diffuse awareness of women, peace and security, including training and awareness-raising of decision-making entities and public opinion;
- (5) To promote the participation of civil society in the implementation of SCR 1325.

The NAP is comprehensive. That said, given that the Portuguese NAP states that the government "interprets the resolution as extending beyond armed conflicts and humanitarian aid to include the promotion of policy coherence at a national level concerning issues such as disarmament and weapons control, public security and the elimination of gender-based violence", the final version of the plan falls short when it comes to meeting the expectations raised by this acknowledgment.

The Portuguese NAP does not include an overall budget nor does it mention how measures will be funded. This poses a huge constraint on actual implementation of the plan.

The NAP refers to the international and European legislative framework for action, but does not explain the links between the international/European level and the national level.

The Portuguese NAP has only been in place for a few months. It has several positive aspects, including reference to the encompassing legislative framework for action at the international, European and national levels on women's human rights and gender equality, as mentioned above, and the thematic areas of intervention it covers. Unfortunately, the NAP does not include a

⁴⁷ The Portuguese Platform for Women's Rights is a social, cultural and humanist umbrella non-governmental organisation, independent from political parties, religious institutions or governmental structures, whose members are women's rights NGOs. It was created in 2004 and its main objective is to foster cooperation for collective reflection and action in the promotion of women's rights and gender equality through several means, such as research, lobbying, dissemination of information, awareness-raising and training, therefore contributing to the implementation of gender mainstreaming in all areas. The Platform's goals are to contribute to the empowerment, articulation and mobilisation of Portuguese Women's Rights NGOs; the reinforcement of its networking and cooperation relations with European and international NGOs working in this field in order to strengthen and support these NGOs' important social role as actors in the process of implementation of gender equality. PpDM represents Portugal in the European Women's Lobby and in the *Association des Femmes de l'Europe Méridionale*. For more information, please visit www.plataformamulheres.org.pt or e-mail to plataforma@plataformamulheres.org.pt.

budget, specific reference to bodies responsible for the implementation of the actions, a timeline, pace and sequence for the actions mentioned or wording on how the participation of civil society in monitoring and evaluation will concretely take place. In short, the NAP looks promising but needs further clarification regarding actual implementation. Hopefully the proposed working group will provide clarification on these matters, including ensuring participation of and cooperation with civil society actors.

Advocacy for UNSCR 1325

Civil society organisations advocating for the implementation of UNSCR 1325 in Portugal focus on women's issues, although other sectors, such as humanitarian and development NGOs, and also research centers, participated in public consultation processes on the adoption of a Portuguese plan of action. Women's human rights NGOs have been involved in women, peace and security advocacy since 2000, participating in the global campaigns for a UN SC resolution on the issue. No national CSO platform exists but a coordinated approach has been developed by women rights and development NGOs – and this coordination is now being (re)fostered by the Portuguese Platform for Women's Rights. Specific mention should be made of the international women's rights movement the GRAIL which assumed a key role in generating momentum and lobbying for action in Portugal at the time.

Engaging with the NAP Process

The drafting of the Portuguese NAP has been coordinated by the National Mechanism for Equality – Commission for Citizenship and Gender Equality (CIG), a government body under the direct supervision of the minister attached to the Presidency of the Council of Ministers who plays a coordinating role in the Portuguese government. In order to ensure mainstreaming of gender equality, the CIG is assisted by a Consultative Council in which all relevant ministries are represented (including the Ministries of Foreign Affairs, Defence, Interior and Justice).

The Portuguese NAP, adopted by the Council of Ministers in August 2009, lists five strategic objectives (see introduction), all including sub-objectives and specific actions.

In 2008, in light of the creation of the Portuguese NAP, a first consultation of civil society organisations, individual persons and research centres was undertaken by the National Mechanism for Equality – the Commission for Citizenship and Gender Equality (CIG). In July 2009, a second public consultation took place, in advance of the final discussion on the NAP by the Council of Ministers. As this second process occurred during the summer vacation, the possibility for civil society to contribute in a meaningful way was seriously hampered. In fact, the final version of the NAP adopted in August 2009 does not seem to differ from the draft NAP which was put forward at the beginning of the public consultation process in the summer of 2009. In addition, people from conflict-affected areas were not involved in the development of the action plan.

Although the NAP does specify key actors responsible for implementation (the Ministries of Foreign Affairs, Defence, Interior and Justice), it fails to indicate which actor is responsible for implementation of each specific measure. The plan also lacks a clear timeline for implementation, a specific budget, specific steps to be taken and sequencing.

The Portuguese NAP stresses the need to consult civil society on implementation of the plan, and it includes the possibility of modifications of the plan in cooperation with civil society actors by confirming the importance of the feedback given by NGOs, research centres and other civil

society actors (objective 5). However, the plan does not talk about a mechanism for civil society participation. It leaves a decision on this matter to the future members of the official working group. No consultation or information on implementation of the Portuguese plan has been provided up till now. There are also no specific mechanisms for accountability included in the plan. The only existing reference is to annual reports and two evaluation reports (mid-term and end) – failing to mention a date or methodology for these reports.

It is probably too early to speak about impact of the Portuguese NAP; an official working group still needs to be formed.

Monitoring Implementation at National Level

The Portuguese NAP emphasises the need for efficient monitoring and evaluation mechanisms. However, the only concrete measure envisaged to achieve this is the creation of a working group composed of representatives from each ministry involved in the implementation of the plan. This group is to be responsible for coordinating the implementation of the plan, for the actions to achieve their specific objectives, close cooperation with the institutions and organs taking part in its implementation, deciding on the possibility of the inclusion of other bodies, mobilising financial resources for implementation and producing annual and two evaluation reports. Up to now there is no information on whether this working group has actually been created, which raises serious concerns about the state of implementation of the Portuguese NAP.

The NAP does include a list of indicators, linked to the plan's activities and specific objectives. These indicators include for example the number of workshops and meetings on women, peace and security held. However, there is no base-line assessment and there is also a lack of clarity on the exact monitoring and evaluation processes.

Concluding Remarks

The plan includes wording on the need for civil society to be included in the monitoring mechanism, but lacks detail. The Portuguese Platform for Women's Rights is (re)establishing contacts with the civil society stakeholders that contributed to the consultation phase of the Portuguese NAP to follow-up together on monitoring the implementation of the plan. The Portuguese Platform for Women's Rights has also already expressed its availability to cooperate with the relevant authorities in the NAP's implementation.

Slovenia

CEE Network for Gender Issues

Sonja Lokar and Mija Javornik

Introduction

Until June 2008 the Slovenian government had not undertaken any steps to implement United Nations Security Council Resolution (UNSCR) 1325 on women, peace and security. The document had not even been translated into Slovenian. The Ministry of Defence (MOD) was not aware of the adoption of the resolution, while the Ministry of Foreign Affairs (MFA) did not have the documents relating to either UNSCR 1325 or UNSCR 1820. The CEE Network for Gender Issues therefore provided them with copies of all the relevant material in May 2009. Now the government is to form an inter-ministerial group to discuss the production of a National Action Plan (NAP) on implementation of UNSCR 1325.

Advocacy for UNSCR 1325

In June 2008 the CEE Network for Gender Issues, an association of progressive women from different walks of life working together in 21 former transition countries, organised a Balkan conference on the women's peace movement and implementation of UNSCR 1325 in order to evaluate the experience of women pacifists and activists in pre-conflict, conflict and post-conflict situations. The MOD showed an interest in participating and contributed a Slovenian translation of UNSCR 1325.

The outcome of the conference was an overview of the implementation of UNSCR 1325 in southeastern Europe. This made very clear that the only country with any kind of coherent approach to the resolution was Kosovo. Some initial action had also been taken – mostly information campaigns – in Croatia and Bosnia and Herzegovina yet all-in-all activities were limited.

