

# **UNSCR 1325 IN EUROPE**

## **20 case studies of implementation**

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## Introduction

This second collection of case studies on national implementation of UNSCR 1325 builds on EPLO's 2010 publication entitled '[21 Case Studies of Implementation of UNSCR 1325 in Europe](#)'. It is part of EPLO's ongoing efforts to channel civil society analysis and provide evidence-based contributions to the debate on these issues.

As with the first publication, the overall aim of the current collection is to provide a snapshot of civil society involvement in lobbying for, drafting, implementing, monitoring and reviewing national action plans (NAPs) for the implementation of UNSCR 1325 and subsequent resolutions in Europe. It is also aimed at contributing to national- and European level advocacy on this issue by providing an overview of the tools, mechanisms and strategies in place and, where possible, the achievements and challenges observed in recent years.

Europe continues to be the leading region for the number of NAPs adopted (currently 23). This collection includes case studies from a variety of countries in Europe (20):

- EU Member States (Austria, Belgium, Croatia, Cyprus, Czech Republic, Germany, Ireland, Italy, The Netherlands, Portugal, Spain, Sweden and the United Kingdom);
- EU candidate countries (Serbia, the Former Yugoslav Republic of Macedonia, and Montenegro);
- EU potential candidate countries (Bosnia and Herzegovina, and Kosovo);
- Non-EU countries: Norway and Switzerland.

This collection is an example of the commitment and dedication of the women's organisations which are actively involved in lobbying for UNSCR 1325 and subsequent resolutions at all levels. All authors contributed their analysis voluntarily in response to a questionnaire designed by EPLO and drafted the case studies between February and June 2013.<sup>1</sup> In some cases, individual CSOs responded and, in others, groups or coalitions submitted a joint response. In this sense, the analysis – although authentic – may not be a representation of the views of all of relevant civil society in the particular country.

Civil society organisations (CSOs) have reported that limited time and human resources (including in some cases reduced funding from governments for UNSCR 1325 activities) affected their ability to participate in this voluntary analysis, and thus it has not been possible to update all of the case studies produced in 2010. However, more positively, some additional countries from the Western Balkans are now included in the collection for the first time.

The case studies formed the basis for a discussion paper produced by EPLO under the Civil Society Dialogue Network (CSDN) project entitled '[Joining the dots: from national to European level tools to implement UNSCR 1325](#)'. The paper discusses key findings and trends emerging from the 20 case studies and concludes that, while NAPs are generally viewed as useful tools for translating countries' commitments into practice, their potential as policy instruments is underutilised. Their implementation continues to be hampered by the lack of a number of basic elements, not least a dedicated budget. However, on the basis of the evidence collected, it appears that those NAPs which are developed through inclusive processes in which CSOs are involved as advocates, drafters and implementers have a better chance of being implemented. The paper further concludes that, little information is available on the impact of European countries' NAPs in conflict-affected countries.

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<sup>1</sup> Developments occurred in each country after this date are, therefore, not included in the present publication.

EPLO would like to thank all of the case study authors for their excellent work and for devoting their time to this important endeavour. This publication is solely the result of their enthusiasm, effort and commitment to the cause and would not have been possible otherwise. A special thank you also goes to Antonia Potter Prentice (Senior Associate on Gender and Peacebuilding at EPLO) and Chris Glynn-Robinson (Programme Assistant at EPLO) for their editing work and to the members of EPLO's Working Group on Gender Peace and Security (GPS) for their contributions, support and feedback throughout the process.

Brussels, October 2013

# Austria

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Angelika Gerstacker (CARE Österreich)

## Introduction

The Austrian NAP, was first adopted in August 2007 and was revised in a second version in 2012. This revision was led by the Federal Ministry for European and International Affairs (FMEIA) and developed in conjunction with the Federal Chancellery (FCH, Directorate-General II), the Federal Ministry of the Interior (FMoI), the Federal Ministry of Justice (FMoJ), the Federal Ministry of Defence and Sports (FMoDS), the Austrian Development Agency (ADA) and civil society representatives. The Interministerial Working Group (IWG) was charged to revise the NAP in 2011 and is also responsible for its implementation and monitoring. The IWG is led by the FMEIA, and is composed of representatives of all relevant ministries as well as the Austrian Development Agency (ADA).

The broad objectives of the NAP are:

- Increasing the representation of women which includes training activities for international peace operations, as specified in Resolution 1325.
- Strengthening the participation of women in peace promotion and conflict resolution, especially by promoting local peace initiatives by women and increasing the share of women in decision-making positions in international and European organisations.
- Preventing gender-specific violence and protecting the needs of women and girls within the scope of peace missions, humanitarian operations and in camps for refugees and internally displaced persons (IDPs).

The revision of the NAP retained the main objectives of the original NAP, but restructured the section on activities carried out within the Austrian Development Cooperation according to the structure of UNSCR 1325, and placed more emphasis on training activities; possibly because the Ministry of Defence is particularly engaged in this area.

## Engaging with the NAP process

Civil society welcomed the first NAP, but consistently noted the need for a more coordinated approach from the ministries with their work in the field of conflict and post-conflict areas, including better coordination with civil society organisations and an increased focus of the ADA on women, peace and security. These observations were made through written comments to the annual implementation reports and led to many improvements in the revised version of the NAP. For example, the nomination of 1325 Focal Points in all relevant ministries. In some cases a compromise was reached after some discussion. For example, civil society asked for a higher percentage of Austrian women in peace operations and the introduction of a step-by-step plan to reach such targets. In response to this request, the new NAP called for 'this representation... to be at least equal to the number of women employed in the specialised staff of the police force/Federal Armed Forces/judiciary/administration of justice/prison officers in Austria'. However, there are recommendations which were not adopted, such as the initiative to establish an external monitoring/evaluation mechanism to guarantee quality assurance and the further development of the implementation process.

In the above context, the informal working group Austrian Friends of UN SCR 1325 was very helpful. Established in September 2008, the group continues to meet roughly every 3 months. It is coordinated by CARE and brings together representatives from some of the ministries

participating in the inter-ministerial working group, the ADA, representatives of Civil Society such as the Boltzmann Institute for Human Rights or the Vienna Institute for International Dialogue and Cooperation and individual experts in the field of UNSCR 1325. Other ministries from the IWG and other NGOs and institutions (like Amnesty International, WIDE, the Catholic Women's Movement, the National Committee of UN Women, the Gender Section of OSCE or the NGO platform Global Responsibility) are regularly invited to meetings and are part of the email distribution list. The Friends working group provided an excellent forum to discuss potential improvements of the NAP and its implementation.

Specific involvement of people from conflict-affected countries in the development of the NAP seems not to have taken place.

## **Monitoring implementation at national level**

It is the task of the IWG to monitor the implementation of the NAP and to prepare the annual status report which is forwarded to the Council of Ministers, the Austrian Parliament, the Austrian embassies and representations, and the ADA coordination offices. The NAP has some indicators to be used in the monitoring process, but mostly they are quite vague such as 'increasing the number of gender experts, JPOs and other experts deployed'. It does not seem that any baseline data was collected for them. Consultations with civil society representatives were held prior to preparing the report. The reports are published on the Website of the Foreign Ministry. In 2011 and 2012 only one report was produced as the time in 2011 was largely used to work on the revision of the NAP. Civil society organisations participating in the informal working group Austrian Friends of 1325 was well consulted, and was able to contribute directly to the revision process as well as to the status report. The interest and role of parliament regarding the NAP specifically and the issue of WPS generally seems to be limited. The Report does generally describe impact on the ground, but it does not contain detailed reports about programmes.

The FMEIA and the FMoDS were very active and engaged in the implementation of the NAP, and the implementation of UNSCR 1325 is mentioned as a 'central concern' within the new Austrian Three Year Programme of Development Policy (2013–2015). The FMoDS sent gender advisors to peacekeeping missions including a Gender Advisor to EULEX Kosovo from 2010–2012, and also made significant progress concerning the training of its own staff. For example, FMoDs organised a symposium WoMen Serving Together in 2011. Austria also funded a UN Women Junior Professional Officer at UN headquarters in New York from January 2012 onwards and offered support to Mozambique to develop a 1325 NAP.

During Austria's two year membership in the UN Security Council (2009-2010), FMEIA was very active on the 1325 agenda. Since then, the level of activity has remained high, which is well documented in the NAP implementation reports. Since 2012 Austria has been a member of the Human Rights Council where it maintains the implementation of UNSCR 1325 as one of its priorities. The WPS agenda and the area of 'protection of civilians' are stated among the top priorities of Austrian foreign diplomacy and political engagement. High-ranking Austrian representatives (Minister, Secretary of State, President of Parliament) have frequently mentioned the importance of UNSCR 1325 in official speeches and press releases, and in 2011, the official Austrian delegation at the Afghanistan Bonn Conference had been ready to meet with a delegation of Afghan women, who were ignored by the official conference.

Programmes of the Austrian Development cooperation, which focus on the implementation of 1325 and which are mentioned in the NAP and in implementation reports, are reported to have had positive impact in the conflict-affected countries where they are realised. For



example, in Nepal, Burundi and Uganda, the Austrian Development Cooperation sponsored programmes implemented by CARE which enabled strong participation by women in the development of these countries' political processes linked to the WPS agenda, and enabled women to participate in some international advocacy. Implementation of 1325 on a grassroots level has also been supported, resulting in large numbers of women from the project area being elected to local government positions, for example in Burundi. In Uganda, advocacy has resulted in changes to the sexual violence police reporting form, enabling more survivors to access justice. In Nepal, male campaigners work now to educate other men in conflict-affected areas about patriarchy, violence and how men can support women's empowerment.

On the challenge side, it has been hard to increase significantly the percentage of female soldiers and police in peace missions. The revised NAP refers to 1,200 Austrians deployed, including 21 women, in which the percentage of women equals 1.75%. This problem was discussed at length with civil society; the main reason suggested was that women must volunteer to participate in missions abroad, but not enough women are interested to do this. The discussion explored the many reasons behind this, including issues such as the rather patriarchal culture of the federal armed forces and the police, that it is very difficult for women to combine family tasks/children with a career in the military or in the police, and the difficulties obtaining leadership positions.

The revised NAP states that in future 'positive incentives aimed at increasing the representation of women in peace operations in which Austria participates' should be provided. Furthermore, the respective ministries are committed to nominating female Austrians to leadership positions in international organisations and ensuring that the ratio between male and female Austrians in election monitoring missions is balanced. Given the fact that the percentage of women in the national armed forces in Austria is only around two per cent, this goal does not seem very ambitious. Recently, a referendum led to a decision to retain compulsory military service for men, and voluntary service for women.

The NAP has no dedicated budget. It is stated merely that financing will be ensured 'by the responsible ministries within the funds available in their respective budgets'. Civil society regularly raises this as a problem, noting that it falls within a context where civil society considers that Austria's budget for Development Assistance as a whole is chronically underfunded.

## **EU aspects**

The NAP has a separate chapter on EU-level engagement, mentioning CSDP missions as well as the Austrian collaboration in the informal working group and Task Force 1325. Several development programmes and projects with focus on 1325 are supported by the Austrian Development Agency and foresee advocacy on WPS at EU level (for example the CARE project Strengthening Women's Capacity for Peacebuilding in the South Caucasus Region). Advocacy for WPS undertaken by Austrian NGOs at EU level seems to be limited due to very scarce resources. In late 2012, Austria actively promoted the creation of an OSCE-wide Action Plan on 1325, which has not yet been established.

Some civil society organisations call for the EU to engage its Member States more actively to delivering on the shared 1325 commitments for example, to organise the EU Informal Task Force on WPS in a way which motivates even engaged member states to do more. Another idea is to appoint an EU representative on WPS. Finally, civil society organisations advocate that Austria and the EU should be engaging strongly to make sure specific goals and indicators linked to 1325 are included in the Post 2015 Development Agenda.

## **Concluding remarks**

The NAP experience in Austria has been broadly positive, especially considering that additional funds were not made available for its implementation. Awareness has increased considerably and coordination of relevant activities has improved. It is difficult to say whether the high engagement of FMEIA and FMoDS are directly linked to the NAP or not. However, the fact that there is regular monitoring is certainly an encouraging sign. Furthermore the existence of the Austrian NAP constitutes a certain guarantee that successful ADA programmes with focus on Women, Peace and Security receive further funding.

The NAP, however, does face the challenge of budget constraints and limited personal resources in ministries as well as in civil society. It remains a part of Austria's general political culture that all kind of gender policies do not receive the attention they deserve, even if the Austrian engagement for UNSCR 1325 seems to be higher than in other areas of gender policy.

# Belgium

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Anke Van Vossele (Amnesty International)

## Introduction

Belgium launched a National Action Plan (NAP) 'Women, Peace and Security' for the implementation of UN Security Council Resolution 1325 in February 2009. Consultation with civil society has been incorporated into the action plan which underwent two evaluations: a mid-term evaluation in 2010, and a final evaluation in 2012. The action plan has been evaluated and revised by the administration and civil society with a second version agreed on in mid-2013. This case study refers to the first action plan and processes.

## Advocacy for UNSCR 1325

In 2009, the Women's Council founded the 'Belgian Platform National Action Plan 1325'. Platform 1325 includes members from the women's, peace and human rights movement, members of Parliament, and representatives of administrations and institutions involved in the development and implementation of the NAP. Platform 1325 fulfils its role as watchdog and lobbyist for the NAP 1325 by formulating comments and making recommendations through different channels. Opinions are made public through the website linked to the campaign *Vrouwenkracht is Vredesmacht* translated as Women's Strength, a Chance for Peace.

Platform 1325 continues lobbying and awareness-raising on UNSCR 1325 through the organisation of Roundtables, a website and targeted campaigning. In a joint effort with the Women's Council and the Institute for the Equality of Women and Men, it organised the yearly campaign 'Find your 1325 peace woman' which focused on Belgian women highlighting advocating for peace, reconciliation and women's rights. In addition to this, the Platform asked the public to wear a white poppy on the 31st of October, as a symbol for women in war and peace, and for the implementation of Resolution 1325. The Women's Council also developed 'Guidelines to implement UNSCR 1325 for members of Parliament and policy in the Flemish Region' (26th of April 2012).

## Implementation at national level

All the different departments involved in implementing the Belgian NAP 1325 have started integrating the goals of UNSCR 1325 into their policies.

The Ministry of Defence signed the *Charter for the improvement of the equality of men and women at the Defence Department, and for the implementation of the principles of UNSCR 1325* in 2007. The Ministry's Department for Operations and Training established an Operational Gender Team, and developed an Action Plan 'Gender mainstreaming in Operations'. Gender trainings were provided for staff. In 2010, a Roundtable was organised on Resolution 1325, Women and the Army, where the Ministry of Defence and civil society could exchange ideas.

In the field of Development Cooperation, two priorities were identified: sexual violence and empowerment of women in post conflict settings. Belgium has financially supported projects in the Democratic Republic of Congo (DRC) to fight sexual violence and impunity. During the visits of Minister Vanackere in DRC in 2011, he denounced the problem of impunity for acts of sexual violence. Dr. Mukwege, director of the Panzi-hospital in Bukavu (eastern DRC), received the King Baudoin Prize (awarded to individuals for outstanding contributions to

international development) in April 2011. And in June 2011, King Albert II handed a letter to UN Secretary General Ban Ki-Moon, calling on the UN to effectively deal with the issue of sexual violence in DRC.

Specific reference was made to the NAP in the new Indicative Cooperation Programmes (2010-2013) with DRC, Burundi and Rwanda. In Burundi, Belgium supports the UN Women's country program to support Burundi's national gender policy, and to implement Resolution 1325. Belgium also supports Belgian and local NGO's working in the field of social, judicial or economic empowerment of women, like Doctors without Borders and Réseau des Citoyens.

The Commission on Women and Development, financed by the Ministry of Development, is very active on the issue of 'women, peace and security' and strives for the implementation of Resolution 1325 in conflict-affected countries, like DRC and Palestinian Territories. For example, it has organised seminars and awareness raising activities in both countries like the June 2006 Roundtable 'Resolution 1325, a chance for Palestine'? Three Palestinian women were invited in consultation with political authorities and Belgian NGOs to discuss necessary, possible and desirable strategies for Resolution 1325 in Palestine. A similar event was organised in November 2009 to bring Congolese women to Brussels to discuss 1325 issues. The Commission also made recommendations concerning the transversal integration of gender in the indicative cooperation programme on the DRC.

The Ministry of Home Affairs developed a gender approach in its asylum procedures, increasingly being confronted with the issue of sexual violence in asylum applications. The 'Peace Building and Conflict Prevention' Department of the Ministry of Foreign Affairs granted €7 million in funding between 2008 and 2011 for projects concerning Resolution 1325. To put this figure into context, the department's budget for 2009 was €31.1 million. Funding is mainly aimed at the Great Lakes, the Horn of Africa, and Afghanistan/Pakistan.