Therefore, in September 2008, just before Slovenia's general election, a group of students led by project manager Mija Javornik, under the auspices of the CEE Network for Gender Issues and supported by the Mayor of Ljubljana Zoran Jankovič, organised a roundtable on the need to prepare a NAP on UNSCR 1325 and invited women parliamentary candidates from all political parties and all respective ministries.

At that time Slovenia already had a gender-blind parliamentary resolution on development aid and no activity plan for its implementation. After the election, the CEE Network for Gender Issues started lobbying for a NAP on UNSCR 1325 in Slovenia. The network gathered existing NAPs from Austria, Iceland, Norway and Sweden, analysed them and prepared a proposal for the implementation of a similar plan in Slovenia.

The CEE Network for Gender Issues publicly asked Minister of Defence, Ljubica Jelušič, whether it could count on her to initiate and help to implement a NAP on UNSCR 1325 and gave her the afore-mentioned project proposal along with all the relevant materials.

Due to the Network's persistence, a special inter-ministerial group was formed in late 2009 to produce a NAP to implement UNSCR 1325 in Slovenia. However, despite several requests for further information, the composition of the group, in terms of the ministries and ministers involved, is unknown. The group does not appear to have taken any initiative to include civil society in the process of drafting a Slovenian NAP.

Concluding Remarks

The CEE Network for Gender Issues will seek international support in order to prepare a shadow proposal for a Slovenian NAP to implement UNSCR 1325, which will be released in conjunction with the draft report produced by the inter-ministerial group.

Spain

Spanish Association of Peace Research (AIPAZ)

Manuela Mesa

Introduction

Spain's national action plan (NAP) for the implementation of United Nations Security Council Resolution (UNSCR) 1325 was approved by the Council of Ministers on 31 November 2007. Under the plan, the State Secretariat for International Co-operation in the Ministry of Foreign Affairs adopted a specific action plan on gender and peacebuilding within the framework of development co-operation. The NAP highlights the need to promote women as indispensable actors in peacebuilding processes, in conflict prevention and in post-conflict rehabilitation and reconstruction activities. It takes a comprehensive approach, including reference to development, security, peace negotiations and political participation. The NAP also includes references to EU action. It highlights the European Common Security and Defence Policy (CSDP) and development co-operation. The Spanish NAP is a working document and, as such, it is open to amendments and additions. The main problem with the Spanish NAP is that there is no specific allocated budget for the implementation of the NAP as UNSCR 1325 is considered a cross-cutting issue. Overall, the Spanish NAP is quite ambitious. However, the key question of implementation remains.

Advocacy for UNSCR 1325

Following the adoption of UNSCR 1325, only a few civil society organisations (CSOs), mostly peace research and peace education groups, actively lobbied for a Spanish NAP. Although gender and peace issues have been on the agenda of some groups for a long time, the actual development of a NAP was initially more of a governmental initiative.

Certain NGOs and women's groups are sceptical about UNSCR 1325 and do not consider it a useful area of work. NGOs working on gender are more interested in development and rarely include peace as a dimension of their work. Feminist groups tend to be sceptical about the role which the United Nations (UN) can play. They do not consider the UN to be the place where their demands can be met. As a result, feminist groups are not really involved in this kind of initiative. Interest in working on UNSCR 1325 comes from peace research and peace education organisations as well as a few NGOs which are active in conflict-affected countries (e.g. Colombia and the Palestinian Territories).

Over the past ten years, civil society has carried out many different activities related to UNSCR 1325, including the *Seminario de Investigación para la Paz* (Peace Research Seminar) in Zaragoza. This culminated in the conference entitled Women in Peace Processes: Security Council Resolution 1325 in 2007, which brought together researchers and activists from throughout Spain. CEIPAZ in Madrid has organised awareness-raising activities on UNSCR 1325. In Catalonia, the organisation *Dones x Dones*, the *Escola de Cultura de Pau*, the *Institut Català de les Dones* and the *Agència Catalana de Cooperació al Desenvolupament* have organised various conferences on women's participation in peace processes. In 2005, a conference was organised on the theme Women's Mediation: A peace practice, which aimed at analysing women's participation in peace processes. Participants in these conferences included women who had been directly involved in peace negotiations in South Africa, Sri Lanka, Guatemala and Northern Ireland, as well as representatives from UNIFEM, leading international analysts and activists from the Palestinian Territories, Israel, Northern Ireland, Afghanistan, Iraq, Guatemala, the United States, Serbia, Bosnia and Herzegovina and the Western Sahara. In 2006, a

conference entitled African Women: Builders of peace, brought together women involved in the peace processes in Burundi and Sierra Leone. Apart from the afore-mentioned conferences, the campaign Move Yourself for Equality, which was organised by a consortium of NGOs, also included numerous activities on UNSCR 1325. In addition to these conferences and campaigns, various other seminars, debates and meetings have been organised on the subject of women and peace and on the gender dimension of armed conflict and peacebuilding. They were promoted by organisations such as ACSUR, HEGOA, *Mujeres de Negro*, *Entrepueblos* and *Unesco Etxea*, *Prosalus*, *Mujeres en Zona de Conflicto*, *Solidaridad Internacional* and Amnesty International, as well as other Spanish NGOs, town councils and universities.⁴⁸ In addition, most of the peace research centres in Spain include lines of research and specialists in the area of women, peace and security. Research projects have resulted in the publication of books and articles, as well as the inclusion of pieces in various periodicals and yearbooks in different research centres.⁴⁹

Engaging with the NAP Process

Several gender initiatives have been launched by Spain in recent years. In 2004, the Socialist government adopted a law on Comprehensive Protective Measures against Gender Violence (Act Nº1/2004). In 2007, a law for the Effective Equality of Women and Men (Act Nº 3/2007) was adopted by the Parliament. In 2007, a NAP for the implementation of UNSCR 1325 was also adopted. Finally, in 2008 the Action Plan: Spanish Development Co-operation, Women and Peacebuilding was adopted, which focuses on gender and peacebuilding within development co-operation.

The Spanish Ministry of Foreign Affairs (MFA) was responsible for taking the initiative for developing a NAP for the implementation of UNSCR 1325. At the time, the MFA was developing a peacebuilding strategy for development co-operation, and as part of the process, a NAP was developed. Several ministries were involved in the Spanish NAP process, including the Ministry of Foreign Affairs and Co-operation with the Spanish Agency for International Co-operation for Development as its main executive arm in the realm of development co-operation; the Ministry of Defence; the Ministry of Labour and Social Affairs, including the Women's Institute; the Ministry of Home Affairs; the Ministry of Justice; the Ministry of Education and Science; and the Ministry of Health and Consumer Affairs) as well as areas of the public administration.

The first draft of the NAP was elaborated by a peace research organisation. It was subsequently discussed by NGOs and peace research centres. A number of consultative meetings were held with ministerial representatives, NGOs and experts on gender, development and peacebuilding.

The Spanish NAP revolves around the following objectives:

1. To strengthen participation by women in peace missions, including in their decision-making bodies.
2. To promote the inclusion of a gender perspective in all peacebuilding activities.
3. To ensure specific training for personnel participating in peace operations on matters of equality and on the different aspects of UNSCR 1325 and to increase knowledge of and awareness of UNSCR 1325.
4. To protect the human rights of women and girls in conflict and post-conflict areas, including camps for refugees and displaced persons, and to foster women's empowerment and participation in processes through which peace accords are negotiated and applied.
5. To incorporate the principle of equal treatment and opportunities for women and men in the planning and execution of activities for disarmament, demobilisation and reintegration

⁴⁸ Villellas, Maria (2010). Background Paper: The role of women in peacebuilding. Proposals for the implementation of 1325 resolution. Disponible en: http://www.ceipaz.org/base_datos.php

⁴⁹ Magallón, Carmen (2006) *Mujeres en pie de paz*, Madrid: Siglo XXI y Mesa, Manuela (dir.) y Laura Alonso (coord.) 1325 mujeres tejiendo la paz, Barcelona, Madrid: CEIPAZ-Fundación Cultura de Paz, Icaria.