Belgium is also committed to pushing forward the implementation of UNSCR 1325 at an EU and UN level. To mark the 10th anniversary of UNSCR Resolution 1325, Belgium organised three conferences, in Brussels, Geneva and New York during the Belgian EU presidency in 2010. Belgium was a co-author of the first EU report on women, peace and security based on 17 EU indicators. The Belgian Ministry of Defence employed a Belgian military as Gender Officer in the Gender Section of the OSCE, to collaborate on the implementation of Resolution 1325. Belgium is an important force for the encouragement of other EU member states to develop a national action plan. Since July 2008, Belgium has held the presidency of the Peace Building Commission for the Central African Republic, which is used as an opportunity to bring the role of women in the peace process to the fore. Finally, Belgium financially supports the UN Special Rapporteur on Sexual Violence.

Despite these initiatives, many steps still have to be taken, like the representation of women in various institutions and especially in peacekeeping missions. Only 3% of Belgian staff in US peace missions are women and only 10% of positions in Belgian embassies are covered by women, while the European average is 23% in both cases.

### **Monitoring at national level**

Civil society plays an important role in monitoring the implementation of the Belgian NAP. Platform 1325, which includes civil society organisations, expressed some considerations during hearings in the Senate in January and February 2011, organised by the Advisory Board for Equal Opportunities for Women and Men, to evaluate the Belgian NAP 1325. However,

Platform 1325 was not able to independently perform a full evaluation of the NAP, due to a lack of financial means.

Key comments and recommendations from civil society mainly concern the implementation of the NAP and the need for concrete actions to put them into practice. Minimum standards have to be developed for cooperation with civil society and Members of Parliament, for a clear appointment of responsibilities, for a transparent reporting and monitoring system, and for the allocation of specific budgets to enact the policies and actions included in the plan. Budgets should be made available for the NAP, but also must be accessible for local women's organisations (at home and in partner countries) to enable them to create grassroots actions, bringing the resolution closer to the population, and to create a platform for policy. Support for civil society, like Platform 1325 and its actions, is necessary to maintain its role of critical civil partner within the democracy. Finally, an increase of female diplomatic staff is urgently needed.

The *Belgian National Action Plan Women, Peace and Security: State of the Art Report* was published in December 2011. This report was compiled by the same departments that drafted the National Action Plan 1325: the Ministry of Foreign Affairs, Foreign Trade and Development Cooperation; the Ministry of Defence; the Ministry of Home Affairs; the Ministry of Justice; the Institute for the Equality of Women and Men; and the Commission Women and Development. This State of the Art Report was to be discussed with civil society in view of an evaluation and revision of the NAP during the course of 2012. The Report includes a chapter on monitoring, based on the Indicators for the Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security. Initially the Belgium NAP did not include any indicators to measure progress. The decision was made to wait for the European and UN indicators that were to be developed. Belgium played a role in contributing to the development of the EU indicators. Now these indicators are completed, they have to be formally integrated in the revised Belgian action plan. The indicators that were developed on UN level also ought to be integrated.

The Belgian Parliament has also taken an interest in the evaluation of the NAP and more generally in WPS issues. In the Belgian Senate different proposals for resolutions have been formulated concerning UNSCR 1325. These proposals include the evaluation of the Belgian NAP for the implementation of Resolution 1325 (5-765; 2011), the evaluation of the Belgian NAP relating to Resolution 1325 of the UN Security Council (5-665; 2011), to ask the federal government to support the participation of women in formal processes of conflict prevention and peace keeping based on UNSCR 1325 (5-699; 2011), for a gender sensitive policy concerning the external careers of staff of Foreign Affairs (5-867; 2012), and to strengthen the position of women and their rights in Afghanistan (5-135; 2012). The Advisory Board for the Equality of Women and Men in the Belgian Senate independently initiated an evaluation of NAP 1325 in 2011, organizing hearings in the Senate and formulating an advice.

The Advisory Board of the Belgian Senate for equal opportunities for women and men made an evaluation of the implementation of NAP 1325. Its main advice was an urgent evaluation of the Belgian NAP, based on the UN and EU indicators. It further urged to include civil society in the process of evaluating, updating and implementing the NAP 1325 and to devise a role for the parliament. This included parliamentary hearings to report on the progress, including budgetary reports based on the UN and EU indicators that should take place on a yearly basis.

## **Concluding remarks**

Belgium has a rather comprehensive National Action Plan on paper, but lacks concrete measures for effective implementation like specific budgets, clear responsibilities, timelines and indicators. It is hoped the process of revising the initial NAP will be finalised soon which will provide a stronger NAP that will take into account the advice of the Advisory Board for the Equality of Women and Men and the recommendations of Platform 1325, integrate EU and UN indicators, include a stronger and more formal consulting and monitoring role for civil society, and provide yearly reports to the Parliament.

# Bosnia and Herzegovina

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Minja Damjanovic (United Women Banja Luka)

Nada Golubovic (United Women Banja Luka)

## Introduction

Bosnia and Herzegovina<sup>2</sup> (hereinafter BiH) has been heavily affected by the devastating armed conflict of the 1990s. Despite the international community's considerable effort to build peace in the country, 'BiH is still burdened by ethnic and national divisions, which hinder the social, economic and political development, and dominate the public discourse. Women have been excluded from the processes of negotiations, peace processes, post-war reconstruction and the European integration process, which remain exclusively reserved for men'.<sup>3</sup>

The post-conflict period brought the creation and constant improvement of the legislative and policy framework regarding the protection of women's human rights, among these documents, the National Action Plan for the implementation of the UNSCR 1325 (NAP). However, the extent to which it has been adequately implemented remains debatable.

## Advocacy for UNSCR 1325

Bosnia and Herzegovina adopted a National Action Plan (NAP) for the implementation of UNSCR 1325 in July 2010.<sup>4</sup> The NAP was created for the period 2010 – 2013 and represents the first action plan for the implementation of UNSCR 1325 in south-east Europe. As stated in the official website for the implementation of the UNSCR 1325<sup>5</sup>, the NAP was created by the Working Group which comprised representatives of BiH Ministry of Security, BiH Ministry of Defense, BiH Ministry of Foreign Affairs, BiH Ministry of Finances, Gender Center of Federation of BiH (FBiH), Gender Center of Republika Srpska (RS), Ministry of Interior of FBiH and Ministry of Interior of RS, BiH Centre for Demining, Agency for Gender Equality of BiH and non-governmental organisations (NGOs).<sup>6</sup> There has only been one NGO representative<sup>7</sup> in the working group. There has not been any further engagement with or involvement of the other women's NGOs active in BiH on addressing the issues of women participation in decision-making, women victims of war, human trafficking, and raising capacities of state services for the implementation of UNSCR 1325, or their positions and comments in this process.

The Action Plan includes eight goals:

1. Increase participation of women in decision-making at all levels of government in Bosnia and Herzegovina.

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<sup>2</sup> Signing of the peace treaty in BiH envisaged the creation of a very complicated administrative structure of multiple levels of government. Hence, today's BiH has the state (BiH) level of government, entity level governments (there are two entities Repbulika Srpska and the Federation of BiH), canton level government (only in the Federation of BiH), and the local level. Only the representatives of first two levels were directly involved in the creation of this document.

<sup>3</sup> A. Petric, 'Executive Summary, Introduction, Context, Final Recommendations' in Petric et al., *The 3<sup>d</sup> Alternative Report on the Implementation of CEDAW and Women's Human Rights in Bosnia and Herzegovina (2010) with Annex on Changes in Law and Practice (2013)*, p.6.

<sup>4</sup> [http://www.1325.arsbih.gov.ba/?page\\_id=447](http://www.1325.arsbih.gov.ba/?page_id=447)

<sup>5</sup> <http://www.1325.arsbih.gov.ba/>

<sup>6</sup> *Ibid.*

<sup>7</sup> From the organisation Zene Zenama.

2. Increase number of women in the military and police forces and promotion of women as holders of managerial positions within the military and police forces.
3. Increase participation of women in peacekeeping missions, and introduction of gender perspective in the training of participants in peacekeeping missions.
4. Combat against human trafficking.
5. Reduce risk of mined areas in Bosnia and Herzegovina.
6. Improve network support and assistance to women and girls who were victims during the war.
7. Increase knowledge and capacity of state services for the implementation of UNSCR 1325.
8. Improve cooperation with non-governmental and international organisations on the implementation of UNSCR 1325 in Bosnia and Herzegovina.<sup>8</sup>

The total amount of funds needed for the implementation of the NAP was not specified. However, the Plan foresees that the activities planned will be implemented from the 'regular budget fund' and donor funds.<sup>9</sup> Again, it is not specified in what amount or even in which ratio.<sup>10</sup>

Currently, Bosnia and Herzegovina is in the phase of creating its second NAP.<sup>11</sup>

## **Monitoring implementation at national level**

### ***Implementing***

The implementation of the NAP focuses on the areas of policing and defence, while little or nothing has been done to tackle the problems identified in other areas, such as women in decision-making in peace and security, women victims of war, or women victims of human trafficking. On the other hand, the greatest focus on introducing gender mainstreaming in the army and police forces was placed on increasing the number of women in their structures. There is no record of other activities aimed at mainstreaming gender in these sectors.

The level of implementation of the NAP and its successes remain debatable. Indeed, there have not been any prior engagements with gender mainstreaming in the army or police forces, hence the NAP's focus and developments on these areas should be commended. However, taking into account the difficult position of women and the on-going violations of their rights in areas such as political participation, human trafficking or women victims of war, it is clear that the implementation of NAP focused on the areas less relevant for women in Bosnia and Herzegovina. Even those activities that have been implemented in the areas of political participation, human trafficking and women victims of war have not been either directly related or carried out as a result – in the vast majority of the cases – of the implementation of the NAP.

However, the situation regarding violations of women's human rights is rather serious. Despite all current legislative frameworks 'women in BiH are still not equal with men in exercising their

<sup>8</sup> [http://www.1325.arsbih.gov.ba/?page\\_id=6](http://www.1325.arsbih.gov.ba/?page_id=6)

<sup>9</sup> It remains unclear what regular budget funds are.

<sup>10</sup> Agencija za ravnopravnost spolova Bosne i Hercegovine, Ministarstvo za ljudska prava Bosne i Hercegovine *Akcioni plan za implementaciju UNSCR 1325 u Bosni i Hercegovini 2010 – 2013. godine* (2010), p. 21 – 44.

<sup>11</sup> There is currently no information available on this process.



right to participate in political and public life'.<sup>12</sup> Analyzing policies and practices of political representation in BiH through documents and personal stories of women who currently occupy positions in the highest legislative bodies, it can be concluded that women in politics in BiH are only considered as numbers. This is one of the consequences of the general government policy that aims only to 'please the international community' by introducing electoral quotas and signing international conventions, but in fact is not making a real change in the daily lives of women.<sup>13</sup>

Human trafficking remains a problem in BiH. Current legislative framework offers protection only to those victims who agree to testify in proceedings against criminals, which resulted in almost complete failure to identify the victims. Finally, 'the difficulty in the prevention of trafficking is also posed by uncoordinated legal framework [which causes the situation where] some trafficking cases are being prosecuted as soliciting cases (an offense with milder sanctions), even in cases when the victim was under 18 years old'.<sup>14</sup>

The state has done little to support women victims of sexual violence in war. 'BiH does not have a single and reliable database on women, victims of rape and other forms of sexual violence during the 1992-1995 war'.<sup>15</sup> Each of the three legislative units in BiH – Federation of BiH, Republika Srpska and Brcko District – have the right to legally regulate which categories of population can be considered as civil victims of war and receive adequate reparations. So far, only the law in Federation of BiH recognised women victims of war as one of the categories of civil victims of war.<sup>16</sup> However, due to the complicated procedures and poverty of women who are lacking basic financial means needed to collect appropriate documents, only a small number of women in the entity (707 in the period from 2006 – 2012 out of estimated 20.000 – 50.000) became beneficiaries of this right.

As stated in the report about the implementation of NAP from 2011, involvement of the civil society organisations in the process has been limited to the activities conducted by four local NGOs. On the other hand, the report shows the extensive involvement of the international organisations (NATO, UN WOMEN, OSCE, EU Delegation in BiH and US Embassy in Sarajevo) in this process.

### **Monitoring**

According to the NAP, its implementation will be monitored by the Coordination Board which includes representatives of responsible ministries, institutions and NGOs. The setting up of the Board has been initiated by the Agency for Gender Equality. The Board has 20 members (14

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<sup>12</sup> G. Vidovic, 'Political and Public Life' in Petric et al., *The 3<sup>rd</sup> Alternative Report on the Implementation of CEDAW and Women's Human Rights in Bosnia and Herzegovina (2010) with Annex on Changes in Law and Practice* (2013), p. 27.

<sup>13</sup> *Ibid* p. 30.

<sup>14</sup> N. Petric, 'Violence Against Women and Trafficking in Women' in Petric et al., *The 3<sup>rd</sup> Alternative Report on the Implementation of CEDAW and Women's Human Rights in Bosnia and Herzegovina (2010) with Annex on Changes in Law and Practice* (2013), p. 53.

<sup>15</sup> S. Husic, 'Women Victims of War' in Petric et al., *The 3<sup>rd</sup> Alternative Report on the Implementation of CEDAW and Women's Human Rights in Bosnia and Herzegovina (2010) with Annex on Changes in Law and Practice* (2013), p. 99.

<sup>16</sup> 'In Republika Srpska, women, victims of rape and other forms of sexual violence are not being recognised as a specific category of the civil victims of war and thus they cannot exercise this right while the limited deadlines stipulated have passed long ago. In August 2012, Brcko District issued a regulation providing the opportunity for women to obtain the status of the civil victim of war. It does not stipulate any deadlines and takes into account the psychological suffering and damage. Women, victims of rape and other forms of sexual violence cannot get the status of the civil victim of war if they live abroad – outside of BiH, or, if they have obtained such a right, they can lose it if they reside outside of BiH for more than three months.' (Husic, 2013:100)

women and 6 men) out of which there is only one representative from a women's NGO. Except for the representatives of the state and entity agencies for Gender Equality, members of the Board are representing the institutions in the area of military and security, clearly suggesting where the focus of the implementation of the NAP lies.

Moreover, the Agency is responsible for the creation and submission of the Report of the implementation of the NAP to the Council of Ministries of BiH, on the basis of reports received by the ministries, institutions, international and local NGOs, that is those that are responsible by the NAP for its implementation.<sup>17</sup> This report should be submitted once a year. There is no parliamentary oversight of the process, hence less opportunity for the public to raise issues about its implementation. While there should be two, there is only one Report on the implementation of the 1325 publically available on the official web-site for the implementation of the UNSCR 1325 in BiH for the year 2011.

Since July 2012, the NGO member of the Board has been Ms Nada Golubovic, President of the Management Board of United Women Banja Luka. Since her appointment Ms. Golubovic was not invited to any of the Board's meetings, except a regional conference What is the gender of security? UN Resolution 1325 Women, Peace and Security: global – regional – local,<sup>18</sup> held on the 27<sup>th</sup> and 28<sup>th</sup> of February 2013. Ms Golubovic did not receive any documents and was not involved in relevant discussions. As a consequence of this, Ms Golubovic has no knowledge about the current developments on the implementation of the NAP. There has not been any extensive involvement of the civil society in the process of the creation of the report. Furthermore, there has not been any independently monitored implementation of the NAP conducted by the women's CSOs.

## **Concluding remarks**

The information outlined above suggests that NAP for the implementation of UNSCR 1325 is a marginalised document. It is not clear how the document is financed, or what has been done in its second year of implementation. With placing the focus on the area of military and police forces, area where women NGOs have not had prior experience, they have been indirectly excluded from the NAP's implementation. Despite its membership in the Coordination Board, representative of women NGOs has no information about current developments regarding the implementation of the NAP. Finally, we do feel other areas such as women in decision-making in peace and security, women victims of war, and women victims of human trafficking should have been given greater priority in the implementation.

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<sup>17</sup> Local NGOs are officially considered/named in NAP as responsible for the implementation of one sub-goal of NAP's goals No. 1, 4 and 6 and three sub-goals of the goal no. 8. In the majority of sub-goals, local NGOs are considered as partners, while in only few on them they are considered neither as responsible nor as partners in the implementation of NAP.

<sup>18</sup> This conference was organised by Agency for Gender Equality, BiH Ministry for Human Rights in cooperation with the Coordination Board for the Monitoring of the Action Plan for the Implementation of the UNSCR 1325 in Bosnia and Herzegovina.

# Croatia

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Maja Dubljević, (DocumentaCentre for Dealing with the Past)

## Introduction

The Croatian government passed the decision in August 2010 to establish a Working Group for preparing the draft National Action Plan (NAP) for the implementation of the Security Council Resolution (UNSCR) 1325 (2000) on women, peace and security. The NAP was meant to build on the National Policy for Promotion of Gender Equality adopted in 2006. The Working Group for preparing the draft consisted of representatives of: the Office of the President of the Republic of Croatia, Ministry of Defence, Ministry of the Interior, Ministry of Family, Veterans and Intergenerational Solidarity, Office for Gender Equality, Office for Human Rights and Centre for Women's Studies and was coordinated by Ministry of Foreign and European Affairs. The Croatian National Action Plan for the implementation of UNSCR 1325 was launched in July 2011 and is to be considered a set of general guidelines on the implementation of UNSCR 1325 for the different ministries involved. The Croatian NAP covers the years 2011-2014 and includes following key areas: prevention, participation, protection and post-conflict recovery.