(DDR), as well as specialised skills training in that regard for all personnel participating in those processes.

6. To foster Spanish civil society's participation regarding UNSCR 1325.

The Spanish NAP does not identify a clear timeline nor does it include a specific budget. Given that it includes numerous priorities, it will be difficult to implement them all. A realistic calendar with clear priorities and budget lines is required.

An inter-ministerial group has been created to ensure full implementation of the NAP. However, coordination remains a significant problem. In theory, leadership lies with the Unit for Fostering Equality Policies within the Ministry of Foreign Affairs and Development Cooperation. However, the fact that the unit is relatively new and limited in scope and responsibilities hinders its ability to ensure the implementation of the NAP. The Ministry for Foreign Affairs and the Ministry of Defence are the main actors at the institutional level for the implementation of the NAP. However, there is a lack of transparency regarding the actions adopted.

The current structure lacks mechanisms for participation of civil society. The NAP gives the task force the responsibility for establishing coordination mechanisms with civil society in order to exchange information on actions taken in connection with UNSCR 1325. In practice, the consultation procedures with CSOs are scarce and limited to development NGOs.

Regarding implementation, Spain has incorporated a gender perspective into peacebuilding through support for NGO projects, particularly in Colombia, the Palestinian Territories and the Balkans, as well as through multilateral actions, especially with UNIFEM, INSTRAW, UNDP and humanitarian action programmes. The third General Plan for Spanish Development Co-operation (2009-2012) includes priorities such as the eradication of gender-based violence. Similarly, the Africa Plan 2009-2010 includes commitments such as promoting equality in the sphere of peacebuilding. In addition, the Ministry of Defence now possesses an Observatory of Women which has played an active role in promoting the participation of women in peace missions, including in their decision-making organisations. To a lesser extent, other ministries such as those for justice, equality and education have also implemented actions within the framework of the NAP.

Monitoring Implementation at National Level

The Spanish NAP provides that the inter-ministerial group will be responsible for submitting annual reports on actions taken. An annual evaluation report on the implementation of the NAP is planned. There is currently no independent civil society monitoring process for the implementation of the Spanish NAP.

Concluding Remarks

Firstly, there needs to be further dissemination of UNSCR 1325 and the Spanish NAP among the major governmental and non-governmental actors in Spain. Secondly, the development of NAPs should be promoted in the priority countries for Spanish development co-operation, especially those where there is a situation of serious socio-political crisis with the risk of escalation into violence, and those currently or recently affected by armed conflict. Finally, a forum for debate and exchange between institutions and civil society on UNSCR 1325 should be created.

Sweden

Internationella Kvinnoförbundet för Fred och Frihet (IKFF) / Women's International League for Peace and Freedom (WILPF) Sweden, Operation 1325, Kvinna till Kvinna
Isabelle Nilsson (Kvinna till Kvinna)

Introduction

Sweden has National Action Plan (NAP) for the implementation of United Nations Security Council Resolution (UNSCR) 1325 on women, peace and security which also relates to UNSCR 1820. Sweden's NAP was first launched in 2006 and covered the period 2006–2008. In 2008, the Swedish government initiated a process to develop a second NAP, which was adopted in 2009 and covers the period 2009–2012.

The main focuses of the NAP are: to increase the number of women who participate in international peace and security missions and elevate the importance of a gender perspective in those missions; to increase the protection of women and girls in conflict situations; and to increase the participation of women in conflict areas at all levels in the prevention and resolution of conflicts and in peacebuilding.

These goals are to be realised at three levels: national; regional, including the EU, the Organisation for Security and Cooperation in Europe (OSCE), NATO/the Euro-Atlantic Partnership Council (EAPC), the Council of Europe and co-operation between Nordic countries; and global, with a focus on the UN. The Swedish government representative has stressed that Sweden will focus more on the national level, where they have greater power of influence. At the EU level, the aims are: to significantly increase the participation of women in civilian and military missions (e.g. Common Security and Defence Policy (CSDP) missions), particularly in senior and decision-making positions; to make UNSCR 1325 a natural component in the planning, assessment, implementation and evaluation of EU civilian and military crisis management missions and other peacebuilding efforts; and to secure sufficient resources, powers and support for gender advisors in CSDP missions.

A major weakness of the Swedish NAP is that it mainly focuses on the actions which need to be taken but fails to set out how those actions will be implemented as funding provisions and follow up mechanisms are lacking. This is a serious weakness in terms of the need to secure a result-orientated plan. There is, furthermore, a lack of operational guidelines on implementing UNSCR 1325 and insufficient measures to strengthen the participation of women from civil society organisations (CSOs) in these processes.

Advocacy for UNSCR 1325

The Swedish government's decision to develop a NAP was preceded by lobbying efforts from a wide range of CSOs, most of which focus on women and peacebuilding but also with a development focus, and some of which were also working specifically on sexual and reproductive rights.

Operation 1325, which was formed as a network of five organisations in 2003, was one of the first groups to start lobbying for a NAP in Sweden.

Capacity-building on UNSCR 1325

From 2004 onwards, Kvinna till Kvinna was the civil society counterpart in Genderforce, a joint project of the Swedish Armed Forces, the Police Service, the National Rescue Services Agency

and two associations closely linked to the military structures: the Swedish Women's Voluntary Defence Service and the Association of Military Officers. The aim of Genderforce was to transform UNSCR 1325 and gender perspectives into practice through knowledge-sharing and capacity building in the security sector operating in international missions.

Sweden has a relatively large number of CSOs active on issues relating to security politics, particularly focusing on women in conflict areas. This has created a strong awareness of the importance of the inclusion of women in security politics in Swedish policy. However, there is still significant room for improvement in terms of including civil society in conflict areas in the civilian, non-military sector.

Engaging with the NAP Process

CSOs were invited to participate in the process of drafting the NAP in both 2005 and 2008. In 2005 CSOs and all relevant actors in the Ministries and authorities were invited to a workshop organised by the Collegium for Development Studies as part of their ongoing study of other countries' strategies for implementing UNSCR 1325 (for which Kvinna till Kvinna provided input into the terms of reference). The study was initiated by the Swedish Ministry of Foreign Affairs (MFA) as a fact-finding exercise in the early stages of drafting the first NAP. Later that year a large group of CSOs (including Internationella Kvinnoförbundet för Fred och Frihet [IKFF]/Women's International League for Peace and Freedom [WILPF], Operation 1325 and Kvinna till Kvinna) and governmental organisations were invited to a consultative seminar at the MFA. The aim was to discuss and scrutinise the draft NAP which had been sent out to all participants beforehand with an invitation to provide input prior to the seminar. Kvinna till Kvinna held regular meetings with government representatives in charge of the plan, including specific meetings with the drafter of the EU-level actions. Kvinna till Kvinna focused its efforts on changing the focus from women as victims to women as actors

In the six-month process of developing the second NAP, which was adopted at the beginning of 2009, CSOs were once again invited to contribute to the content of the plan. However, the dialogue was not as interactive as it had been in 2005. The MFA received written opinions from organisations who wished to submit such input, whereas the MFA had invited CSOs and governmental organisations responsible for implementation to a dialogue seminar on the first NAP. The monitoring group which was foreseen in the first NAP was never appointed and was not included in the second action plan (2009-2012). Representatives from the different ministries, departments and authorities had separate meetings with the MFA ambassador in charge of the process but there were no opportunities for all of the involved actors to come together to discuss the development of the new NAP. CSOs are, therefore, in regular private contact with the government and concerned ministries and authorities, as well as with parliamentarians who can present questions to ministers.

No people or organisations from conflict-affected areas were consulted by the government in either drafting process, although Swedish CSOs involved in the process were able to consult with their partners in conflict areas.