After the war in the nineteen-nineties, women's position, status and needs were not recognised as an important part of social recovery in Croatian post-conflict society. For this reason, the adoption of a NAP to implement UNSCR 1325 is particularly important for the improvement of protection and promotion of human rights, including women's rights. *Documenta*, as a centre that, while promoting processes of dealing with the past, experiences on a daily basis the resistance to dealing with the legacies of the war still present in Croatia. The following report provides some elements to substantiate this claim. Although Croatian national laws for the promotion and protection of women's rights are quite advanced and comprehensive, implementation is still lagging behind.

## Advocacy for UNSCR 1325

During the pre-accession process to the EU, national laws and mechanisms for the promotion and protection of women's rights were adopted to bring Croatia in line with EU and international standards on gender equality. In particular, in preparation for this report, the Gender Equality Ombudsperson recognised progress in following areas: preparation of the new law on women victims of sexual violence during the war, introduction of civic education in primary and secondary schools, the entering into the force of the new Penal Code which harmonises protection of crimes against humanity and human dignity during the war, and aggression with relevant international documents,

Yet these new legal frameworks and tools need to be applied and CSOs are concerned that the lack of political will, mechanisms to support implementation and of dedicated human and financial resources are hindering their implementation. For this reason, awareness-raising on these tools and advocacy activities to promote their implementation are extremely important. Civil society organisations, including women's organisations with first-hand experience of supporting Croatian society through a transition process, were underrepresented in the development of the NAP in Croatia. There is still a lack of knowledge of UNSCR 1325 and its provisions even among women's organisations, human rights organisations, and peace building experts and practitioners.

There have been two major public awareness raising events on UNSCR 1325 in preparation for the NAP.

The first one, was a regional conference titled Women in Peace Building: Access to Justice of Women in Post Conflict Countries organised by the Regional Women's Lobby for Peace Security and Justice in SEE with the support of the Office for Gender Equality of the Republic of Croatia. The conference included participants from all over the region and from all levels of the government and civil society. The conference offered the opportunity to share experiences on the implementation of UNSCR 1325 in south-eastern Europe, and to discuss issues such as corruption and crime as factors of insecurity in the region and threats to peace, access to justice for survivors of sexual violence against women in war and its implications. For the first time stakeholders discussed in public preparation for the new law on victims of sexual violence in war, which is now being drafted by the ministry of Veterans' Affairs with the United Nations Development Programme (UNDP) and other actors, including a number of NGOs. Furthermore, the Ministry of Veterans' Affairs and the UNDP signed an agreement to establish cooperation in addressing issues of legal protection of war rape victims.

The second public event related to the implementation of UNSCR 1325. It was a two-day round table titled SSR and Gender: Implementation of the UN Security Council Resolutions 1325 and 1820, co-organised by the Croatian Ministry of Foreign and European Affairs and RACVIAC – Centre for Security Cooperation. The round table gathered more than 40 participants representing parliaments, national human rights protection ombudsman institutions, Ministries of Foreign Affairs, Ministries of Defence, Ministries of Interior, as well as representatives of the public sector and NGOs, the Geneva Centre for the Democratic Control of Armed Forces (DCAF), the South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC) and experts from various national institutions and think-thanks.

The round table included discussions on gender as one of the core aspects of security sector reform from an international and national point of view and highlighted the need for a gender perspective in different national institutions. Special attention was given to the representation of women at different levels of the decision-making process, especially in the security sector institutions. The last session was dedicated to the presentations of National Action Plans for the implementation of the UNSCR 1325 and related resolutions in the SEE countries. Some practical experiences in regional cooperation aimed at mainstreaming a gender perspective into security sector reform were also presented. Proposals were made to organise training with regard to the implementation of the UNSCR 1325 and 1820.

## **Engaging with the NAP Process**

Croatia is still post-conflict society and some CSOs are experienced in dealing with different aspects of conflicts and the legacy of conflicts. For this reason, their contribution to the development and the implementation on a NAP on UNSCR 1325 is a precondition for the effectiveness of the Plan.

Unfortunately, involvement of civil society in the development of the Croatian NAP has been limited. The Working Group mandated to draft the NAP included only one representative from civil society, Rada Borić from Centre for Women's Studies. Documenta was not involved in the preparation of the Plan. Once the plan had been finalised, no further exchanges with the Working Group took place and no information about developments in the implementation of the plan was provided to civil society organisations.

The reluctance to draw on the knowledge of CSOs specialists in the field of gender and conflict and to learn directly from their experience is seen as problematic. For example, civil society organisations believe that the NAP should be more closely linked with the provisions in the new law on victims of sexual violence in war, currently under development.

### **Monitoring Implementation at national level**

The main objectives of Croatian NAP are to support and monitor the implementation of UNSC resolution 1325 and consequent resolutions at all levels – locally, through mitigating the effects of conflicts and crises and strengthening the gender awareness of the local population; nationally, as part of government programs; and internationally, through active involvement of the Republic of Croatia in the activities of international organisations engaged in the areas covered by the resolutions in question. In practice, so far these remain declaratory statements as does the fact that the NAP should be implemented in cooperation with civil society.

The Working Group for preparing the Draft National Action Plan (NAP) was meant to also act as one of the supervisory mechanisms. However the group was dismissed at the end of 2012. Rada Borić from Centre for Women's Studies, who was member of the Working Group, stated that she not been consulted after the draft was finalised. One of the members of the Working Group asked clarifications about the dismissal of the Working Group to no avail.

The Annual report of the Gender Equality Ombudsperson was presented in March 2013 in the Croatian Parliament and included a section on the implementation of NAP based on responses from parties involved in NAP. The Annual Report was approved by the Parliament and the recommendations within the Report are: to continue the implementation of the Croatian NAP and to redefine responsible authorities according to the structural changes in some of the responsible ministries.<sup>19</sup>

From the inquiries made for the compilation of the present case study on the level of implementation of the NAP, it emerges that there is little information on what activities are being carried out and by whom. Implementation of the Plan is now the responsibility of the Gender Equality Ombudsperson. Unfortunately, it is not clear exactly what responsibilities were transferred to the Ombudsperson.

### **Concluding remarks**

The main obstacles to the implementation of the Croatian National Action Plan on UNSCR 1325 are: the NAP does not have a dedicated budget for its implementation, there is a lack of clear indicators within the NAP, objectives do not have a specific time-line for the implementation, activities are defined as permanent, and those who are supposed to be responsible for the implementation of each particular measure are defined as 'facilitators'. At the same time, the involvement of CSOs in the process of drafting the NAP has been limited and, although the Plan is meant to be implemented in cooperation with civil society, it is not yet clear what role civil society will be allowed to play. Priorities should include defining the next steps for the implementation of the NAP, clearly defining the responsibilities for state authorities and other social actors interested in protection and promotion of women's human rights.

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<sup>19</sup> An English version of the Report is not yet available.

# Cyprus

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Maria Hadjipavlou (Associate Professor - University of Cyprus & member of GAT)

Magda Zenon (Member of GAT & of Hands Across the Divide)

## Introduction

Since 1974 Cyprus continues to be a divided island, with the Greek Cypriot south being under effective control of the government of the Republic of Cyprus, and the Turkish Cypriot north controlled by a Turkish Cypriot Administration and the presence of the Turkish army. Peace negotiations have been taking place since then at various levels and with varied UN involvement. In the peace process there has been very little progress towards reaching a settlement and very little progress regarding the representation of women in the negotiations. Presently women are completely absent from the peace negotiations and the recently appointed Council of Ministers boasts only 1 woman minister. Consequently gender is not part of the on-going discourse that would ensure the participation of women as envisaged by United Nations Security Council Resolution 1325.

Despite having ratified UNSCR 1325, Cyprus does not yet have a National Action Plan (NAP) for its implementation and because of the continued division of the island and the different statuses of the two parts, there is no probability of a NAP for the entire island in the foreseeable future. Gender has also not been part of the political and/or peace discourse as this has been dominated by purely ethnic concerns.

In this context, the only thing that appears to be possible, but requires focused work, would be for the women of Cyprus to work together and come up with actions to raise awareness across the island by drawing on their own experience, as well as that of women in other conflict areas, to put together joint recommendations and then lobby the two leaders to include these in the possible peace settlement that is under negotiation. The road for this type of advocacy was opened in 2002 by the NGO *Hands Across the Divide* (HAD). HAD is one of the few civil society organisations, along with the Association for Historical Dialogue and Research (AHDR), working on the role of women in peacebuilding and looking at the conflict through a gender lens, aspiring to reunification, and ultimately a democratic future and gender equality.

## Advocacy for UNSCR 1325

Most recent efforts have been by the Gender Advisory Team (GAT), formed in October 2009 and comprised of women activists from the non-governmental sector as well as academia who continue to try and bridge this gap and ensure that gender equality is integrated into the peace negotiations in Cyprus as well as in all the peacebuilding post-conflict processes. GAT is striving to mainstream gender equality in the peace process by ensuring women's active participation in all phases of the process and gender-proofing the content and basis of future peace agreements. It acknowledges the existing differences amongst the different Cypriot communities which should be noted in all relevant documents. However, to date these efforts have received minimal support from the Cyprus Government.

In their research, the GAT identified a number of features which have probably contributed towards the failure in the peace negotiations, namely:

- Cypriot women have never sat at the negotiating table.

- The context of the negotiations lacks a gender perspective and the interpretation of 'equality' has tended to focus exclusively on ethnic differences.
- There is very limited action by the women's organisations to address negotiators as decision-makers bound by international and national principles on gender equality.
- Despite the attention to 'human rights' by negotiators, including the right to property, the right to return, the right to move freely around the island, the right to know the fate of the missing persons, the right to feel safe, and the right to citizenship, gender-based rights and the related social rights have fallen outside the scope of concern.

The UN's Good Offices mission in Cyprus has been supporting the incorporation of gender concerns in the agenda of the peace negotiations and has facilitated the GAT's communication with representatives to the negotiators. The UN Good Offices have presented the two Cypriot leaders three sets of recommendations on matters pertaining to chapters under discussion. In March 2010, GAT submitted to the leaders Demetris Christofias and Mehmet Ali Talat a set of recommendations on ensuring that their discussions on governance and power-sharing address issues of gender equality. In September 2011, GAT submitted further recommendations to Demetris Christofias and Derviş Eroğlu on matters pertaining to citizenship and property. A further set of recommendations on economic issues was prepared by GAT in October 2012. All these recommendations were made public in a report following a successful conference in Nicosia, Cyprus in December 2012 entitled *Women's Peace: Applying UNSCR 1325 to Cyprus and the Region* which also discussed the significance of UNSCR 1325 in various societies in the Middle East, Greece and Turkey.

GAT's efforts have been acknowledged by the United Nations Secretary General Ban Ki-Moon in his report on his mission of good offices in Cyprus on 24 November 20, where he stated that:

'...mindful of the important role of women in peace negotiations, as recognized by the Security Council in resolution 1325 (2000), I would encourage the sides to continue their engagement with the Gender Advisory Team, consisting of civil society activists and scholars from across the island, and to seriously consider its gender-focused recommendations on the main areas under discussion in the peace talks.'<sup>(§43)</sup><sup>20</sup>

The work of GAT has also been acknowledged by the leaders, whose representatives have met the team together and separately on a number of occasions, and have committed to studying the recommendations and taking up the issues raised. GAT has also met with members of relevant technical committees, who have communicated a willingness to address gender issues in their work.

To increase awareness and continue the conversation on UNSCR 1325, GAT followed up the December 2012 regional conference with a one-day seminar in September 2013 entitled *Gender and the Law: Special focus on Citizenship* with guest speakers from Greece, the UK and the USA.

## Concluding Remarks

GAT believes that the issues that it raises through its efforts are not limited to the context of the peace negotiations but embrace the vast majority of the population in Cyprus. To this end,

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<sup>20</sup> United Nations Security Council, *Report of the Secretary-General on his mission of good offices in Cyprus*, doc ref: s/2010/603 (2010), available at [http://www.uncyprustalks.org/media/SG%20Reports/S\\_2010\\_603.pdf](http://www.uncyprustalks.org/media/SG%20Reports/S_2010_603.pdf)

it seeks to foster alliances with individuals and organisations across the divide and abroad to ensure that gender equality is mainstreamed in peace efforts at all levels, both prior, during and after the signing of an agreement. On February 24, 2013 the Republic of Cyprus elected a new president Mr. Nicos Anastasiades, who had announced that he would appoint a negotiator instead of the leaders of the two Cypriot communities directly negotiating as was the practice in the past. However, due to the recent severe economic crisis in Cyprus, the focus has shifted from the peace negotiations to economic and financial concerns, and the fact that women and other vulnerable groups are the most affected, has not been perceived as of any real relevance.

Cypriot women therefore need to support each other and raise their voices to push a women's agenda in all forthcoming decisions on the economic, social and political future of the island and both HAD and GAT are planning a series of activities that will help reach and mobilise grass roots women across the divide.



# Czech Republic

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Mila O'Sullivan (independent consultant in consultation with Czech Women's Lobby and Czech Forum for Development Cooperation)

## Introduction

The Czech Republic does not have a National Action Plan for UNSCR 1325 and is currently not in the process of preparing one. Since 2012, institutional support for implementation of UNSCR 1325 has been weakened due to marginalisation of the gender equality agenda by the government. Nevertheless, some progress seems to have been made by the Ministry of Defence which is presently developing its own action plan for UNSCR 1325.

## Advocacy for UNSCR 1325

Civil society efforts for implementation of UNSCR 1325 were visible in 2009 and 2010 starting with conference of Czech Women's Lobby and individual actions taken on policy and advocacy levels. However, the subject of women, peace and security has been covered only by few experts (with mainly gender and development focus), and there has never been a joint advocacy attempts of NGOs with different focus (women's development, human rights NGOs). Since 2010, systematic civil society advocacy on UNSCR 1325 has not been progressing.

According to the Chair of the Czech Women's Lobby (the platform of Czech women's NGOs), there is currently no one within the network with expertise and capacity to promote the subject of UNSCR 1325.<sup>21</sup> There are several reasons for this explanation. First of all, the Czech Women's Lobby and its members have prioritised women's rights agenda which has a policy impact on national level. The platform has been actively advocating in the area of obstetrics, financing of gender projects, quotas for women, violence against women and health insurance for migrants. Furthermore, many gender NGOs have struggled to secure their existence financially and have based their fundraising strategies on available funding such as EU structural funds focused on equal opportunities in the labour market and hence again on domestic issues. Nevertheless, some part of civil society has so far failed to understand that promoting gender equality means taking into account global responsibility as well.

Although advocacy on UNSCR 1325 was interrupted, there has been some progress in raising public awareness on this issue and in building capacities of development NGOs. On the occasion of the 10th anniversary of UNSCR 1325, civil society and government organised a debate titled Women Creating a Secure World which brought together speakers with experiences from conflict and post-conflict countries which included the Iranian Nobel Peace Prize Laureate Shirin Ebadi. Moreover, more development NGOs now have their internal gender policies or guidelines to be applied also into projects in conflict-affected areas. In 2011, the ProEquality Centre of the Open Society, realised a capacity building project funded by the MFA which focused on mainstreaming gender aspects into development projects. The Czech Forum for Development Cooperation (the platform of development NGOs) and its Gender working group actively participated in the project contributing also to the publication *Gender in Development Matters: Resource book and training kit for development practitioners*. The platform organised gender training in spring 2013.

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<sup>21</sup> Information derived from a meeting with the Chair of Czech Women's Lobby, February 27, 2013.

## Monitoring implementation at national level

The current government, which started as a solely male government, has demonstrated a clear lack of political will to further gender equality agenda as such and human rights in general. Some setbacks can be observed also in relation to UNSCR 1325. The Czech Republic has a national action plan on gender equality *Priorities and Procedures of the Government in Promoting Gender Equality* which is updated on annual basis. In 2009 and 2010, the action plan included a section on external relations with concrete tasks for Ministry of Defence and Ministry of Foreign Affairs. However, in 2011 and 2012, the external relations and thus tasks for implementing UNSCR 1325 have been completely left out from the national action plan. Nonetheless, the effect of this action plan is questionable as it has been repeatedly criticised by the civil society representatives for its conception, vague tasks or weak indicators.<sup>22</sup> In the near future, the Gender Equality Unit plans to revise the action plan. From the beginning of 2013 the Gender Equality Unit, as stated by its representative, is preparing a new conception of gender equality which should reflect the question of women, peace and security.<sup>23</sup>

As for the Ministry of Foreign Affairs (MFA), the situation seemed more optimistic back in 2010, when the UN Department of the MFA started mapping the level of implementation of UNSCR 1325 and coordinated a first inter-ministerial meeting. However, this initiative was discontinued. In relation to activities in conflict-affected countries which could be marked as contribution to UNSCR 1325, situation is similar to 2010,<sup>24</sup> with the exception that the MFA has started to evaluate development projects. The national Provincial Reconstruction Team (PRT), which was actively present in a conflict zone of Afghanistan, finished its activities and withdrew from the country in February 2013. The MFA points out that the PRT supported women's empowerment in some projects: i.e. project focused on media training for female reporters.<sup>25</sup> However, a gender perspective was not systematically applied to the work of PRT<sup>26</sup> and the question is whether the evaluation of PRT will assess in detail the gender impact of the projects.

The Ministry of Defence is currently preparing its own action plan for implementation of UNSCR 1325 within the framework of international cooperation of NATO member states.<sup>27</sup> The idea of developing an individual action plan was initiated in the Ministry by the Permanent Delegate to the NATO Committee on Gender Perspectives (NCGP). The action plan should draw on experiences of other NATO member states and its priorities should be grounded mainly in the *Priorities and Procedures of the Government in Promoting Gender Equality*, the above mentioned document which is being revised now. The Permanent Delegate to NCGP further explained that a working group has been established for the drafting of the action plan including participants from across the Ministry of Defence. She adds that since the action plan will be applicable only for the Ministry of Defence, there are no plans to consult it with the civil society. The exclusion of civil society from the process comes as a surprise, especially since the action plan is meant to be inspired by more experienced countries where consultation with civil society is taken as a norm.

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<sup>22</sup> See for example the Shadow Report on the Implementation of the Beijing Platform for Action in the Czech Republic (Beijing +15), available at <http://www.proequality.cz/res/data/007/000857.pdf>

<sup>23</sup> Information derived from email communication on March 13, 2013.

<sup>24</sup> See previous case study or the *Shadow Report on the Implementation of the Beijing Platform for Action in the Czech Republic* (Beijing +15).

<sup>25</sup> Information derived from email communication with UN Department of the MFA, March 14, 2013.

<sup>26</sup> See previous case study or the *Shadow Report on the Implementation of the Beijing Platform for Action in the Czech Republic* (Beijing +15)

<sup>27</sup> Information in this paragraph derived from email communication with the Permanent Delegate to NCGP, March 5, 2013.

## **Concluding remarks**

As it has been mentioned in the first case study, the areas covered by UNSCR 1325, including peacebuilding, conflict prevention, post-conflict reconstruction and human security, are all rather new to the Czech Republic. Some progress can be observed in the integration of gender in development work from the CSO side, yet much remains to be done. Joint advocacy of different networks (women's platform and development NGOs platform) could make a difference as each owns a certain expertise which is essential to advocate for implementation of UNSCR 1325. Cooperation on projects with other EU countries that have already developed NAPs and are active in conflict-affected countries would be crucial.

From the government's side, the planned and possibly upcoming action plan of the Ministry of Defence may serve as a further motivation for the civil society as well as other ministries for getting engaged with the topic. UNSCR 1325 has not yet gained enough traction.

# Germany

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Heidi Meinzolt (Women's International League for Peace and Freedom)

## Introduction

Germany has finally adopted a NAP for UNSCR 1325 in December 2012 after 12 years of governmental resistance. The Government used to argue that a NAP on UNSCR 1325 was not necessary because Germany has an Action Plan on Civilian Conflict Prevention, Conflict Resolution and Post-Conflict Peacebuilding<sup>28</sup> mentioning briefly UNSCR 1325 and an Action Plan on Violence Against Women.<sup>29</sup> It reports regularly on UNSCR 1325 and it has incorporated gender mainstreaming as a 'leading doctrine in the rules and regulations of the government' since the year 2000.

Women's organisations and other civil society organisations in Germany have advocated for the need to adopt a comprehensive strategy ever since the resolution was adopted in 2000. According to the head of the inter-ministerial working group (IMWG) on UNSCR 1325 the decision to adopt a NAP in 2012 was the result of three combined factors. First, Germany felt the growing international pressure from state actors, international partners (such as NATO, EU) as well as civil society movements (including the German Women Security Council, Women's International League for Peace and Freedom – WILPF - and other organisations). Second, Germany wanted to set a positive signal at the end of its term as member of the United Nations Security Council in 2012. Third, Germany was encouraged by the decision of the US to adopt a NAP in 2012.

## Advocacy for UNSCR 1325

Women's organisations and other civil society organisations have advocated for the need to adopt a comprehensive strategy ever since the resolution was adopted in 2000. 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, together with a large association of women NGOs under the name of Bündnis 1325.<sup>30</sup> WSC conducted a number of advocacy initiatives, including international conferences and other awareness-raising events and compiled preparatory work for the development of the NAP. Regular comments on the governmental reports on UNSCR1325<sup>31</sup>, Cornerstones<sup>32</sup> and Blueprint for a NAP<sup>33</sup> were also produced.

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<sup>28</sup> *The Action Plan on Civilian Conflict Prevention, Conflict Resolution and Post-Conflict Peacebuilding* is available at: <http://www.auswaertiges-amt.de/cae/servlet/contentblob/384232/publicationFile/4346/Aktionsplan-En.pdf>

<sup>29</sup> *The Action Plan on Violence Against Women* is available at: <http://www.bmfsfj.de/RedaktionBMFSFJ/Broschuerenstelle/Pdf-Anlagen/aktionsplan-II-gewalt-gegen-frauen-englisch.property=pdf,bereich=bmfsfj,rwb=true.pdf>

<sup>30</sup> Deutscher Frauensicherheitsrat, Gunda-Werner-Institut in der Heinrich-Böll-Stiftung, Deutscher Frauenrat, TERRE DES FEMMES, Menschenrechte für die Frau e.V. Deutsches Komitee für UNIFEM, OWEN, -Mobile Akademie für Geschlechterdemokratie und Friedensförderung, Womnet, Pax Christi, Internationale Frauenliga für Frieden und Freiheit feminist attac, Deutscher Staatsbürgerinnenverband, Frauennetzwerk für Frieden e.V. Frauenakademie München, Stiftung Umverteilen (Afrika -AG), Friedensfestival.

<sup>31</sup> See [UNSCR 1325 in Europe: 21 case studies of implementation](#) page 29; contributions from WSC [www.un1325.de](http://www.un1325.de); [Gunda-Werner-Institut](#); and [WILPF Germany](#).

<sup>32</sup> <http://www.un1325.de/inf-eckpunkte.html>

<sup>33</sup> *The Nap Blueprint* is available at <http://www.un1325.de/data/BlueprintNAP2011.pdf>

## Engaging with the NAP process and implementation

The IMWG, is composed of representatives of six ministries: the Foreign Affairs Ministry, in charge of leading the debate, the Ministry for Development Cooperation, the Ministry for Women, Youth, Families and Seniors, the Ministry of Defence, the Interior Ministry and the Ministry of Justice. The IMWG prepared the draft NAP in a relatively short time. Most of the material produced and recommendation put forward by civil society were taken into account in the drafting of the NAP.

While the recommendations and material prepared by civil society were used as resources by the IMWG for developing the first draft of the NAP, active participation by civil society was not sought in this phase. After the presentation of the first governmental draft however, two consultations with civil society (Bündnis 1325/WSC) were held. A one day meeting in the German Security Academy/Bundessicherheitsakademie<sup>34</sup> in November 2012 allowed civil society to raise issues and make specific suggestions, most of which were incorporated in the final draft by the IMWG. This was followed by a hearing in the parliamentary commission on civil conflict management where comments on the final draft of the NAP and proposals for future cooperation were tabled. On 19 December 2012, the government voted in favour of the adoption of the NAP without further parliamentary consultation.

The final draft of the NAP included most of the elements proposed by the WSC in the blueprint and is a testimony to the political will to strengthen the participation of women also in high level positions in decision making, in the prevention of conflicts and in peace negotiations. The NAP contains six pillars which reflect the three traditional ones in the resolution Prevention, Protection and Participation, and also includes provisions on post-conflict reintegration, preparedness and prosecution, including strategies to protect victims of sexual violence in armed conflicts, with specific references to follow-up resolutions.

However, this document, which is mostly declaratory in its nature, presents a number of weaknesses. In particular, civil society is concerned about the lack of concrete and attainable targets, of specific tailor-made measures, of clear lines of responsibilities across the implementing ministries as well as of a dedicated budget (the absence of a budget was one of the 'requirements' for the NAP to be adopted). According to WSC progress should be sought in the following:

1. Transform the Nap into a 'living document' with review periods on the basis of institutionalised regular meetings between governmental institutions and civil society/women's groups (twice per year).
2. Establish clear lines of responsibility of the implementing ministries.
3. Set specific priority actions/areas.
4. Introduce a quota of 50% participation of women in decision making bodies.
5. Set clear timelines for the activities.
6. Revise decision on provision for a dedicated budget for implementation.
7. Develop criteria and tools for a gender-sensitive conflict analysis.
8. Include SMART indicators and a transparent monitoring system.
9. Create a pool / roster of experts with gender-related competences.

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<sup>34</sup> Civil Society present: Amnesty International, WSC, WILPF, Deutscher Frauenrat, Deutscher Frauenring, UN Women, Frauennetzwerk Frieden, Medica Mondiale, Gunda-Werner-Institut of the Heinrich Böll Foundation. Officials present: 4 Ministries + GIZ – development society, ZIF- Centre for civilian Intervention.

10. Introduce high-ranking posts for gender advisers in peace missions.

Unfortunately the fact that UNSCR 1325 is not legally binding on the implementing states negatively impacts on the potential of the NAP to be implemented. Accountability mechanisms should make sure that states are held accountable for actual implementation and are considered not compliant if commitments remain on paper.

### **Concluding remarks**

The WSC believes that the NAP should be based on the concept of human security - including its specific gender implications. Public debates on preventing and tackling gender stereotyping and militarised masculinities should be encouraged. Also, a focus on conflict prevention and preventative measures should be further developed, with priority given to civilian tools. A special representative on women's rights and gender equality should also be appointed.

# Ireland

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Sorcha Tunney (Campaigns Officer, Amnesty International Ireland)

Karen McMinn (Gender Consultant and co-author of the Mid Term Review of Ireland's NAP on UNSCR 1325)

## Introduction

Ireland's *National Action Plan for Implementation of UNSCR 1325* (NAP) (2011-2014) was launched in November 2011. The NAP's objectives are advanced by a number of different departments and agencies<sup>35</sup> under the leadership of the Tánaiste (the deputy prime minister) and the Department of Foreign Affairs and Trade (DFAT). Part of DFAT's strategic role is to strengthen Ireland's contribution to international peace, security and human rights through involvement in EU and UN multilateral institutions as well as contributing to peace and reconciliation work in Northern Ireland. DFAT has a lead role in the implementation of the NAP, with responsibility for NAP co-ordination located in its Political Division, in which a number of units<sup>36</sup> contribute to the NAP, including its Conflict Resolution Unit. Another critical implementing body within DFAT is Irish Aid, Ireland's overseas aid programme, incorporating development and humanitarian work in fragile states and conflict affected countries where UNSCR 1325 has a pivotal role to play.

## Engaging with NAP process

In common with many other EU Member States, Civil Society organisations in Ireland have played a significant role in the inception and development of Ireland's NAP. The main groups advocating for UNSCR 1325 in Ireland were the Irish Consortium on Gender Based Violence<sup>37</sup> (ICGBV), the National Women's Council of Ireland<sup>38</sup> and gender activists and academics. Key strategies included: the commissioning of research on best practice in developing NAPs by the ICGBV<sup>39</sup>; actions to build collaborative working on UNSCR 1325 within civil society; lobbying for women's voices to be included throughout the development and implementation of Ireland's NAP; advocating for the creation of a formal role for civil society in the NAP process; and supporting the creation of a robust monitoring system for Ireland's NAP.

Ireland's NAP was developed over what could be considered two phases. In the initial phase, DFAT assembled a Consultative Group (CG), consisting of civil society members, academics and government departments. The aim of the CG was to work collaboratively for the implementation of a strategy to develop an inclusive and effective NAP. Phase one was concluded in the summer of 2010 with the launch of the NAP planned for October 2010. However, civil society groups highlighted a number of concerns in the process: a lack of consultation with women affected by conflict; the absence of a concrete monitoring and evaluation system, and that much of the proposed 'actions' in the draft consisted of very

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<sup>35</sup> These include the Department of Defence, the Defence Forces, Department of Justice and Equality, An Garda Síochána (the National Police Service of Ireland).

<sup>36</sup> In DFAT's Political Division the units which have NAP responsibilities are the Conflict Resolution Unit; Human Rights Unit; International Security Policy; Permanent Mission to the United Nations and the

<sup>37</sup> The ICGBV is a consortium of CSOs and government agencies comprised of Irish human rights, humanitarian and development agencies, DFAT (Irish Aid) and the Defence Forces.

<sup>38</sup> National Women's Council of Ireland is a representative organisation for women and women's groups in Ireland.

<sup>39</sup> As part of its advocacy work the ICGBV conducted extensive research on best practices emanating from other countries' NAPs: '*Stepping up Ireland's Response to Women, Peace and Security UNSCR 1325*' (A. Swaine, 2008). <http://www.gbv.ie/wp-content/uploads/2008/11/stepping-up-irelands-response-to-women-peace-and-security-united-nations-security-council-resolution-1325.pdf>

aspirational statements with little in the way of concrete or measurable actions. Civil society raised awareness of these issues and lobbied DFAT to address these concerns. Part of the advocacy work by CSOs included the production of a Good Practice Guide by Ireland 1325, a group of leading women's human rights, development, and humanitarian CSOs: *UNSCR 1325 on Women, Peace and Security: Towards an Effective and Inclusive Irish National Action Plan*.<sup>40</sup> This report highlighted eight essential steps for the development of an effective Irish NAP and Civil Society used this report to advocate for a development process that was based on best practice internationally.

As a result of this advocacy, the consultative group was reconstituted and an independent Chair was appointed. The Chair<sup>41</sup> convened a Technical Group from civil society to advise on monitoring and evaluation. This phase also included an outreach consultation process with individuals and groups of women who had experienced conflict and were now living in Ireland as asylum seekers, refugees and migrants.<sup>42</sup> It also involved engagement with women in Northern Ireland and women living along the border counties who had been impacted by violence as a result of the civil and political conflict within the region. This consultation process<sup>43</sup> was seen as a key mechanism to highlight women's experiences of living with conflict and to improve the quality of Ireland's NAP. This model of engagement provides an effective example of the advocacy role of Civil Society organisations in Ireland in providing the opportunity for women from conflict affected areas to inform the development of Ireland's NAP. Findings from the consultation process were documented in a report<sup>44</sup> which was circulated to the CG. Parallel to this consultation, the DFAT also undertook a cross-learning initiative with women from Timor Leste, Northern Ireland and Liberia to share their experiences of conflict and learn from one another. Findings from this report<sup>45</sup> also fed into the development of the NAP.

## Focus of the NAP

Ireland's NAP provided an opportunity for government bodies and Civil Society partners to bring together existing and new actions into a common framework to increase coherence, action and visibility on women, peace and security work. The priorities of Ireland's NAP are consistent with the four themes of UNSCR: Prevention of Conflict; Participation and Representation of women in decision making; Protection from GBV and SEA; and, Relief, Recovery and Rehabilitation. Uniquely, Ireland's NAP includes a fifth Pillar: the promotion of

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<sup>40</sup> [http://www.nwci.ie/download/pdf/good\\_practice\\_guide.pdf](http://www.nwci.ie/download/pdf/good_practice_guide.pdf) (2010)

<sup>41</sup> The Chair of the Group was the late Inez McCormack, internationally renowned and hugely influential human rights and trade union activist with an enduring commitment to women's liberation and empowerment. Inez died in January 2013.

<sup>42</sup> These women came from (from DRC, Cote D'Ivoire, Kenya, Nigeria, Palestine, South Africa, Sudan, Somalia, Liberia, Zimbabwe, Burundi, Cameroon, Chile, Sri Lanka).

<sup>43</sup> Three workshops took place in Dublin, Cork and Derry and roughly 130 women were consulted with directly. Two separate consultations were initiated by women's groups in Belfast (Northern Ireland) and the Glencree Peace & Reconciliation Women's Group based in Southern Ireland. Inputs were also gathered from health service providers (Rape Crisis) and approximately another 70 women were represented by these additional consultations. The workshops provided a space for women to discuss the impact of conflict on their lives, and to explore their definition of conflict which included domestic violence, tribal and family conflicts, trafficking, patriarchal structures and systems, the abuse of power, and the on-going perpetuation of violence and insecurity in conflict zones. Women's absence from formal peace processes was highlighted along with their lack of representation in security sector reform including the prevention of conflict and truth recovery processes.

<sup>44</sup> 1325+10 Women Count for Peace, (S. Graham, 2010).