The process of drafting the first NAP was, therefore, much more transparent and open to CSOs compared to the process of drafting the second. There have not been any announcements on launching regular joint assessments of the implementation of the NAP by government and civil society. During the Swedish EU Presidency in the second half of 2009, the government initiated a dialogue with other EU Member States and the EU institutions (i.e. European Commission and the Council of the EU) to strengthen training on UNSCR 1325 in CSDP missions. Civil society was not, however, invited to participate in those meetings.

Numerous issues proposed by CSOs were unfortunately not included in the final version of the NAP. First, there is no specific budget or timeline for implementing the proposed actions. Second, the NAP does not include sufficient measurable goals or clear priorities among the numerous proposed actions. Third, and perhaps most importantly, there are no monitoring or control mechanisms for assessing results and thereby ensuring accountability. While the Government Office has overall responsibility for implementing the NAP, that responsibility is shared with concerned departments, ministries and authorities in Sweden and its foreign delegations.

The level of awareness of UNSCR 1325 and the NAP within the relevant authorities and ministries is quite high. However, gender analysis and UNSCR 1325 are still considered as separate from mainstream security politics and their implementation is often limited to the occasional appointment of a gender advisor or the sporadic inclusion of a gender perspective or UNSCR 1325 in pre-mission training. Work on UNSCR 1325 has been largely focused on implementing it in military structures and increasing the number of women participating in international missions. The role and use of consulting civil society, including women's and women's rights organisations in actual conflict regions, is not an operationalised priority. This is problematic for the relevance, effectiveness and legitimacy of the NAP in relation to the core message of the UNSCR 1325.

The NAP may receive greater recognition in terms of security and political decision-making if it were assigned to the Foreign Minister instead of, as now, being part of the portfolio of the Minister for Development Cooperation.

Monitoring Implementation at National Level

National authorities in Sweden are obliged to report annually to the Government on their actions related to UNSCRs 1325 and UNSCR 1820. However, there are no specific measures to indicate whether the implementation is effective or successful. Similarly, it is not immediately clear who is responsible for monitoring and evaluation.

There are also no formal structures for CSOs to be included in monitoring the implementation of the NAP.

In 2007, Operation 1325 conducted a study of UNSCR 1325-related training courses carried out by national authorities, including the police force and the Folke Bernadotte Academy. They also scrutinised the gender balance within the civilian sections of EU missions in 2008 and recommended actions to be taken. On the occasion of the tenth anniversary of UNSCR 1325, Operation 1325 is planning to undertake a comprehensive study of the implementation of the NAP at the national, regional and international levels.

In 2008, Kvinna till Kvinna scrutinised Foreign Minister Carl Bildt's words and actions in relation to the implications of UNSCR 1325 and communicated the results through national media channels. The results showed that not only did Mr Bildt never meet any representatives from women's organisations during his trips abroad, 90 percent of the ministers and other dignitaries whom he met during his trips were men. Furthermore, although the Minister has a personal blog to which the MFA often refers in response to questions about foreign policy priorities, Mr Bildt had never mentioned the role of women in peace and security. The same was true of his press releases. The past year, a slight change in a positive direction has been identified in terms of speeches, even though meetings with women's organisations in conflict areas remain a blind spot on the Foreign Minister's agenda.

Switzerland

Ursula Keller (Christlicher Friedensdienst - The Feminist Peace Organisation or CFD, and KOFF Center for Peacebuilding)⁵⁰

Introduction

The Swiss National Action Plan (NAP) for the implementation of United Nations Security Council Resolution (UNSCR) was adopted by the Swiss Federal Council in January 2007 and officially launched by Swiss Foreign Minister, Micheline Calmy Rey, on 8 March 2007. The Swiss NAP covers the period 2007–2009. UNSCR 1325 is regarded as a fundamental reference document for the country's peace policies and Switzerland also participates in the informal inter-governmental UN working group, Group of Friends of the Resolution 1325.

Switzerland's NAP can be deemed satisfactory in that it outlines concrete measures on institutional and operational levels and defines actors and responsibilities for implementation and monitoring within the government administration. Furthermore, it gives due recognition to all elements of UNSCR 1325, including the crucial demand for the increased participation of women at decision-making levels on peace and security issues. According to the gender advisor in charge of the Swiss NAP, the plan has served as an excellent instrument for promoting and steering an inter-departmental gender mainstreaming process on peace and security issues.

Certain NGOs have been critical of the lack of tangible indicators and monitoring mechanisms included in the NAP. This weakness reduces accountability regarding the implementation of the plan. NGOs have also criticised the lack of clear references and commitments to the Convention on the Elimination of Discrimination against Women (CEDAW) and the Beijing Platform for Action, as well as the lack of analysis of the significance and implications of UNSCR 1325 for Swiss internal policies (e.g. domestic violence, arms exports, etc). Finally, certain NGOs have indicated that gender mainstreaming in military institutions and military peace missions, as set out in UNSCR 1325 and consequently in the Swiss NAP, remains a challenge.

Advocacy for UNSCR 1325

Advocacy for UNSCR 1325 and the development of the Swiss NAP took place on several levels and in several stages.

In 2003, the KOFF Center for Peacebuilding (KOFF) took up UNSCR 1325 as a key issue for the Gender Roundtable – a platform for exchange which brings together NGOs and government ministries. In the same year, *Christlicher Friedensdienst* (The Feminist Peace Organisation (CFD), in partnership with the Swiss Development Cooperation (SDC), issued a newsletter on the content and meaning of UNSCR 1325. It was also a topic of discussion at an international conference organised by CFD (*womenoeuvre*) in May 2003, while some of CFD's partner organisations used UNSCR 1325 to lobby for the participation of women in peace processes, particularly in Kosovo and Israel. CFD also referred to UNSCR 1325 in the Swiss shadow reports of the Post-Beijing Coalition.

In 2004, Swiss Member of Parliament, Barbara Häring, in close consultation with KOFF, introduced an interpellation asking the government how it intended to implement UNSCR 1325.

⁵⁰ Other important organisations advocating for Resolution 1325 are Amnesty International Switzerland and Hilfswerk der Evangelischen Kirchen Schweiz (Swiss Protestant Church Aid, or HEKS). Due to the short timeframe and holiday period, it was not possible to organise a systematic consultation process; hence the paper reflects the opinion of CFD, with KOFF/Cordula Reimann consulted as a resource person.

In 2005, a coalition of NGOs⁵¹ led by CFD launched the postcard campaign *1325 – der code ist nicht geheim* (1325 – The Code is not a Secret). The campaign called for women to be better integrated into Swiss peace, development and economic policies, an end to arms deals with states which violate the rights of girls and women, and for at least 50 percent of peace and security funds to be allocated to the prevention of gender-specific violence and women's participation in peace processes. On 8 March 2005, almost 7,000 postcards were handed over to the Federal Council.

Later that year, the Department for Civilian Peacebuilding and Human Security of the Ministry of Foreign Affairs (MFA), the so-called PDIV, was instructed by the Minister of Foreign Affairs to develop a NAP. In spring 2006, the first draft was presented to NGOs for consultation in a special KOFF Gender Roundtable. The Swiss NAP was officially launched one year later on 8 March 2007.

The Swiss NGOs which were involved and most active in advocacy on UNSCR 1325 included peace and women's rights, human rights and development organisations. While a larger number of NGOs were regularly present at the KOFF gender roundtables and supportive of UNSCR 1325 activities, it was mainly CFD, Amnesty International Switzerland and *Hilfswerk der Evangelischen Kirchen Schweiz* (Swiss Protestant Church Aid (HEKS)) which put UNSCR 1325 on the NGO agenda while KOFF provided the platform for exchange and steered dialogue with the government.

The government's decision to develop a NAP was a result of several factors and political events:

- The agenda-setting activities by CFD and KOFF created awareness and interest among NGOs, which led to the postcard campaign, which in turn created pressure and prepared the ground for public support;
- The interpellation by Barbara Häring MP laid the political ground, reminding Switzerland of its responsibility to implement UNSCR 1325. Moreover, Sweden and Norway, both of which already had NAPs, served as important models and benchmarks as "like-minded states"; and
- The strong political will of the government, namely the feminist, social democrat Foreign Minister, who gave the NAP high priority.