<sup>45</sup> [Cross Learning Process on UN Security Council Resolution 1325 Voices of Experience](#) (A. Swaine, 2010).



the principles of UNSCR 1325 and gender perspectives in international, regional, and national arenas. This has strengthened Ireland's capacity on advocacy to improve gender equality and women's empowerment as part of its commitment to advancing human rights, which has been a particular priority for Ireland within international arenas. The NAP contains 12 objectives and 48 actions. It does not indicate specific focus countries or geographical areas where actions are to be implemented. Each action has a designated Department/unit/ agency with responsibility for implementation or a number of implementing actors.

There is no dedicated budget allocated to the NAP. Expenditure for the implementation of NAP actions is often a component of the broader work of the implementing departments and agencies and is therefore difficult to identify and track.<sup>46</sup>

There are a range of actions targeted to support EU-level engagement within Ireland's NAP including commitments to strengthen the systematic integration of UNSCR 1325 into CSDP missions; as Chair in Office of the OSCE, to advocate for EU member countries who have not done so, to develop UNSCR 1325 NAPs; and, engagement with OECD/DAC, GENDERNET and INCAF to effectively mainstream UNSCR 1325. These actions are the responsibility of the government agencies and departments. To date CSOs in the Monitoring Group have had a limited role in advocacy at EU level on women, peace and security issues and would like to further develop opportunities to do so.

## **Monitoring implementation at national level**

The Monitoring Framework for Ireland's NAP includes 73 indicators as well as outcome and impact objectives for each of the five pillars. Whilst most of the indicators are quantitative, they do not include specific numerical targets, making progress hard to measure. Indicators to measure qualitative aspects of actions / impact on the ground are limited and require further development.

Ireland's Monitoring Group has a number of strengths. Uniquely, there is equal representation between government departments with responsibility for implementation of NAP actions and CSOs<sup>47</sup> /academia with expertise on WPS issues. The group is chaired by an independent appointee<sup>48</sup> and made up of a diverse range of stakeholders with responsibilities to oversee the review of progress of the NAP and to keep up to date on emerging WPS concerns. It meets twice a year to report on progress made by implementing Departments and agencies on NAP assigned actions. The Monitoring Group is also expected to work with the appropriate government committees to ensure involvement by parliamentarians.

A Mid-Term Review<sup>49</sup> of Ireland's NAP assessing progress over an 18 month period has recently published by DFAT. This was prepared by independent consultants. The Mid-Term

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<sup>46</sup> One mechanism which gives a broad indication of gender focussed expenditure is the OECD (European Co-operation and Development) Development Assistance Committee survey which indicated that 35% of Irish Aid's financial aid is 'gender focused', i.e. it has gender equality as either a principal or significant objective (based on 2009-10 Gender Policy Marker database). Irish Aid is recognised as a key implementing division for Ireland's NAP.

<sup>47</sup> CSO representatives are international development organisations such as Oxfam Ireland and Trócaire as well as nationally based CSOs with a commitment to women, peace and security issues such as Amnesty International Ireland, Hanna's House and Akidwa.

<sup>48</sup> Liz McManus is a former Irish politician. She served as a Teachta Dála (TD) and was elected to Dail Eireann 1992 -2011 and was a former Deputy Leader of the Labour Party 2000 -2007.

<sup>49</sup> Mid-Term Progress Report: Implementation of Ireland's NAP for UNSCR 1325, 2011-2014, (Bronagh Hinds and Karen McMinn, 2013) available at [http://www.dfa.ie/uploads/documents/jdf26\\_irishaid\\_nap\\_web.pdf](http://www.dfa.ie/uploads/documents/jdf26_irishaid_nap_web.pdf)

Review is one of the few published monitoring reports<sup>50</sup> on the implementation of NAPs on UNSCR 1325, not only in Europe but globally and indicates the commitment by the Monitoring Group to be transparent and accountable for progress on actions and commitments with Ireland's NAP. Civil society representatives on the Monitoring Group were informants to the Review as well as providing feedback on the content of the final draft. The Mid-Term Review provides a comprehensive assessment of the stated actions across all five Pillars as well as identifying key strengths, achievements and weaknesses and actions to improve the future implementation of the current NAP.

## Concluding remarks

Whilst debates about the value of UNSCR 1325 as a policy instrument are on-going, there is clear recognition of the potential for NAPs to provide a useful mechanism to respond to the needs for women's protection, participation and empowerment during conflict. Expertise in action planning on 1325 is growing, with some NAPs in their second stage of development. EU member states individually and collaboratively, along with the EU as a regional actor can play critical roles in ensuring the learning from the monitoring and implementation of NAPs to date is more transparent and shared<sup>51</sup>. This can strengthen the capacity of NAPs to tackle the causes and structures of conflict and to improve the position and participation of women at strategic and policy levels in peacebuilding and conflict resolution.

Findings from the review of Ireland's NAP provide a valuable resource in learning about the challenges of implementation and monitoring the complexity of work on UNSCR 1325. This learning can help inform discussions on the broader challenges on the implementation of NAPs within the EU context and beyond. As CSOs with a formal and designed role in monitoring Ireland's NAP on 1325 we can speak from our direct experience about the critical task of building engagement between CSOs and governments on WPS issues and the challenges and opportunities that it brings.

### Mid-Term Review of Ireland's NAP on UNSCR 1325: Key Findings

Key strengths identified included:

- The effectiveness of the NAP to provide an entry point for departments and agencies to deliver a wide range of actions to embed engagement on gender equality, gender based violence (GBV) and women's empowerment issues within and across individual units, government departments and partner organisations.
- Key areas of success have included work on gender mainstreaming, GBV protection and advocacy at EU and UN forum. Achievements in gender mainstreaming include an Action Plan on UNSCR 1325 by the Irish Defence Forces and the strengthening of gender mainstreaming in Irish Aid's humanitarian action programming.
- There has been positive action on embedding standards of practice, behaviour and accountability for personnel on overseas engagement in peacekeeping and humanitarian roles. Ireland's Defence Forces engage in internationally recognised gender sensitive peacekeeping training at the Nordic Centre for Gender in Military Operations and played a leading role in a DPKO pilot programme to strengthen gender perspectives in UN Peacekeeping in a joint Irish-Finnish UNIFIL battalion in Lebanon.
- The NAP has supported a wide range of initiatives to strengthen the protection and participation of women particularly in conflict-affected states through a comprehensive programme of funding and efforts to build the capacity of CSOs partners to focus directly on UNSCR 1325

<sup>50</sup> To date, other publicly available monitoring reports on a UNSCR 1325 NAP that we are aware of are ones produced by Estonia [http://www.peacewomen.org/assets/file/estonia\\_govt\\_review.pdf](http://www.peacewomen.org/assets/file/estonia_govt_review.pdf) and the Netherlands.

<sup>51</sup> For example in linking EU NAPs to each other and to the Comprehensive EU Approach to UNSCR 1325 and more structured engagement with CSOs on WPS issues.

specific themes. Irish Aid has supported a range of programmes with CSO partners to improve prevention and responses to GBV and SEA including work with Syrian refugees in Jordan, with IRC (International Rescue Committee) in Sierra Leone and the Horn of Africa. Efforts to build engagement with men in GBV have also been undertaken in Liberia with IRC.

- DFAT's distinctive work in the promotion of the principles of UNSCR 1325 and gender perspectives in international, regional, and national arenas has enhanced Ireland's leverage and influence internationally as a champion of women's equality and human rights. This included innovative work in policy development, advocacy, diplomacy and support to key institutions such as UN Women and high profile advocacy at the UN Security Council, committees of the UN General Assembly and Commission for the Status of Women.
- Ireland's achievements in relation to EU engagement include: actions to strength gender perspectives within the EU's Common Security and Defence Policy missions; support for the mainstreaming of 1325 within CSDP policy and for the implementation of 1325 through participation in the Partnership for Peace (PfP).<sup>52</sup> Engagement in the OECD Development Assistance Committee's (OECD-DAC) GENDERNET and the International Network on Conflict and Fragility (INCAF), has also sought to advance policy dialogue to actively mainstream UNSCR 1325 obligations in the OECD-DAC's mandate.

Amongst the challenges identified in the Review of the NAP were those relating to delivery of actions, the overall monitoring framework and the importance of clarity of roles and of building relationships between CSOs and government. Key challenges included:

- The absence of baseline data in relation to objectives, actions and indicators. There were inconsistencies in the level and nature of monitoring data, a lack of quantitative and qualitative data including information on financial expenditure and in many cases limited data in relation to specific indicators. More evidence of the impact that interventions are making on the ground is required, along with regular consultation with women in local communities to assess the extent to which peacekeeping, development and humanitarian activities are meeting their needs.

The NAP would benefit from shifting from its current somewhat bureaucratic approach where there is a disproportionate focus on quantitative indicators to actions which sustain impact and lasting change. A central issue is the extent to which the actions on prevention and protection can be attributed specifically to the NAP as opposed to on-going work on gender equality.

- Progress on actions on two of the five pillars – women's representation and relief and recovery demonstrated particular challenges: more progress is needed to improve the position of women at strategic and policy levels and support women as agents of change; greater attention is needed to extend the NAP's current focus beyond disarmament, demobilisation and security sector reform. Actions to document the experiences and needs of migrant women and girls from conflict affected regions who are now living in Ireland have been particularly slow to progress, as has the setting up of a mechanism to ensure the on-going engagement of women affected by conflict in the monitoring of Ireland's NAP.
- The recognition of Northern Ireland as a post conflict region (despite the refusal of the UK government to include a reciprocal action in their NAP) within Ireland's NAP provides critical acknowledgment and support for women engaged in peacebuilding and conflict resolution in Northern Ireland. However, greater engagement with women CSOs in Northern Ireland to strengthen their voices and engagement in peacebuilding policy and strategic roles is needed.
- Greater clarity and strengthening of roles within the Monitoring Group is required to lead and drive the NAP and coordinate, oversee and monitor NAP implementation across departments and agencies. While responsibility of the implementation of the NAP lies with Governments, effective delivery needs more than Government involvement. CSOs are also critical actors in implementation, providing expertise on gender sensitive approaches to humanitarian and development interventions and ways to build empowering and socially inclusive agendas in conflict-affected countries.

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<sup>52</sup> The Partnership for Peace (PfP) is a programme of practical bilateral cooperation between individual Euro-Atlantic partner countries and NATO. It allows partners to build up an individual relationship with NATO, choosing their own priorities for cooperation.

# Italy

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## Introduction

In Rome the 10th anniversary of UNSCR 1325 was celebrated with a series of thematic events. The first involved the participation of academics and UN representatives. The second was carried out at a CSO level, and the last and more pertinent was the presentation of an NGO advocacy paper in the seat of the Chamber of Deputies pledging for the adoption of the National Action Plan (NAP). This involved participation from the Head of the Chamber, Chief of Defence Staff, Members of Parliament and journalists. The debate at this event provided political and institutional momentum: the Italian National Action Plan 1325 was soon to be approved.

Meanwhile the Inter-ministerial Working Group set up to draft the NAP (which included the Ministries of Foreign Affairs, Interior, Defence and Equal Opportunities, among other entities) was finalizing the document which was formally adopted on the 23rd of December 2010 with a three year timeline.

The Plan mainly focusses on the number of women in the national police and armed forces, and in peace operations and the decision-making bodies of peace operations (first point, four out of 19 pages). It dedicates just over two pages to each of the four following issues: gender perspective in peace keeping; training for personnel on peace missions; human rights in conflict and post conflict areas and women's participation in peace processes. The NAP gives a reasonable description of the Italian achievements and commitments in all these sub goals, but lacks some crucial aspects, such as timelines, clear lines of responsibility and dedicated budget.

## Advocacy for UNSCR 1325

Throughout the process to date, the most successful strategy to develop a direct, open, structured and meaningful dialogue between civil society and policy makers seems to remain advocacy supported by sound data and analysis. The link with the international level is supportive for those engaged in this advocacy. For example, EPLO gender, peace and security (GPS) position papers and statements have been a crucial element in dialogue with the Italian institutions before and after the adoption of the Italian NAP. The paper 10 points on 10 years of UNSCR 1325 in Europe is cited in Italian official documents, and its update was presented and circulated in the NAP working group consultation at the Ministry of Foreign Affairs (2011) and later during a public initiative at the EU Parliament Office in Rome (2012). GPS recommendations and monitoring activities have been also a valuable support for dialogue and confrontation among Italian NGOs.

## Engaging with the NAP process

Civil society organisations were finally consulted late in November 2010, just before the NAP was adopted, in order to provide input and comments to the draft, particularly on point five (half a page) dedicated to Civil society's commitment to the implementation of resolution 1325. Specific suggestions on all these points were presented by the most active actors behind the 2010/10<sup>th</sup> anniversary advocacy activities (Action Aid and Fondazione Pangea), as well as by the independent expert who has been involved in the process (on both sides: institutions and

CSO). The CSO's advice was to delay the adoption until the NAP could be adapted to include the lessons learned from 10 years of international experience, in order to make a concrete advantage of the delay.

However, in the end, the institutions decided that due to the limited resources and time, the NAP would be adopted substantially as it was drafted, and conceived as 'a strategic framework', which will be fine-tuned to enlist further elements, including from an operational standpoint, in the course of its three-year term'.<sup>53</sup>

### **Monitoring implementation at the national level**

After the adoption of the NAP, the Inter-ministerial Committee on Human Rights (CIDU) in its capacity of NAP national focal point, undertook informal and formal meetings with the institutions involved and which had taken part in drafting the Plan, including a final session which was open to civil society representatives (the NAP working group). A couple of consultations were held in 2011, with open sessions dedicated to the implementation and monitoring of both CEDAW and 1325, leaving only a short time to discuss the specific issue of NAP. Only one consultation was convened in 2012, essentially due to the visit to Italy of Rashida Manjoo, the Special Rapporteur on Violence against Women. The meeting produced a concrete recommendation from civil society to build a database on training activities related to the NAP; the CIDU committed to this in the meeting, and information on it was shared afterwards to relevant stakeholders, but without any subsequent follow up and concrete result.

Among the institutional actors involved, the Defence Ministry seems to be one of the most sensitive and committed to the implementation of the NAP, developing gender perspectives in training as well as at operational and structural level. This has included defining the new position of a Gender Advisor. Less specific is the action of Equal Opportunities Department which limits its own mandate concerning training activities to the issue of violence against women. The Directorate on Development Cooperation pursues the goals of the Guidelines on Gender Equality and Women's Empowerment adopted in 2010, with initiatives in Afghanistan, Lebanon, Palestine, Somalia, and Sudan. On the CSO side, their involvement is more limited in quantity and coordination. It is now based on single, specific initiatives often focused on special aspects of the resolution, such as violence (Pangea), disaster (A Sud), advocacy (CSDC), research (Archivio Disarmo), field activities (Intersos), specific countries (Action Aid), and training (VIS). A more recent actor, Women Network for Peace, could now reinforce the peace building perspective and hopefully become a catalyst for the development of a national CSO platform.

The NAP dedicates half a page to Monitoring and Follow up activities; however, the national mechanism appears to be inadequate and no official report has been issued so far.

In the NATO framework, Italy seems to be more active, reporting about recent developments in the implementation of the NAP (Parliamentary Assembly, Rome, September 2011), still confirming the approach adopted for the NAP (data description coupled with general commitments).

Beyond that, Italy shows little engagement in monitoring at EU level, and rarely if ever attends the EU Informal Task Force on Women, Peace and Security. The first EU monitoring report on indicators, shows that limited data and analysis is available on 1325 implementation in Italy on two crucial aspects in particular: *training* where the corresponding line is unfilled and *funding*,

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<sup>53</sup> NAP p. 3

where the report notes that 'a large country such as Italy is missing'. Furthermore, the Italian NAP is not even mentioned in the May 2012 report, suggesting that Italy did not participate in the compilation of the report.

Civil society has taken some step to independently monitor and advocate for the implementation of the international commitments in some specific aspects of the resolution (protection) or countries, such as Afghanistan, supported by several parliamentary motions, where the greatest amount of Italy's funds for women's empowerment goes. Although civil society does not yet benefit from a common shared advocacy strategy on this issue, some active journalists are making valuable inputs.

### **Concluding remarks**

Three years into the NAP, implementation of UNSCR 1325 remains a challenge in Italy. Some positive aspects coexist with big obstacles. International cooperation had a dedicated Ministry (today is a Vice Minister's competence), after years of being marginalised; and the whole sector has undergone significant budget cuts (about 80% in 2008).

The Italian political landscape shows a general need for a change, and is dominated by uncertainty and instability. This suggests that the revision of the NAP within its allotted 3 year term (December 2013) looks unrealistic. Even the future of the focal point of the NAP implementation and monitoring (CIDU) seems to be unclear at the moment. Once the political and institutional setting is re-defined, new opportunities for policy development and concrete implementation will hopefully open.

# Kosovo

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Mimoza Pachuku (Kosova Women's Network)

Nicole Farnsworth (Kosova Women's Network)

## Introduction

Compared to 2010 when no National Action Plan on UNSCR 1325 (NAP) existed, Kosovo has made significant progress. The Government of Kosovo took the responsibility to draft a NAP and involved various stakeholders in the process, including representatives from women-led organisations. Government officials took the decision to draft the NAP following intensive advocacy led by women's organisations in Kosovo.

## Advocacy for UNSCR 1325

Women's organisations in Kosovo, particularly the Kosova Women's Network (KWN),<sup>54</sup> have used UNSCR 1325 in their advocacy for more than 10 years. Since the adoption of UNSCR 1325, KWN regularly has referenced the Resolution, particularly provisions related to women's participation in post-conflict peace and reconstruction processes. KWN utilised the Resolution in its advocacy targeting negotiators, foreign diplomats, UN representatives, the United Nations Mission in Kosovo, and the former Prime Minister, among other key decision-makers. Most recently, the process of drafting the NAP began almost immediately after a meeting between KWN and Deputy Prime Minister Hajredin Kuçi, during which KWN emphasised the importance of the Government of Kosovo taking the lead in drafting this plan.

Other key advocacy strategies have included: awareness-raising about UNSCR 1325 among political and civil administrators and citizens; monitoring Kosovar and international institutions' implementation of UNSCR 1325 and producing regular reports; advocating for the implementation of report recommendations; and forging collaborative relations among gender advocates in civil society and politics (women and men), towards this common cause. The two media documentaries produced by TV21 about UNSCR 1325 also may have contributed to greater awareness regarding UNSCR 1325.

## Engaging with the NAP process

Since February 2012, a multi-sector working group involving representatives of the government, parliament, civil society, and interested international bodies took part in the process of drafting a NAP. The Agency for Gender Equality in the Office of the Prime Minister of Kosovo (AGE) coordinates the official Working Group for the Preparation of the Action Plan for the Implementation of Resolution 1325 Women, Peace and Security. The Working Group involves 28 members from AGE, the Office of the President, the Prime Minister's Legal Office, Kosovo Police, Ministry of Justice, Ministry of Internal Affairs, Ministry of Labour and Social Welfare, Ministry of Finance, Kosovo Security Force, KWN, UN Women, Special Prosecutor's

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<sup>54</sup> KWN is a multi-ethnic network comprised of 100 diverse women's organisations located throughout Kosovo. KWN supports, protects and promotes the rights and the interests of women and girls throughout Kosovo, regardless of their political beliefs, religion, age, level of education, sexual orientation and ability. KWN fulfills its mission through the exchange of experience and information, partnership and networking, research, advocacy, and service. KWN has published numerous reports monitoring the implementation of UNSCR 1325 (see [2007](#) and [2009](#) reports). The latest, [1325 Facts & Fables](#) (2011), employs stories as well as information pertaining to the UN Secretary-General's indicators.

Office, District Prosecutor's Office, District Court, Supreme Court, National Security Council, Medica Kosova, Kosova Rehabilitation Center for Torture Victims, Kosovar Gender Studies Center, Office of the High Commissioner for Human Rights, Ministry of Foreign Affairs, and the Ministry of Education, Science and Technology. The Working Group thus includes both institutions dealing with security issues and civil society.

AGE supported by UN Women has coordinated the process, which has involved a series of Working Group meetings with the participation of the aforementioned stakeholders. There have been no known consultations with persons outside the Working Group. However, the participating civil society organisations have extensive experience working within diverse Kosovo communities; they have represented the interests of Kosovars in the drafting process. For example, they brought forward priorities of women who suffered sexual violence during the war, which was subsequently included in the NAP. There have been no consultations with persons in conflict-affected countries outside Kosovo because Kosovo does not have a military that can serve outside the country. The Working Group also drew from KWN's monitoring report as a key resource in drafting the NAP.

The draft NAP's priorities (planned outcomes), identified based on the Law on Gender Equality and KWN's research include: 1) increased participation of women in decision-making and peace-building processes; 2) integrated gender perspective and increased participation of women in security structures; and 3) victims of sexual violence, torture, and other forms of violence associated with conflict/war have access to functional mechanisms for their protection, access to justice, rehabilitation and re-integration. The draft NAP has a foreseen budget of €245,412, and €175,374 is expected to be provided by various Kosovar institutions; €70,038 (almost 30%) has yet to be secured. The draft NAP does not state clearly which institutions will bear the costs of each activity, though some will be covered by AGE.

Perhaps considering its unique political situation, Kosovo does not presently seem to have plans for participation in EU-level efforts to implement UNSCR 1325. However, KWN has been continuously involved in advocacy at the EU on women, peace and security through various channels. For example, KWN together with government officials and women parliamentarians participated in a Kosovo Women Peace and Security Delegation that visited Brussels in November 2012, meeting the Directorate-General for Enlargement at the European Commission; Member of European Parliament Marije Cornelissen; and the European External Action Service (EEAS). During the latter meeting, the Kosovo delegation called for an instrument that obliges the European Union Special Representative (EUSR) to Kosovo to regularly consult with gender advocates as per UNSCR 1325. KWN also has sent various advocacy letters relating to the implementation of UNSCR 1325 to key decision-makers around the world. KWN liaises regularly with representatives from the EU Parliament and with Ulrike Lunacek, European Parliament rapporteur for Kosovo.

## **Concluding remarks**

While Kosovo has yet to adopt a NAP on UNSCR 1325, significant progress has been made since 2010 in drafting a NAP by an inter-sector Working Group that involves key institutions and civil society. The NAP's future implementation will depend on whether the Working Group is able to define more clearly institutional responsibilities for activities, budget allocation, and monitoring.



# Republic of Macedonia

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Balgorodna Shopova (National Council for Gender Equality)

## Introduction

Adopted in January 2013, Macedonia has one of the newer National Action Plans (NAPs). It is unusual, though not unique, in being based on a UN Women supported mapping exercise on UNSCR 1325-related issues, and is notable for the open nature of its development. However, currently it is too early to make a judgement on its implementation and impacts.

## Advocacy for UNSCR 1325

The process of NAP 1325 development was initiated by the Department for Equal Opportunities within the MLSP with the support of UN Women. More specifically, UN Women is supporting the Ministry of Labour and Social Policy, Department for Equal Opportunities in the process of development the first National Action Plan for the implementation of UNSCR 1325 through the implementation of a regional project Advancing the Implementation of UNSCR 1325 on Women, Peace and Security in Western Balkans (2011- 2013). One of the initial points for the development of NAP 1325 is the *Baseline/mapping study for the implementation of UNSCR 1325 and entry points for developing a NAP on UNSCR 1325* which presented an overview of the state of affairs regarding implementation of SCR 1325 in Macedonia and suggested possible entry points and recommendations for implementation. The study was realised by UN Women.

## Engaging with the NAP process

There were three women's civil society organisations involved in the drafting process (Antico, National council for gender equality and Macedonian Women's Lobby), as well as representatives of UN Women and academic institutions. The CSOs were selected for their profile and experience in the field of women, peace and security in Macedonia.

The process of development of the NAP was characterised by transparency and inclusiveness in the consultation process through the engagement of relevant stakeholders. The Working Group held five meetings to define the basic directions and goals for the development of NAP. The members of the Working Group prepared enough suggestions for the NAP. The final suggestions are integral part of the Draft NAP that served as a basis for the eight local workshops realised in April-July 2012. The aim of the local workshops was to gather input on local level, which was later considered during the process of defining the NAP in the sixth session of the Working Group. There were enough suggestions and proposals related to the implementation of the NAP at local level and most of them were taken into account in the final version of the NAP.

In September 2012, the Committee on Equal Opportunities of Women and Men of the Parliament of Macedonia held a public debate regarding the Draft NAP 1325. The MLSP published the draft version of NAP 1325 on its website which made the document available to the public. The draft was then circulated to all relevant institutions for additional adjustments, comments and approval.

## **Focus of the NAP**

The NAP for Macedonia was created during 2012 and signed on 9<sup>th</sup> January 2013 for the period 2013-2015. It has three strategic objectives.

1. Strengthening the gender perspective in the formulation and implementation of peace, security and defence policy of Macedonia.
2. Strengthening women's participation and contribution in the international civil and military missions Macedonia is involved.
3. Preventing violence and protecting women's rights in terms of peace, conflict and humanitarian disasters.

The plan has defined actors for each activity and strategic goal. The NAP has no dedicated budget. The NAP is the primary responsibility of the Government and the following institutions: Ministries of Labour and Social Policy (MLSP), Foreign Affairs, Internal Affairs, Defence and the Centre for Crisis Management. The NAP states that experts and representatives of civil society will be included in implementation but does not give details. For monitoring the implementation of the NAP an inter-ministerial working group composed of representatives of relevant ministries and experts in the field has been set up, which does not include civil society.

## **Monitoring implementation at national level**

The NAP is too new to be assessed for implementation and monitoring. However, it does state that activities under the NAP will not cause financial implications and will be implemented within the budgets of the institutions responsible for their implementation in the period 2013-2015.

The inter-ministerial working group, led by the MLSP is responsible for monitoring the implementation of the NAP, and will report periodically to parliament. Civil society is not part of this group. The inter-ministerial working group will propose the publication of public information materials, manuals and other texts appropriate for the implementation of the NAP.

Civil society plans to monitor the implementation of the NAP after the first year of its adoption.

## **Concluding remarks**

While the process of development was positive, some challenges for implementation of the NAP in Macedonia do remain. Some of the biggest challenges for the implementation of the NAP are: lack of budget, the need for consistent political will and overall gender sensitivity of the institutions. Even though the NAP provides trainings for rising the awareness and capacity building for UNSCR 1325, generally the gender awareness and sensitivity in Macedonian government and institutions and civil society is not at a satisfactory level.

Also the monitoring mechanisms envisaged are quite ad hoc and rather weak, and that they will face a severe problem in relation to the lack of gender-based analysis and sex disaggregated data (and indeed the lack of systematised methodologies within government for data collection, and generally limited access to information).

Underlying all of this, civil society sees the need for a deeper understanding of the SRC 1325 and its provisions and acknowledgement of its potential to bring about more profound systemic changes, thus preventing it from being regarded only as 'women's issues'.

# Montenegro

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Ervina Dabizinovic (NGO Anima)

Ljubomirka Ljupka Kovacevic (NGO Anima)

## Introduction

Montenegrin territory did not become directly involved in the armed conflict in Croatia and Bosnia and Herzegovina in the 1990s, but instead established a federation with Serbia (FRY). In 1997 Montenegrin leadership detached itself from the greater Serbia ideology and officially did not participate in the armed conflict in Kosovo. In 2003 FRY was reconstituted as a state union officially known as the State of Serbia and Montenegro. Montenegro remained in the union after the regime change in Serbia until the independence referendum in 2006, when it establishes a professional army and joined The Partnership for Peace. Montenegro is now a candidate country for EU membership.

Montenegro does not have a national action plan (NAP) for implementing UNSCR 1325. The Action Plan for Gender Equality 2013-17 acknowledges the need for implementing UNSCR 1325<sup>55</sup>. Article 8 and article 18 of the Constitution provide the constitutional foundation of gender equality policies. The following laws have been adopted: Law on Gender Equality in 2007, Law on Protection from Domestic Violence in 2010, Law on Prohibition of Discrimination, Labour Law and Election Law in 2011. Subsequent mechanisms were established: Gender Equality Committee of the Parliament, Department for Gender Equality in the Ministry of Justice and Human Rights, and a string of strategies for relevant national policies. These strategies included: the strategy for employment and human resources development, the prevention strategy for domestic violence, the Strategy for Combating Violence Against Women and the Strategy for Improving the Status of Roma and Egyptians. In addition, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) Committee produced an initial report on Montenegro (2010), but its recommendations were not made public.

Despite the adoption all these laws and national strategies which are meant to protect women against discrimination, prevent and combat gender-based violence and ultimately empower women, women's lives in Montenegro have not improved.

In 2008, the government adopted a National Security Strategy<sup>56</sup> which does not include a gender dimension. The human aspect of security is not at all in the focus of the state apparatus. Women NGOs with their activities advocated for the integration of gender perspective in policies and national strategies yet their demands have so far fallen on deaf ears. Women's organisations demanding changes in the current approach to security tend to be marginalised while organisations that are less critical of mainstream approaches are provided with adequate support and visibility.

There have been few attempts to discuss UNSCR 1325 at the institutional level. These include two international conferences organised in conjunction with Cetinje Parliamentary Forum called Women, peace, security – a decade after adopting UNSCR 1325 and two years after Montenegrin Parliament organised a series of lectures for the members of the Military of Montenegro on the subject of gender equality and UNSCR 1325. In December 2012 the Ministry of Defence, Ministry for Human and Minority Rights and Gender Equality Committee

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<sup>55</sup> Specified under goal 7, 7.5 of APGE. Full version of the document can be found at the website of the Gender Equality Committee: [www.minmanj.gov.me/organizacija/nap](http://www.minmanj.gov.me/organizacija/nap)

<sup>56</sup> The English version can be found [here](#).

of the Parliament organised a seminar entitled Gender Issues in Security Sector. The Ministry of Defence has appointed a gender equality coordinator.

### **Advocacy on UNSCR 1325**

Women's organisations have struggled to focus on advocacy on UNSCR 1325 due to limited resources. The primary focus of women organisations in Montenegro have been women's rights, education, violence against women and broader issues of gender equality that affect everyday lives of women.

On several occasions, however, women's organisations have started an initiative to raise awareness about the significance of UNSCR 1235 and the concept of human security. In 2010, the NGO Anima has, with the support of Global Fund for Women, conducted a small scale survey and organised a string of workshops for different groups of women in order to get them acquainted with the significance of the Resolution for building permanent peace. The workshops showed that: a) women are aware of their uncertain position, mainly caused by cultural and economic factors, and that violence against women is present in all spheres, but is predominant occurring in family settings; b) women lack sufficient knowledge of Resolution 1325 and do not see it as an instrument to bring change in terms of both protection and empowerment; c) patriarchal views of society are dominant – security is treated as a men's issue and the militarisation of society is perceived as a sign of security; d) alternative ways of advocating for peace, including issues of transitional justice and dealing with the past, are seen as threats to the current regime and to the maintenance of the status quo; e) there is a lack of political will to implement gender policies; f) civil society is not yet fully functional and developed, and i) there is a general lack of resources to be allocated to the development of gender policies.

In 2012, the NGO League of Women Voters carried out a project entitled *Women as a factor of peace and security* despite budget constraints. The project gathered representatives of the Ministry of Foreign Affairs and European Integration, Ministry of Defence, Police Directorate, Police Academy, Gender Equality Committee and representatives of Women NGOs from the region (Serbia and Bosnia and Herzegovina) who shared their experience regarding the development of NAPs for implementation of UNSCR 1325. On the basis of the project findings, the following recommendations were given: a) gender issues must be integrated in national security policies; b) there should be more women in decision-making positions; c) implementation of UNSCR 1325 should be incorporated in the Action Plan for Gender Equality 2013-2017; d) the process of developing a national action plan for the implementation of UNSCR 1325 should be launched and allow civil society participation; e) there is a need for continue awareness-raising on the resolution and for educational programmes addressing gender equality; and f) regional cooperation in this field should be strengthened.

As we pointed to earlier, the Action Plan for Gender Equality emphasised the significance of Resolution 1325 and defined activities for 2013. These activities are indeed a first step, but there is a need for a comprehensive strategy.

### **Concluding remarks**

Despite the adoption of laws and strategies to promote gender equality in the social political and economic spheres, fight discrimination against minorities, prevent and tackle sexual and domestic violence, there is little evidence of progress in the lives of women in Montenegro. The main obstacle lays in the lack of political will of the political elite to carry out reforms. Little has been done to address the main obstacles to women's empowerment in society. Women

remain largely discriminated, they are the ones mostly affected by poverty, they continue to suffer from gender-based violence and are almost absent from decision-making and from security structures.

The mainstream views on security are traditionally militaristic and state-centric and do not encompass the concepts of human security and are not responsive to the needs of women. The narrative of the ruling elite is that Montenegro is a country threatened by outside forces and can benefit from the partnership with NATO. This approach contributes to fuelling internal tensions and aims to maintain control by balancing fear among everyone. Tensions are growing and there is danger of repeating historical conflict scenarios in Montenegro. Citizens believe that the EU accession process will rescue them from internal conflicts while they continue to lose faith in their own power to make changes.

We believe that changes are possible only after replacing current governing elite (which is the same as of the 90s) and coalition, and securing obligatory abidance of all those regulations, declarations and resolutions which have been adopted and ratified, including UNSCR 1325. Until then, women's organisations will continue to fight to prevent complete silencing of critical thought of women in Montenegro and their demand for peace and justice.

# Netherlands

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Sophie Kesselaar (WO=MEN NGO Working group 1325)

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## Introduction

The Dutch NAP (2008–2011) was developed in consultation with civil society organisations through the NGO Working group on 1325 and is unique as it is the only NAP co-signed by civil society organisations.<sup>57</sup> The Ministry of Foreign Affairs (MoFA), together with civil society, led the process of adopting the second NAP, which has also been signed by the Ministries of Defence and of Education, Culture and Science, making these three the institutional signatories of the NAP. Among the more than 30 CSO signatories of the NAP, there are multinational NGOs, women's peace movements and diaspora organisations as well as knowledge and research institutes.