Engaging with the NAP Process

Based on UNSCR 1325, the Swiss NAP lays out three main action lines with the following objectives:

- Greater involvement/participation of women in peacebuilding;
- Prevention of gender-specific violence and protection of the rights and needs of women and girls during and after conflicts; and
- A gender-sensitive approach to all peacebuilding projects and programmes.

Each action line defines objectives with concrete measures and priority areas for the period 2007–9 at a policy/institutional, operational and human resources/personnel levels.

The involvement of civil society was limited during this process and consisted mainly of a consultation meeting organised by KOFF, in which NGOs were invited to comment on the first draft of the NAP. The main points raised by NGOs were as follows:

⁵¹ CFD, Amnesty International Switzerland and HEKS.

- The need to come up with specific quotas and time-bound targets. In terms of quotas, the dilemma of bringing women into male-dominated (military) structures as a strategy for gender equality was a particularly controversial issue;
- The draft provides that civil society will only be informed about the status of implementation;
- The need for a comprehensive and coherent Swiss foreign policy in which the relevance of UNSCR 1325 is not limited to peace politics, but applies to all fields including humanitarian aid, migration and trade policies;
- There is no reference to non-state actors, either in terms of civil society actors as partners for implementation, or economic actors and private security firms as actors in conflict contexts; and
- The NAP does not specify the budget to be allocated for implementation.

The final draft did not take into account these criticisms. However, a new section was included on “Further Development of the NAP 1325”. This section outlines possibilities and procedures for individuals and organisations to submit requests for review of additional measures. To date, no one has made use of this paragraph and NGOs have not insisted further on integrating their concerns. NGOs largely welcomed the fact that the NAP has been adopted at a high level. They considered it important that the Swiss government should be held accountable for the implementation of its NAP and that civil society should play an active role in monitoring.⁵²

While the preparatory work on the Swiss NAP was an inclusive process, the actual development of the NAP in terms of form and content was largely an internal governmental affair. The task was delegated to the Coordination Committee for Peace Policy,⁵³ which created a special inter-departmental working group called WG 1325. The group is led by a highly-motivated gender advisor from the PDIV and includes representatives from the ministries of defence and foreign affairs,⁵⁴ the latter being in charge of the project. The NAP has strong inter-departmental support and the necessary agenda setting role within different parts of the administration, as well as the legitimacy to demand co-operation and resources in order to move it forward. Through the various working groups, a network of gender-aware people has evolved who promote UNSCR 1325 and gender mainstreaming in their offices, many of them were not in touch before the NAP. Monitoring and evaluation is conducted internally by the administration. To date, there has been no defined role for NGOs in this process. Instead, it is left up to the goodwill of the administration to share its results with civil society.

Although civil society participation in the formulation of the NAP was limited, KOFF has been an important interlocutor⁵⁵ liaising between governmental and non-governmental contacts concerning the plan. For instance, the government worked closely with KOFF to organise a conference in August 2007 designed to increase awareness of the Swiss NAP and UNSCR 1325 both publicly and among stakeholders in the Swiss government. NGOs were actively involved in drafting the conference programme, which included speakers and panels from NGOs and politics, as well as high-level staff from the ministries of foreign affairs and defence, and the selection of

⁵² NAPs are developed and implemented in the complex institutional environments of government administrations. CSOs promoting UNSCR 1325 have to navigate between an advocacy approach to make their concerns heard and supporting those within the administration in charge of a NAP. In the case of Switzerland, it was clear that too far-reaching demands could have jeopardised the project. Consequently, Swiss CSOs looked at the NAP not so much as a joint project, but rather as a government project for which they extended their support and demanded accountability.

⁵³ The Coordination Committee for Peace Policy includes various offices of the Ministry of Defence (MOD) and Ministry of Foreign Affairs (MFA) as well as the Federal Police Office, Office of Migration and State Secretariat for Economic Affairs.

⁵⁴ From the MOD: the Office of the Staff to the Chief of the Armed Forces, International Relations Defence, Armed Forces Joint Staff and Directorate for Security Policy; from the MFA: the Directorate of Political Affairs (PDI/OSCE, PDIII/UN, PDIV/Human Security and Peacebuilding), Directorate of International Law, Centre for International Security Policy and Swiss Agency for Development.

⁵⁵ Although the Swiss NGOs had a good platform in KOFF and publicly mobilised for UNSCR 1325, their activities and alliances have been on an ad hoc basis. There was no NGO working group with a specific mandate for UNSCR 1325. This weak organisational basis may have hampered the NGOs’ influence on the development and monitoring of the Swiss NAP.

international guest speakers, many of whom were partners of Swiss NGOs working in conflict regions such as Columbia, Israel, Nepal and Sudan. The conference not only allowed for an exchange among various Swiss actors but it was also the first example of the involvement of women from conflict-affected areas.

Monitoring Implementation at National Level

WG 1325 has since presented its first evaluation report for the period 2007–2008 to NGOs in a special session of the KOFF Gender Roundtable. Besides the institutional impact of the NAP, Switzerland made visible efforts to promote female candidates for high-level positions within the UN, the Organisation for Security and Cooperation in Europe (OSCE) and other international organisations, increased the deployment of women to military and civilian peacekeeping missions and supported initiatives to promote women's participation in conflict resolution and peacebuilding in conflict regions, including Burundi, Columbia, Nepal and the Palestinian territories. Moreover, Switzerland has had a special focus on gender and transitional justice and has supported several programmes for the prevention of and protection from sexual violence.

However, no systematic evaluation has been conducted on the implementation of the NAP in conflict-affected regions in which Switzerland has peacebuilding or development programmes. Swiss NGOs could consider drafting shadow reports but this would demand too many additional resources. KOFF, NGOs and PDIV have, therefore, launched a common learning process and held a country analysis workshop in October 2009 to assess strategies, instruments and lessons learnt among various Swiss actors and their partners on UNSCR 1325. Colombia was chosen as a pilot country because various different Swiss actors, including PDIV, SDC and various NGOs, are active at different levels there.

Concluding Remarks

The first phase of the Swiss NAP finished at the end of 2009 and a new action plan needs to be developed and adopted for the coming years. Swiss NGOs are asking to be partners in this process and to lead a dialogue on previous experiences and the challenges of implementation. Furthermore, they are seeking a more prominent role in the monitoring and evaluation of the new plan. As a first step, NGOs have written to the government to request the inclusion of civil society in the upcoming development process referring to the *Civil society recommendations on the implementation of UNSCR 1325 in Europe*. Meanwhile, this process is well underway, with the KOFF Gender Platform serving once more as interlocutor for dialogue and consultation between government and NGOs. This time, however, the NGOs are actively involved in the development of the new NAP and there is a common understanding as to the importance of measurable results and indicators.

United Kingdom

Gender Action for Peace and Security (GAPS)

Charlotte Onslow

Introduction

The UK government launched a National Action Plan (NAP) on United Nations Security Council Resolution (UNSCR) 1325 on women, peace and security on 8th March 2006. It was the second country to launch such a report. Although the 14-page document is accessible to the public on request, the UK NAP generally functions as an internal governmental document and has been classified as a “low-level action plan”. There is no timeframe for the NAP. It is considered a living document and is currently being reviewed and updated in advance of the tenth anniversary of UNSCR 1325. It has proved difficult for the UK (government and civil society) to measure the impact of the plan’s implementation to date given its lack of built-in reporting mechanisms and indicators for success.

Advocacy for UNSCR 1325

A key contributing factor leading to the UK committing resources to UNSCR 1325 and the development of a NAP were individual high-level civil servants who understood the importance of UNSCR 1325 to UK engagement in post-conflict reconstruction and peacebuilding, coupled with pressure from a small group of UK civil society experts and activists.