In 2011, the Netherlands adopted its second NAP on UNSCR 1325 for the years 2012–2015.

The second NAP (2012–2015) builds on the first one and in particular on the results of a mid-term review carried out in April 2010 which, given the wide scope of the original NAP, recommended to narrow the focus and scope of the second NAP. A decision was taken to: focus on strengthening female leadership and political participation in a selected number of countries, on the basis of local initiatives; expand capacity both within the Netherlands and internationally and strengthen the internal organisation and the management of the network.

## Advocacy for UNSCR 1325

The Dutch Gender Platform WO=MEN facilitated the creation of an NGO working group on UNSCR 1325. The Working Group consists of NGOs and civil experts only and its establishment preceded the creation of the NAP 1325 collaboration. The Group conducts policy dialogue, agenda-setting, knowledge sharing and awareness-raising to advocate for the effective implementation of UNSCR 1325 within the Netherlands, with the government, as well as the Dutch Parliament. The aim of this work is to strengthen related 1325 and gender equality policies: possibilities for funding, coherency within various ministries, and greater accountability for effective implementation of UNSCR 1325 (NAP 1325 and beyond). Policy advocacy is also done within the EU and UN context, as well as within its bilateral partnership with conflict-affected countries. Results of the advocacy efforts include: 1) UNSCR 1325 is now a priority for the Ministry of Foreign Affairs; 2) a budget of 4 million EUR a year has been allocated by the MoFA for the implementation of the second NAP1325.<sup>58</sup>

## Engaging with the NAP process

The first NAP on UNSCR 1325 has been the result of the advocacy efforts of women's peace and development organisations since 2000 and was drafted in close cooperation with a number of CSOs. The NAP II was also a response to the general feeling that the Terms of

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<sup>57</sup> For the list of signatories check page 4 Dutch National Action Plan 2012 – 2015.

<sup>58</sup> This does not include any money spent by Dutch Civil Society or the Dutch Embassies on the issue of 1325.

Reference for the first NAP were too broad with too many goals while there was no budget to execute projects and therefore too little concrete results.

During the process of drafting the second NAP, people and organisations in conflict affected countries, for example the Afghan Women's Network, were involved to conduct peer-reviewing. Also, many of the signatories are in close contact with their local partners in the focus countries of the second NAP. Generally, local partners are closely involved in the drafting and implementation of country-specific projects. To the extent possible, local NGOs' demands for implementing UNSCR/NAP 1325 in their respective countries were integrated in the second Dutch NAP.

## **Focus of the NAP**

Compared to the first NAP, NAP II is focussed on the specific theme of supporting women's leadership and political participation, which is carried out through clearly defined thematic objectives and geographic focus areas. The NAP also includes a concept for an accountability mechanism (currently under development) and a dedicated budget.

The overarching goal of the NAP II is the creation of an enabling environment for women's leadership and political participation in fragile states, conflict and post-conflict areas and transition countries in 6 focus countries (Afghanistan, Sudan, South Sudan, Burundi, DR Congo and Colombia) and the Middle East and North Africa (MENA) region.

Specific objectives are:

- Equal participation by women and men in peace and reconstruction processes at all decision-making levels.
- Consistent integration of gender and UNSCR 1325 into all Dutch signatories' policies and actions on fragile states and countries in transition and or peace building and reconstruction efforts in these countries.
- Increased awareness in the Netherlands, the EU, the UN and other regional and international bodies of the importance of gender issues in fragile states and transition countries and increased public support for UNSCR 1325.
- Effective and efficient cooperation between NAP signatories and other relevant stakeholders to ensure worldwide implementation of UNSCR 1325.

The NAP does not include a defined set of actions as it puts a premium on flexibility and the ability to respond to changing circumstances. Tailored priority actions are currently being developed by country focus groups. The Dutch NAP includes a dedicated budget of 2 million EUR for the 6 focus countries and 2 million EUR allotted to the MENA region for joint-projects and activities by NAP signatories. Funding for the implementation of the NAP has been allocated for the 4 year period between 2012 and-2015.

## **Monitoring implementation at national level**

### ***Implementation***

The NAP is being implemented both in the Netherlands, at the organisational and policy level, and at a practical level, in the NAP focus countries and region.

At the practical level, signatories work together in country groups and are currently active in either planning or implementing the first projects with local CSO partners in the focus

countries. The intention is to write project proposals jointly with local women's organisations and women's movements in the focus countries and region. Proposals aim to support local women's organisations in strengthening their capacities for participation in political processes and the security sector. For an overview of NAP-funded projects in the different country groups, please refer to the text box.

At the political level, the impetus around the development of the NAP II resulted in a greater attention towards the integration of gender policies in the ministries responsible for implementation of the NAP. The Ministry of Foreign Affairs is making efforts to mainstream gender internally, in the foreign policy pillars and in the priority areas of development cooperation both for the ministry's programmes in the Netherlands and through Dutch Embassies world-wide.<sup>59</sup> Impact of these policies on women and girls in conflict-affected countries has yet to be assessed. The Ministry of Defence developed an internal action plan for the implementation of UNSCR 1325.

The Dutch armed forces have made strides in planning and trying to operationalise a gender approach internally, as well as externally in its missions. For example, to overcome the severe imbalance between men and women in the military and in peacekeeping missions, measures are being taken to encourage women with children to be deployed to missions. Externally, gender advisers are regularly deployed on missions and pre-deployment training on human rights is offered to personnel, as well as to local police in the police training missions in Afghanistan and Burundi. Furthermore, a special training course on UNSCR 1325 has also been developed by the Dutch Ministry of Foreign Affairs for Dutch and other European military personnel.

### ***Monitoring***

A mid-term review of the first UNSCR 1325 was carried out. Unfortunately, the official evaluation at the end of the first NAP period was never completed and there is therefore no public document including the results of the evaluation, which CSOs severely deplored. The MoFA did not devote sufficient human and financial resources to the monitoring process. Also, the effort put into writing and preparing the second NAP shifted the focus to the future rather than looking back.

Learning from this experience, the NAP II includes a concept and dedicated budget for monitoring and evaluation. Currently an active M&E group, consisting of both CSOs and government officials, has finalised a more elaborated M&E framework. The aim is to provide insightful information on the results of signatories' projects in the focus countries, while at the same time ensuring that the monitoring process does not place an excessive burden on the representatives of institutions and civil society involved.

A mid-term report is expected to be finished in the fall of 2013. It will provide many insights into the challenges and opportunities faced in the implementation in the Dutch NAP focus countries, as well as the cooperation between the NAP signatories – the government, Dutch CSOs and local CSOs. Direct results from the focus countries will then be presented in detail.

Before finalising the monitoring framework, a small research (via questionnaires and a meeting) was carried out in 2012 to assess developments, progress and lessons learned of the collaboration among the signatories. As a result, a more 'natural' cooperation between signatories will be encouraged, one less focused on the search for project-funding. Also,

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<sup>59</sup> The four priority areas are: safety and rule of law; food security; water rights; sexual and reproductive health & rights and women's rights.



signatories will focus on strengthening already existing local networks working on gender, peace and security in the focus countries.

Besides actively participating in the NAP, CSOs in the WO=MEN NGO Working Group on 1325 continue to independently monitor the NAP 1325 process as well as the broader implementation of UNSCR 1325 by the government. The group contributed for three consecutive years to the annual Civil Society Monitoring Report on UNSCR 1325 of Global Network of Women's Peacebuilders (GNWP)<sup>60</sup>. Also, as a result of the lobby efforts of this group demanding for increased accountability from the government, since June 2012 the Dutch government is obliged to report periodically to the Parliament on the state of affairs of the Dutch NAP 1325.

In general, members of the Dutch parliament are very keen on ensuring attention to gender equality and women's rights, including the effective implementation of UNSCR 1325. For example, a Parliamentary Motion (Motie Diks) adopted in 2008 obliges the government to report on women's issues in a State of Affairs letter to the parliament on a yearly basis. Attention for women's rights and gender equality was further consolidated by nine political parties who signed the Gender Multi Party Initiative (December 2012), committing themselves to do their best in ensuring gender-just policy by the Dutch Government.

### **Concluding remarks**

The Dutch commitment to the implementation of UNSCR 1325 is considerable, both from the government and from a civil society perspective. Strong and committed lobby by Dutch civil society eventually led to the unique collaboration between government and CSOs in the Dutch NAP 1325 process. The collaboration has been inspiring, while at the same time a learning process for all actors involved. Building on the lessons of the first NAP, the second NAP (2012-2015) has shown real potential to strengthen cooperation further, with a set of programmes that are now being implemented in the focus countries and region.

At the same time, there has been on-going political commitment to UNSCR 1325, making it a focus area in the Dutch Human Rights Policy and prominently featuring in the Development Policy. Also, from a defence perspective, UNSCR 1325 and gender receive increasing attention, for example in pre-deployment trainings and missions.

Of course, these processes are not without difficulties. Civil society remains highly vigilant monitoring the Dutch international security policy and the actual implementation of above mentioned commitments. Civil society urges the government to be structurally included in all policy dialogue regarding peace and security and to find ways to ensure bigger impacts from the NAP's collaboration in the Netherlands and beyond.

The NAP collaboration remains a learning process for all actors involved, both those working in the Netherlands and in the focus countries. It continues to be a rewarding and promising process for those involved, one that has the potential to really set an example world-wide on how close collaboration between the government and CSOs can lead to improved outcomes.

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<sup>60</sup> GNWP report for 2012 [http://www.gnwp.org/wp-content/uploads/2010/02/Netherlands\\_Report.pdf](http://www.gnwp.org/wp-content/uploads/2010/02/Netherlands_Report.pdf)

## **NAP funding in priority countries**

### ***Afghanistan***

Oxfam Novib, Cordaid and Gender Concerns International, in cooperation with local women's organisations and telephone and internet services providers launched a one-year pilot project in January 2013. The project, called Bayan (Speak Out), wishes to stimulate dialogue and discussion on (more active) roles of women in society through a SMS-based blogging platform. The combination of SMS and social media makes it very accessible for men and women (especially young people) in villages and deprived areas of cities. The Afghan participating organisations will be trained by Dutch NGOs in the use of these media. Next to this, the Dutch government supported other activities in Afghanistan, such as increased participation and leadership of women in the police training mission in Kunduz.

### ***Burundi***

In early 2013, the international NGO, Search for Common Ground, began a 3-year project with local partners focusing on promoting active and passive voting rights of women for the elections in 2015. National and provincial (provinces Kirundo, Muyinga, Cankuzo and Ruygi) women leaders will be trained. Radio and film will be used to raise awareness and interest among the public on the roles of women. Also, the Dutch ministries of Defense and Foreign Affairs, together with the Burundian Ministry of Defense, Public Safety and Foreign Affairs, and local civil society organisations, will work together to establish 1325 within the Burundian security sector. Activities include building necessary facilities for female security personnel, training programs for women within the police and the army, and a military code of conduct in line with UNSCR 1325. Furthermore, Cordaid is discussing possible collaboration with the Netherlands Embassy on Capacity Building support for Burundi's NAP 1325 Steering Committee and other stakeholders.

### ***Colombia***

The organisations working in Colombia are currently formulating a program to increase participation of women in peace negotiations and promote reconstruction between the government and the FARC. The proposal is now in the final stage to be approved.

### ***Democratic Republic of Congo***

In early 2013, the international NGO, Search for Common Ground, started a three-year project with local partners working on building a network of potential women politicians and to train and guide them before, during and after elections. Also, media campaigns (radio, TV, press) will be used to increase support in the population of women in politics.

### ***Sudan***

The organisations working in Sudan are formulating a project proposal similar to that of the NAP project partners in South Sudan (see next). ICCO has recently had an external consultant perform a short assessment to provide insight into women's leadership situation in Sudan. Together with an assessment of organisational capacity of potential Sudanese partners, the outcomes provide important background information to explore the potential for and appropriate women leadership programme in Sudan. Additionally, there is a project planned in Darfur, which will support existing women leaders.

### ***South Sudan***

ICCO and IKV/Pax Christi and their local partners started a three-year project in early 2013. Within this project, potential women leaders will be supported to effectively operate in the political decision-making processes at the provincial and local levels. In addition, women leaders working at the various levels (village, town, province to national) will be stimulated to cooperate with one another. Also, the South Sudanese women's organisations will receive training and coaching to strengthen their organisations' management capacities (including financial management). The South Sudan NAP working group and the Ministry of Foreign Affairs are also working together with the South Sudan government on developing a NAP 1325 by end of 2014. This process is being linked to the New Deal, which is addressed in the Trade and Development

policy section of this report.

***MENA region***

In 2012, funding for the region group was limited, partly due to quick and non-transparent spending of the MENA 1325 budget by the MFA. In 2013, the region working group asked for clear(er) guidelines as to proposal writing and has now formulated two joint proposals, which have been handed in for approval. One proposed project focuses on improving human security with active participation of the local population, especially women and youth, and also includes policy influencing on issues of security with the goal of strengthening women's voices in policymaking. Women's networks, political and religious leaders and police will be engaged in the project. The second project focuses on strengthening women's voices and their increased participation in peace and security processes, at the regional and national levels. Enhancing women and men's understanding of 1325 and the value of women in peace and security, and building capacities of women and peace organisations, will be included as well. The two programs are expected to start by late 2013.

# Norway

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Vibeke Risa (Norwegian Refugee Council)

Jon Rian (Forum for Women and Development) on behalf of Forum Norway 1325

## Introduction

The Norwegian government prioritised UN Security Council Resolution 1325, and was one of the first governments to launch an action plan in 2006. As five ministers have signed the National Action Plan (NAP) in 2006 and the related Strategic Plan (SP), UNSCR 1325 should have a firm foundation within the government.

## Advocacy for 1325

The process of developing the SP started in March 2010. It was discussed whether or not the NAP from 2006 should be replaced by a completely new NAP, but the Ministry of Foreign Affairs (MFA) felt this was too time-consuming, and it was rather decided to develop a more specific strategic plan in addition to the NAP. At a meeting organised by Forum Norway 1325 (a network of 20 Civil Society Organisations or CSOs) with the coordinator of women, peace and security at the MFA in March 2010, CSOs representatives demanded to have an active role in the process. They also suggested the establishment of a working group with representatives of political leadership, relevant ministries, armed forces, the police, CSOs and researchers which would meet regularly to identify priorities and goals. The MFA accepted this suggestion, and organised at least three large meetings where representatives of the mentioned stakeholders were present. They also hired an external consultant to work on the strategy.

The Norwegian government is generally open to advocacy and constructive criticism by civil society. A small group of parliamentarians are also eager to listen to the civil society, while most parliamentarians are not very interested in UNSCR 1325.

## Engaging with the NAP Process

Norwegian CSOs actively provided written and oral inputs during the process of developing the Strategic Plan. These included recommendations like:

1. Assert a specific and measurable goal on women's representation in peace processes where Norway is involved.
2. Channel more support to local CSOs and networks (including women's organisations) that are active in local peace initiatives and the prevention and resolution of conflicts.
3. Ensure special prioritisation and specific, measurable goals in Norway's efforts to prevent and protect against sexual and gender-based violence in conflict settings, as well as a greater focus on ending impunity for perpetrators.

These recommendations were taken into account, and they are reflected in the strategic plan in a much more concrete manner than in the NAP. The Strategic Plan is divided into 5 main priority areas, which were identified during the 2010 consultation process. These priority areas are: peace processes and peace negotiations; international operations; post conflict and peace building; gender based violence; and reporting.

There was no systematic consultation process where people from conflict-affected countries could provide input to the NAP

However, other important issues were left out: for example, civil society actors and researchers argued that it was essential to have a budget related to the various goals and activities in the plan. In the end no budget has been allocated for the implementation of either the NAP or the Strategic Plan, without any clear justification by the political leadership or the MFA. It is possible to find some specific budget posts in Norway's annual state budget allocated to women, peace and security (for some ministries), but it is very hard to find an overall public budget for UNSCR 1325. According to the government's web pages 'in 2010, Norway provided NOK 1.2 billion (EUR 151.4m) for measures aimed at promoting women's rights in countries that are in conflict or that have recently emerged from conflict'.<sup>61</sup> It is not clear how this amount has been calculated. In the SP it is stated that 'there is a specific annual allocation of NOK 300 million (EUR 37.8m) for women's rights, and in addition, NOK 140 million (EUR 17.6m) from the allocations for humanitarian assistance and peace and reconciliation is earmarked each year for the implementation of SCR1325'.<sup>62</sup> These numbers do not match the amount of 1.2 billion NOK (EUR 151.4m) specified on the web-pages, and it is not clearly explained for example what aspects of humanitarian assistance (including natural disasters) that would contribute to enhance the women, peace and security agenda.