Gender Action for Peace and Security UK (GAPS), then known as the UK Working Group on Women, Peace and Security, was a loose informal group of individuals and organisations with knowledge and experience in gender and conflict issues, women’s rights and in lobbying for UNSCR 1325 at the UN, who coalesced around the UN Secretary General’s 2004 call for NAPs. Many experts already had good relations with the UK’s Foreign and Commonwealth Office (FCO) team leading on the UK NAP process and with parliamentarians interested in the issue. They met informally with key government officials and parliamentarians to advise on the content of the plan.

GAPS remains the only UK organisation working exclusively to promote women’s rights in the context of conflict, raise awareness and monitor the UK’s policies and actions on women, peace and security. The group is now a formal organisation with a diverse membership of peacebuilding, development, humanitarian, women’s rights and human rights organisations. GAPS is currently working towards a coordinated campaign of public awareness and improved government commitment on women, peace and security to coincide with the tenth anniversary of UNSCR 1325 in October 2010.

Engaging with the NAP Process

There was no formal or public consultation process during the development and drafting of the first UK NAP, rather it was drafted by civil servants, with feedback sought from GAPS members.

In general, GAPS members felt that their input was not especially well integrated into the plan. Those in government who led on the plan had difficulty in negotiating content and ensuring its adequacy due to internal resistance. GAPS continued its open dialogue with government actors and pushed for the development of the parliamentary forum, the Associate Parliamentary Group on Women, Peace and Security (APG-WPS). Parliamentarians and civil society were able to continue a transparent dialogue with civil servants and monitor the plan’s implementation.

The 12-point plan is focused on five key areas: (i) support for mainstreaming of gender perspectives at the UN in peace and security policy; (ii) training and policy within the UK government; (iii) gender justice, including gender-based violence (GBV); (iv) disarmament, demobilisation and reintegration (DDR); and (v) working with non-governmental organisations (NGOs). There is no explicit reference to UK interventions in conflict-affected countries, such as Afghanistan, Nepal or Sri Lanka – and most conspicuous of all is the absence of Northern Ireland from the plan. With respect to the EU, the UK commits to working alongside the EU on the promotion of gender justice (GBV prevention) in EU peacekeeping missions and the promotion of gender aspects in EU DDR guidelines.

The lead departments for the NAP are the FCO, Ministry of Defence (MOD) and Department for International Development (DFID), which form the UK Cross-Whitehall Group on UNSCR 1325. The UK government committed itself to evaluating the NAP “regularly” with a view to updating its action points and focus areas. However, it does not specify when and how often the evaluations should be carried out; how they should be done; what mechanisms will be used to evaluate the plan and which indicators will be reported against; and who should form part of the evaluation process. The NAP does however specify outputs with action points, but there are no timelines, no indicators for success, no clear lines of responsibility, and no specified budget for its implementation.

Monitoring Implementation at National Level

The UK government has produced two narrative reports (most recently in 2007) listing activities undertaken during implementation of the NAP. The reports list activities according to specific action points and outputs; however, they do not demonstrate impact. In addition to reporting, informal annual consultations with GAPS and the Cross-Whitehall Group have continued over the three-and-a-half-year lifespan of the NAP. These consultations are useful in maintaining open dialogue between civil servants charged with coordinating implementation and civil society. They provide insight into government progress and provide a space for technical advice to be offered.

To date, the Associate Parliamentary Group on Women, Peace and Security (APG-WPS), the parliamentary forum in the UK for the discussion and critical analysis of issues relating to UNSCR 1325, has proved the most useful monitoring mechanism and tool for ensuring the government complies with its UNSCR 1325 commitments. GAPS provides the secretariat and coordinates the group, which has continued to grow in importance since 2006. The group is essential for maintaining productive relationships between the different government ministries, MPs and the NGO community, as well as encouraging increased awareness in parliamentary debate.

Since 2006 GAPS has monitored the UK and others’ activities on women, peace and security and recently researched and published the first *Global Monitoring Checklist on women, peace and security*. The checklist covered the conflict-affected regions of Afghanistan, Democratic Republic of Congo (DRC), Northern Ireland, Nepal and Sri Lanka, and used indicators specifically developed from the UK NAP and UNSCR 1325 for measuring progress for women in the regions concerned and identified country-specific achievements, good practice and obstacles. The research has been received with interest by the UK government and is providing UK and international civil society with vital evidence for lobbying.

Concluding Remarks

Through continued pressure from the APG-WPS and UK civil society, the UK government has agreed to review its NAP in advance of the 10th Anniversary of UNSCR 1325. Following an internal government review of activities and progress on NAP implementation since 2007, an informal public consultation was carried out on UK implementation of UNSCR 1325. The Foreign and Commonwealth Office will work with civil society to consult on women, peace and security indicators and a renewed version of the UK NAP. Given the economic climate and limitation on government funds, it appears unlikely that the plan will be expanded dramatically or have a dedicated budget. GAPS is advocating for, amongst other things, clear lines of responsibility across the three government departments to ensure improved accountability, realistic and measurable indicators for success, as well as an annual report to parliament on women, peace and security.

Action Plans on Women Peace and Security in Europe (June 2010)

National Action Plans

Austria

The Austrian Action Plan on Implementing UN Security Council Resolution 1325 (2000)

August 2007

For the Austrian NAP, please visit:

<http://www.bmeia.gv.at/index.php?id=64673&L=1>

Belgium

Women, Peace and Security: Belgian National Action Plan on the implementation of UN Security Council Resolution 1325

May 2009

For the Belgian NAP, please visit:

http://diplomatie.belgium.be/en/policy/policy_areas/human_rights/specific_issues/gender_and_women_rights/women_in_armed_conflicts/

Denmark

Denmark's National Action Plan for implementation of Security Council Resolution 1325 on Women and Peace and Security (2008-2013)

May 2008

(First plan in June 2005)

For the Danish NAP, please visit:

<http://www.um.dk/NR/rdonlyres/59C4AD51-7FDB-47E3-BFFC-66342CD27DD9/0/NAPResolution1325.pdf>

Finland

UN Security Council Resolution 1325 (2000) 'Women, Peace and Security' Finland's National Action Plan (2008-2011)

September 2008

For the Finnish NAP, please visit:

<http://formin.finland.fi/public/download.aspx?ID=32702&GUID={6E789E51-2C81-4F67-B12D-23E7389922F4}>

Iceland

Women, Peace and Security: Iceland's Plan of Action for the Implementation of United Nations Security Council Resolution 1325 (2000)

March 2008

For the Icelandic NAP, please visit:

http://eng.utanrikisraduneyti.is/media/utgafa/women_peace_security.pdf

Netherlands

Dutch National Action Plan on Resolution 1325: Taking a stand for women, peace and security

December 2007

For the Dutch NAP, please visit:

<http://www.mfa.nl/aspx/download.aspx?file=/contents/pages/50897/nap1325-en.pdf>

Norway

The Norwegian Government's Action Plan for the Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security

March 2006

For the Norwegian NAP, please visit:

http://www.regjeringen.no/upload/kilde/ud/rap/2006/0004/ddd/pdfv/279831-actionplan_resolution1325.pdf

Portugal

Plano Nacional de Acção para implementação da Resolução CSNU 1325 (2000) sobre Mulheres, Paz e Segurança (2009 – 2013)

August 2009

For the Portuguese NAP (in Portuguese), please visit:

http://www.igualdade.gov.pt/images/stories/documentos/legislacao/legislacao/Planos_Nacionais/PNA1325.pdf

Spain

Plan de Acción del Gobierno de España para la Aplicación de la Resolución 1325 del Consejo de Seguridad de las Naciones Unidas (2000), Sobre Mujeres, Paz y Seguridad

November 2007

For the Spanish NAP, please visit:

<http://www.maec.es/es/MenuPpal/Asuntos/Politicasigualdaddegenero/Paginas/Politicas%20de%20igualdad%20de%20genero.aspx>

Sweden

The Swedish Government's action plan for 2009-2012 to implement Security Council Resolution 1325 (2000) on women, peace and security

February 2009

(First plan in March 2007)

For the Swedish NAP, please visit:

http://www.operation1325.se/images/stories/svenska_handlingsplanen_p_eng.pdf

Switzerland

National Action Plan for the implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security

February 2007

For the Swiss NAP, please visit:

<http://www.eda.admin.ch/eda/en/home/topics/peasec/peac/confre/congen.html>

United Kingdom

UK National Action Plan to Implement UNSCR1325

March 2006

For the UK NAP, please visit:

http://www.gaps-uk.org/img_uploaded/1325%20NAP%20UK.pdf

EU WPS Policy Framework

'Comprehensive EU Approach to the Implementation of UNSCR 1325 and 1820 on Women, Peace and Security'

December 2008

For the 'Comprehensive Approach', please visit:

<http://register.consilium.europa.eu/pdf/en/08/st15/st15671-re01.en08.pdf>

Operational Paper 'Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP'

December 2008

For the ESDP (now CSDP) operational paper, please visit:

<http://register.consilium.europa.eu/pdf/en/08/st15/st15782-re03.en08.pdf>

'EU Guidelines on violence against women and girls and combating all forms of discrimination against them'

December 2008

For the Guidelines, please visit:

<http://register.consilium.europa.eu/pdf/en/08/st16/st16173.en08.pdf>

Civil Society Recommendations on the Implementation of UN SCR 1325 in Europe

On 7th–8th September 2009 under the Initiative for Peacebuilding (IfP), the European Peacebuilding Liaison Office (EPLO) and International Alert jointly organised a civil society conference on the implementation of UN Security Council Resolution 1325 in Europe.¹ The conference brought together representatives of civil society organisations from 18 countries across Europe – from Norway to Cyprus, and from Northern Ireland to Latvia – to share good practices and experiences of how they have advocated for SCR 1325 at the national level and, in some cases, played a role in the development, implementation and monitoring of national action plans.² The following list of recommendations is in two parts, with the first part focusing on the issue of National Action Plans, and the second part addressing the EU institutions more specifically. These recommendations were drafted during the civil society conference, and have also benefitted from wide consultation with civil society networks in Europe and beyond.

¹ International Alert is grateful for the financial support of the European Commission, through the Initiative for Peacebuilding, and the Government of Denmark.

² SCR 1325 was complemented in June 2008 by SCR 1820, which focuses specifically on sexual violence in conflict. SCR 1820 and SCR 1888 adopted on 30 September 2009, along with any other future related Security Council resolutions should all be considered part of the body of commitments on Women, Peace and Security, and therefore incorporated into NAPs.

Recommendations on National Action Plans

An important mechanism for translating SCR 1325 and 1820 into reality is through the creation of National Action Plans (NAPs). Most European countries are strong supporters of the resolutions, and to date, 12 plans for national-level implementation of SCR 1325 have been developed in Europe. Of these, nine are in EU Member States.³ National Action Plans can be developed in many different ways, depending on each country's specific national context, structures and priorities in relation to SCR 1325 and 1820, and the resources that are available for the process. However, despite these differences, there are several core elements and underlying principles that should be incorporated into the development of all NAPs as a matter of good practice.

Core Principles

- All NAPs should contain as standard the following **key components**: specific and realistic goals, objectives and priority actions, timelines, a dedicated budget, indicators, benchmarks and targets, and clear lines of responsibility to specific individuals, units or functions. They should also include a results-oriented and transparent reporting and monitoring mechanism, including a system for tracking funds allocated to the implementation of the action plan.
- NAPs should reflect a **holistic consideration of women, peace and security issues**, as outlined in SCR 1325. This includes acknowledging women's role and agency in conflict and all aspects of peacemaking, peacekeeping and peacebuilding. Women must be supported to participate in decision-making and as peacebuilding actors, in addition to the much-needed focus on protecting them from sexual violence. NAPs should therefore incorporate a focus on **conflict prevention and civilian crisis management**, human security, and democracy and human rights.
- Member States should ensure that **civil society organisations (CSOs), including women's organisations**, in their own country as well as in conflict-affected third countries, **are actively engaged** throughout the development, implementation, monitoring and review of NAPs.
- The **process of developing a NAP** is as important as the final plan itself. The partnerships, coordination and consultation mechanisms that are established in this process should be as broad as possible, and should be sustained throughout and into the implementation phase

to ensure the full participation and engagement of all relevant stakeholders.

- NAPs should be linked up with and **reinforce national strategies and commitments**, including security, defence and development policies.

General Recommendations on National-level Implementation of SCR 1325 and 1820

In addition to these core elements that should underpin NAP processes, we recommend that Member States take the following actions to strengthen their implementation of SCR 1325 and 1820 at the national level. These recommendations are also relevant for regional and international bodies with their own action plans for implementation.

Leadership

1. Provide leadership on women, peace and security issues **by promoting and supporting SCR 1325 and 1820 at the regional and international levels**, particularly within the EU and the UN. In line with current progress at the UN level, we urge Member States to support the **appointment of an EU Special Representative on Women Peace and Security**, with the mandate to integrate SCR 1325 and 1820 into EU common foreign and security policy, crisis management, and development cooperation, and to monitor the effective implementation of European NAPs.
2. Give women, peace and security commitments **high-level visibility and backing** by adopting champions at highest levels of national government and **ensure sufficient funds** are allocated for the implementation of SCR 1325 and 1820.
3. Identify, nominate and **appoint women to senior-level positions** at the national, regional and international level, including as EU Special Representatives, in ESDP missions and in mediation and negotiation teams.
4. All stakeholders should use the **10th anniversary of SCR 1325** in October 2010 as an opportunity to take stock of their efforts and report formally on progress. We urge all Member States to identify two concrete actions that they will undertake in support of their women, peace and security commitments over the next year.

Accountability

5. Undertake periodic formal **peer reviews** at the European level to monitor Member State progress and performance in the implementation of SCR 1325 and 1820. This could be modelled on the OECD DAC peer review mechanism on development cooperation.
6. Recommend that **CEDAW**⁴ incorporates women, peace and security issues into its monitoring process to assess implementation of Women, Peace and Security commitments in the context of reports to the CEDAW Committee. It should be part of the CEDAW Committee's mandate to highlight weaknesses in countries' implementation of women, peace and security resolutions.
7. Strengthen the role of **national parliaments** in monitoring national-level implementation of SCR 1325 and 1820. National parliaments should consider establishing a forum on women, peace and security issues bringing parliamentarians together with civil servants and CSOs.
8. Develop **clear reporting structures** with representative monitoring bodies at the national level and support the establishment of similar bodies at regional and international levels.
9. Establish a **national Women, Peace and Security Taskforce** with representatives from all relevant government departments and institutions responsible for implementation, reporting, and monitoring and evaluation of the NAP. The Taskforce should meet at regular intervals and include CSOs.

Monitoring

10. Ensure **impact-oriented** monitoring and evaluation. This would require concrete, SMART (specific, measurable, attainable, relevant and time-bound) objectives, timelines, budgets, indicators attached to activities and outputs, and official annual reporting and review mechanisms. The plan should also indicate which units and departments are responsible for each aspect of the plans, including for the monitoring process.
11. **Include civil society organisations** in Member States and in conflict-affected countries in monitoring processes as they are an important source of

information and increase the transparency and accountability of the monitoring process. Mechanisms for civil society participation in monitoring should be outlined in the NAP and institutionalised by identifying the government unit or department responsible.

12. **Increase financial commitments** for the implementation of SCR 1325 and 1820 and ensure that these resources are easily traceable so that changes in financial allocations can be monitored. Specific mention of budget lines and allocation of financial resources should be made in the NAP as well as in follow-up reports.

Partnership and Consultation

13. Involve **civil society actors** at all levels in both EU and third countries during the development, implementation and monitoring of NAPs. Sharing information with and consulting CSOs, including women's organisations, in conflict-affected countries prioritised for action would ensure relevance of the action plan and support stronger monitoring processes. It is important to provide specific funds to support the participation of women from conflict-affected countries in European NAP processes.
14. Consider forming **partnerships with conflict-affected countries** to develop, implement and monitor NAPs, with the full inclusion and consultation of CSOs in the conflict-affected country as well as the EU Member State. This would enable the participating parties to strengthen their capacities through joint learning initiatives as well as potential peer review mechanisms.
15. Provide **core funding to support women's organisations** in conflict-affected countries and provide them with opportunities for capacity building and networking with donors.

4 The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) is a binding human rights treaty which all EU Member States have ratified.

Recommendations for EU Institutions

With the adoption of the *Comprehensive Approach to the EU implementation of UN Security Council Resolutions 1325 and 1820 on women, peace and security* by the Council on 8th December 2008, the EU now has a more coherent policy framework to guide its actions on gender and peacebuilding issues. The European Union institutions can therefore play an important role in implementing SCR 1325 and 1820 in Europe, in addition to supporting individual EU Member State actions. In particular, they should consider the following recommendations:

16. The EU Task Force on Women, Peace and Security should actively follow up on its commitment to **develop indicators** on the protection and empowerment of women in conflict settings and post-conflict situations, as outlined in the Comprehensive Approach.
17. EC delegations should share information and **consult with civil society organisations**, including local women's groups, where they are active in countries affected by conflict.
18. Integrate SCR 1325 and 1820 into the analysis for **country strategy papers** in conflict and post-conflict countries, and include earmarked financial resources to support local women's organisations.
19. The **European Parliament** should monitor the implementation of the *Comprehensive Approach* and the upcoming *Action Plan on Gender Equality and Women's Empowerment in EU External Action*. It can also help to ensure the implementation of the EU Guidelines on Violence Against Women and Girls.
20. Ensure that SCR 1325 and 1820 are **prioritised in EC financial instruments** to ensure adequate funding for gender issues and support for CSOs in conflict-affected contexts.

The following civil society organisations align themselves with these recommendations:

1325 Network of Finland
Broederlijk Delen, Belgium
Bund für Soziale Verteidigung, Germany
CARE Austria
CEE Network, Slovenia
Centro Studi Difesa Civile, Italy
Club of Madrid
Crisis Management Initiative
CORDAID (Catholic Organization for Relief and Development Aid), The Netherlands
Cyprus Women's Lobby
European Centre for Conflict Prevention (ECCP)
European Contact Group in the Czech Republic
FOKUS Forum for Women and Development, Norway
Fondazione Pangea Onlus, Italy
Forum 50%, Czech Republic
Gender Action for Peace and Security UK (GAPS)
Gender Concerns International, The Netherlands
Gender Task Force, Slovenia
German Women Security Council
IFOR Women Peacemakers Program
IKV Pax Christi, the Netherlands
International Alert
International Women's Tribune Centre (IWTC)
Irish Joint Consortium on Gender Based Violence
KATU, Finland
Kvinna till Kvinna, Sweden
Life & Peace Institute, Sweden
Marie Stopes International
National Council of Women of Republic of Macedonia (UWOM)
NEAG Alternatives to Violence, The Netherlands
Northern Ireland Women's European Platform
Operation 1325, Sweden
Oxfam Novib
Pax Christi Vlaanderen, Belgium
ProEquality Centre of the Open Society, p.b.c., Czech Republic
Swiss NGO Coalition for 1325 (KOFF Center for Peacebuilding, cfd feminist peace organisation, HEKS Interchurch Aid, Amnesty Swiss Section)
UNIFEM Finland
VOND (Women's Organisation Netherlands-Darfur)
War Child Holland
WILPF France
WILPF Netherlands
WILPF Norway
WILPF Germany
WILPF Sweden
WILPF UK
Working Group on 1325 of WO=MEN, Dutch Gender Platform

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NATIONAL IMPLEMENTATION OF UNSCR 1325 IN EUROPE

Country Case Study Guidelines

Please use these guidelines to assist you when drafting the case study of SCR 1325 implementation in your country (2-3 pages). The country case studies aim at shedding light on civil society's perspective on national implementation of UNSCR 1325 in Europe – and more precisely, the process of advocating for and developing, implementing and monitoring National Action Plans (NAP). The case studies will be combined into a conference package that will be distributed to all members.

Please note that participants from countries that do not yet have or are currently in the process of developing a NAP might not be able to answer all the questions. Similarly, you may not feel that all questions are relevant to your country's experience even where NAP's exist. Feel free to make any additional comments, suggestions or remarks in the final section of your paper.

We would appreciate it if you could coordinate with other civil society organisations so as to have one case study per country.

Please send your case study, along with any supporting documents (e.g. advocacy material, reviews, etc.), to Sanne Tielemans (stielemans@eplo.org).

Deadline for submissions is 1 September 2009.

Thank you in advance!

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CASE STUDY GUIDELINES

Country
Organisation(s)
Main Author

Section 1: General Information

- Does your country have a National Action Plan (NAP) for United Nations Security Council resolution (UNSCR) 1325 on women, peace and security? If not, are you aware of the reasons why the government has not yet developed a NAP?
- When did your country launch its (first) NAP and what is its status (e.g. internal working document)?
- What is the main focus of your country's NAP? Do you think it is comprehensive or are there other focus areas that you feel should have been included or highlighted?
- Is there a timeframe for the NAP? If so, how many years does the NAP cover?
- What is the overall budget for the NAP?
- Does your NAP include any reference to EU action?
- How would you rate the quality of your country's NAP (1=terrible; 10=fantastic)? Please explain briefly.

Section 2: Advocacy for UNSCR 1325 at the National Level

- How did civil society in your country first get organised to lobby for a NAP, and what advocacy actions did you individually or collectively take?
- Are civil society organisations advocating for implementation of UNSCR 1325 in your country more humanitarian, peacebuilding or women-issues oriented?
- How has the government reacted to CSO advocacy around the NAP?
- If your country launched, or is currently in the process of developing a NAP, what strategies do think were key in convincing decision-makers to develop a NAP?

Section 3: Development of UNSCR 1325 NAP

- What was the process for developing the NAP in your country (e.g. conference followed by gender audit)? What actors were involved during the different stages, and what kind of coordination mechanisms exist?
- How was civil society involved in the development of the NAP (e.g. consultations, working group, etc.)? Was there already a national platform / working group on UNSCR 1325 in place before the development of the NAP started?
- How were people from conflict-affected areas involved in the development of the NAP, if at all?
- What are the priorities / goals / actions set out in the action plan?
- Do you feel that the final draft of the NAP represented the views of civil society? If not, what actions did you take?

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Section 4: Implementation of UNSCR 1325 NAP

- Does the NAP identify a timeline and key actors responsible for implementation? Which Ministries are involved, and who is responsible for implementing the NAP within each Ministry?
- Is civil society regularly consulted or informed about implementation of the NAP? How is the government held to account on implementation of the NAP? (ie. parliamentary questions)
- Is your government supporting any specific action at EU-level?
- What do you think the impact of the NAP has been in your own country as well as in conflict-affected areas where your country has programmes? (e.g. specific UNSCR 1325 training, women included in civilian crisis management missions)

Section 5: Monitoring of UNSCR 1325 NAP

- Are monitoring and evaluation mechanisms included in the NAP? (e.g. mid-term evaluation, annual reporting). If yes, who is responsible for monitoring the NAP's implementation and what does it entail? Are there any indicators identified in the NAP?
- Is civil society independently monitoring implementation of the NAP? How did civil society get organised to monitor implementation of the NAP? And what kind of action did civil society undertake?

Section 6: Further comments, suggestions, remarks