CSOs argued that it would have been more transparent to allocate a separate budget for the implementation of the activities in the strategic plan or the NAP. FOKUS and Forum Norway 1325 have lobbied parliamentarians for several years to gather all efforts on Women, Peace and Security into one budget line in the state budget, so far to no avail.

## **Monitoring implementation at national level**

### ***Implementation***

The NAP (2006) is very broad, has no end date and lacks some essential tools for measuring its progress and outcome. This is evident from a comparative study conducted by the Nordic 1325-network in 2010. In this study, the NAPs from the five Nordic countries were compared and ranked based on a set of criteria. With vague goals, no timeline, no budget, no indicators and unclear division of responsibilities, the Norwegian NAP failed to meet the most essential characteristics of an action plan and was ranked in 4<sup>th</sup> place (only Iceland had a weaker NAP). With only one public progress report during the period 2006-2010, it was very difficult to measure progress and to say to what extent the NAP has been implemented.

In general it is difficult to identify 'major successes' in terms of implementation of the Norwegian NAP. The CEDAW Committee stated in its 8<sup>th</sup> periodic report to Norway that although the committee commends Norway's commitment to UNSCR 1325 including the NAP and its general financial support, 'the Committee is concerned about the lack of a measurable impact on women on the ground in conflict and post conflict countries, where women are continuously excluded from the peace negotiations, security discussions and reconstruction processes'. One of the recommendations in the CEDAW Committee's 51<sup>st</sup> report to Norway (2 March 2012) in relation to UNSCR 1325 is to increase the support to local women's organisations and networks. There are differences of opinion as to whether the Committee's intention was to refer to Norwegian organisations, or those in conflict-affected countries where Norway is active.

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<sup>61</sup> [http://www.regjeringen.no/en/dep/ud/selected-topics/un/women\\_gender\\_un/qanda\\_women.html?id=622146#124](http://www.regjeringen.no/en/dep/ud/selected-topics/un/women_gender_un/qanda_women.html?id=622146#124)

<sup>62</sup> Norway's strategic plan on women, peace and security, p. 5.

### **Impact of Norwegian Nap in conflict affected countries**

The peace process in the Philippines is an example of how Norway, as a facilitator of the negotiations between the Philippine authorities and the communist movement (represented by the NDFP), seems to have developed good cooperation between the interested parties while also including civil society actors to involve women and incorporate a gender perspective during the peace process. One example of Norway's indirect contribution is the funding of the international NGO Conciliation Resources which since 2011 has been leading an initiative along with International Contact Group, the International Monitoring Team and other international agents based in the Philippines to develop a common framework of commitment and action to respond to the UN Security Council resolutions and to the Philippine National Action Plan on Women, Peace and Security.

Nepal is another example of how Norway, through its Embassy in Kathmandu, has assisted the government of Nepal to put UNSCR 1325 on the political agenda, and to develop a national action plan on UNSCR 1325 in Nepal. Norway also funded a consultation process in which women from most regions of Nepal were given the opportunity to present recommendations for the action plan (organised by the local organisation Women's Alliance for Peace, Power, Democracy and the Constituent Assembly (WAPPDCA).

The impact of Norway's engagement to advance UNSCR 1325 has been less evident in other peace processes or conflict areas where Norway has been involved, such as Sudan/South Sudan, Afghanistan, Haiti, Palestine, Colombia and Sri Lanka.

### **Security sector implementation**

The military discourse has been more prominent in recent years. Parts of the discourse on UNSCR 1325 have focused on gender equality within the Norwegian armed forces. Another step was taken in 2009 onwards, when Norway started to send gender advisers/gender field advisers to NATO's operations in Afghanistan – both to the International Assistance Force in Afghanistan and Provincial Reconstruction Team in Meymaneh. It is not evident how this has contributed to an improvement for women in Afghanistan. Nevertheless, it has brought in new experiences to the discourse and might have had an internal effect within the Norwegian Army and possibly within NATO. Norway also funded the NATO Secretary General's first Special Representative for Women, Peace and Security (Mari Skåre, of Norway, appointed 27 August 2012). The Norwegian government has been criticised for creating a political alibi for their military presence in Afghanistan, by trying to establish a false impression that Norway is contributing to the military intervention of NATO for the sake of the advancement of women in Afghanistan. Others are more positive to Norway's attempt to promote UNSCR 1325 within NATO in Afghanistan, but the possibility for impact is now curtailed by the fact that the operation is drawing to its end.

### **Monitoring**

The NAP includes a reporting mechanism with specific dates when the reports from each ministry are to be submitted. The MFA coordinates the process, based on input from the ministries specified in the plan, all of whom rely on information from a range of sources, such as Norwegian embassies, the UN, multilateral organisations, NATO, research institutions and civil society. However, the mechanism is not result-oriented and in the period 2006-2010, only one report (progress report, 2007) was made public; there was an annual report in 2011 and another for 2012 adopted in August 2013.<sup>63</sup>

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<sup>63</sup> A short version is translated into English here:

<http://www.regjeringen.no/upload/UD/Vedlegg/Utvikling/Kvinner%20og%20likestilling/Women-peace-security-progr-report2012.pdf>

The SP requires each ministry to report on the goals, activities and indicators for which it is responsible and annual reports are made public. A network of relevant ministries, directorates, research institutes and CSOs has been set up to review the ministries' annual reports. So far the annual reports are largely a narrative of disjointed activities that do not show how they together contribute towards fulfilling the commitments outlined in UNSCR 1325.

An external review of the SP by the Norwegian Agency for Development (Norad) as part of a broader evaluation of Norwegian efforts on women, peace and security in general of the SP is due to take place in 2014. In addition, the Norwegian government is developing a broader action plan on women's rights and gender equality in its foreign and development policy (2013-15), in consultation with the civil society and other stakeholders (published in July 2013 and not yet available in English). This action plan states that the SP will be reviewed and implemented from 2014.

A particular issue is that the role of civil society in monitoring and implementation is not made clear in either plan. The progress report for 2011 was circulated among the civil society in Norway prior to its release in 2012, albeit with a very short notice for comments. A consultative body has also been set up consisting of an inter-ministerial working group, relevant directorates, research institutions and NGOs. This group meets twice a year, to exchange experiences and also to review the monitoring report. Civil society's reaction to the progress report for 2011 was that it was very comprehensive and showed the strong prioritisation the government gives to UNCSR 1325, as well as the relatively broad spectrum of activities supported and carried out. However, it was also pointed out that it is difficult to see the overall results and a measurable impact on women on the ground in conflict-affected countries. The Norwegian State Secretary Gry Larsen responded that measuring results is a challenge, and that it will be a priority in the years to come.

There is no parliamentary oversight on the implementation of the NAP. Forum Norway 1325 has lobbied parliamentarians to organise an annual hearing on the results and the impact of public funds spent on women, peace and security. This would increase the accountability of the government towards the parliament, it would provide a platform for the civil society and research institutions to participate in a meaningful way, and would give an extra incentive to improve the reporting and focus on the results on the ground. So far civil society's lobbying has not met with a result, and there seems to be no broad support among parliamentarians for this idea.

## **Concluding remarks**

The major obstacle to the implementation of the NAP is a lack of political will to put the words in the plan into action. The Norwegian NAP states that 'In its policy platform, the Government has committed itself to intensifying Norway's efforts to promote a more just world. The implementation of UN Security Council Resolution 1325 (2000) on women, peace and security is part of this commitment.'<sup>64</sup> The action plan and strategic plan are no more than tools and steps in order to fulfil this commitment. The value of an action plan should not be overestimated, because it does not contribute to anything unless the priorities and goals in the plan are put into effect on the ground. Governments, armed groups and civilians affected by armed conflict should be in a better position to answer whether the Norwegian contribution to the implementation of UNSCR1325 has made a difference to women's involvement in processes aiming to achieve peace, justice and security.

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<sup>64</sup> The Norwegian Government's Action Plan for the Implementation of UNSCR1325 (Policy Declaration).

# Portugal

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Livika Kalden (Portuguese Platform for Women's Rights)

Nora Kiss (Portuguese Platform for Women's Rights)

Maria Macedo (Portuguese Platform for Women's Rights)

## Introduction

The Portuguese NAP was approved in 2009 for a five year period until 2014. It was coordinated by the National Mechanism for Equality, the Commission for Citizenship and Gender Equality (CIG) – a body of the Portuguese Administration under the direct supervision of the Minister attached to the Presidency of the Council of Ministers which holds an umbrella coordinating portfolio in the structure of the Portuguese Government. In order to guarantee gender equality mainstreaming, the CIG is assisted by a Consultative Council where all Ministries are represented, namely the Ministry of Foreign Affairs, the Ministry of National Defence, the Ministry of the Interior and the Ministry of Justice. Having been approved by a Resolution of the Council of Ministers, NAP thus has a strong implementation mandate.

All these bodies on the Consultative Council have a role in peace and security issues, and have a representative on the working group to oversee the implementation of the NAP, although precise responsibilities for working group members are not defined. While the NAP has clear goals, these are not made specific enough or prioritised in the text. The NAP does not have a budget.

The Portuguese NAP focuses on strengthening women's participation and representation in all efforts to promote peace and security. It promotes 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 and finally collaborating and cooperating with civil society to deliver on its objectives.

## Advocacy for UNSCR 1325

The NAP was developed mainly thanks to the strong involvement of women's human rights NGOs (WHRNGOs) working in the field of women, peace and security since 2000. These NGOs were involved in the global campaign to approve the Security Council Resolution 1325 and it is their advocacy which drove the development of Portugal's NAP.

In 2008, and specifically in the context of the creation of the Portuguese NAP, a consultation of civil society organisations (CSOs), individuals and research centres was made by the CIG. In 2009, a public consultation for contributions before the approval of the Resolution of the Council of Ministers took place 15-30 July, which CSOs felt was not an appropriate forum to foster in depth analysis and contribution from civil society. No particular media coverage took place on this issue. There was no participation of representatives from any conflict-affected countries in the process.

Civil society welcomed the NAP's fifth objective, which concerns collaborating with civil society. However, considering that the Portuguese NAP states that 'Portuguese 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', civil society considers that the Portuguese NAP falls short on the expectations raised by this recognition.



For example, the NAP development process represented a missed opportunity to focus on the proliferation and misuse of firearms at all levels, and through a range of topics including disarmament, demobilisation and reintegration policy and domestic gun control and domestic violence prevention. Moreover, Portugal, as much as other Member States, could have taken this opportunity to reinforce measures in the context of the Arms Trade Treaty and the UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and light weapons. Considering that Portugal has a strong technical cooperation with some Portuguese-speaking countries in the field of security forces, this dimension, if integrated, could have an important impact in preventing gender violence and respect for women's human rights in these countries.

Another missed opportunity was to use the annual National Defence Day organised by the Ministry of Defence for young people (at which attendance for both sexes at aged 18 is compulsory) as an occasion both to communicate on the NAP and to implement it by showing examples of good practice in terms of equality and gender sensitive behaviour. To date, young women members of the Portuguese Network of Young People for Gender Equality report sexist and inappropriate behaviours as being common on this day.

### **Engaging with the NAP process**

As mentioned above, the WHRNGOs have been involved in women, peace and security matters since 2000. This included ensuring a coordinated approach in Portugal among WHRNGOs and Development NGO's. One particular organisation played a lead role in this, the GRAIL Movement of Portugal, which played a paramount role in creating energy, synergy and lobbying action for this cause in Portugal at that time.

### **Monitoring implementation at national level**

#### ***Implementation***

Key achievements in the NAP implementation include strengthening the legal framework on gender equality, supporting women's access and participation in the military, promoting the women, peace and security discourse at national and international level and organising trainings on UNSCR 1325.

For example, for the 55<sup>th</sup> UN Commission on the Status of Women (CSW), Portugal organised a side event on the national implementation of the NAP to raise awareness. Portugal also proposed that the Director of UN Women should be invited to the UNSC regularly for her to have an overview on the implementation of Resolution 1325 and report on the participation of women in peace negotiations and/or electoral processes. Following this, on April 12, 2011, an open UNSCR debate took place on the topic of on Women, Peace and Security in which the Portuguese Permanent Representation actively took part. Throughout 2011, while a non-permanent member of the UNSC, Portugal gave priority in the negotiations and discussions to gender issues, human rights of women and the participation of women in political processes (in particular elections and peace processes). Finally, Portugal actively contributed to the writing of and active support for the priorities of the EU in the chapter on gender at the 2011 session of the Special Committee of the 4<sup>th</sup> Committee of the General Assembly of the United Nations, dedicated to cross-cutting issues relating to maintenance of peace.

In terms of conflict affected countries, within the framework of the NAP the Portuguese Government works with Mozambique, Cape Verde, Angola, Guinea-Bissau, São Tomé Príncipe, and Timor Leste in the fields of national strategy on security and development,

organised crime and crime investigation, gender violence, labour migration, education and training of human resources. Judicial trainings have been offered to selected female magistrates of those countries in the field of gender equality. According to testimonies of the officials of troops involved in peacekeeping and other operations, the implementation of the NAP, the involvement of the gender point of view, the trainings and the differentiated processes have contributed to an improvement in their work with the civil population.

### **Monitoring**

The NAP provides for the constitution of a Working Group, of at least one representative appointed by the ministries directly involved in implementing the PNA 1325. This working group is also responsible for the coordination of the NAP and for the elaboration of the annual progress reports and evaluation reports. The NAP mentions that this working group can be extended to others agencies and entities, but does not specify who, when or how. No external monitoring mechanism was foreseen. With no dedicated budget, the NAP does not mention at all how the measures will be funded, which is a major constraint to its implementation.

Objective 5 of the Plan is the 'Promotion of the participation of civil society in the implementation of Resolution 1325' and it has measures to include civil society in projects, dissemination of information, the creation of an area for the civil society on the internet and the inclusion of representatives of the civil society in the working group. However in the Implementation Report of 2012, no activities related to this objective were reported, and civil society was not involved in producing the report. The only independent monitoring is implemented by the Center for Social Studies of the University of Coimbra, through a state/EU funded project that aims at the critical analysis of the implementation of the NAP, including interviews with stakeholders and conferences and studies.

The NAP makes reference to the relevant international and EU frameworks, but as it is not yet translated into English, an effective functional link has not been made with bodies responsible at those levels. For example, while senior level EU and international positions in peace and security are published in Portugal, there are no specific efforts to promote the application of Portuguese women to these posts. Civil society has been more active in these policy arena, with the umbrella body the Portuguese Platform for Women's Rights holding an information/lobbying session in the headquarters of NATO in Brussels in 2010 prior and joining European Women's Lobby efforts in advocating NATO's Secretary General before the Lisbon summit; this network also collaborates with the European Peacebuilding Liaison Office on actions such as monitoring ten years of action in Europe on UNSCR 1325 in 2010, and advocacy events to mark the centenary of the International Women's Day.

The first and only official Implementation Report 2011 for the Portuguese NAP was published in May 2012 (*Plano Nacional de Ação para implementação da RCSNU 1325. Relatório de Execução 2011*). The report was put together by the Portuguese Government using the five implementation reports for 2011 submitted by the Ministerial Working Group. It includes reporting against some of the quantitative indicators mentioned in the NAP (for example the number of workshops held, or the number of meetings held, or a guideline translated and published etc.); but the NAP but does not set benchmarks, minimum standards or any qualitative or impact related indicators, and these are not seen in the report. It does not seem that any revision of the NAP or specific actions for the remainder of its implementation have been made.

## **Concluding remarks**

Civil society notes that much has been done regarding the implementation of the NAP and that the Portuguese Government is moving in the right direction. Still, there are many obvious technical shortcomings that need to be tackled in the following years to make the action plan more tangible, versatile and more vocal on the national as well as international level.

Portugal has become more active on the international level in discussing women's situation in conflict and post-conflict countries. However, the main obstacles to the implementation of the NAP are the lack of clarity of activities and the lack of a dedicated budget. Also, civil society should be more involved in the different stages of the NAP (implementation, monitoring, evaluation, revision) and their suggestions could be more considered. A consultative body comprised of different civil society actors could be established.

Moreover, right now, the NAP is very government-centred and there is a lack of transparency on the work done to achieve the objectives of the NAP. From civil society's point of view, women's rights should be more vocally addressed and there should be more media coverage regarding NAP and other related topics.

# Serbia

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Gordana Subotic (Women in Black, Serbia)

## Introduction

Serbia adopted its NAP in December 2010 after a process led by a working group of 11 line ministries chaired by the Ministry of Defence. The plans, goals and objectives are not specific since the NAP mentions a large number of complex activities to be implemented across 15 institutions it names but with no clear responsibilities. Up until now, the NAP has no budget and is being implemented as an 'additional activity' by the institutions. Furthermore, there is no coordination and communication on the implementation of these activities. Every institution has its own reporting system detached from the others (in terms of indicators, content and time frame). Civil society, including women's organisations from the Women in Black Network, who have been advocating for the implementation of the Resolution 1325 since 2005, were not included in the process. This has exacerbated their concern that the complexities of the post-conflict context of the Republic of Serbia are not reflected in the NAP.

## Advocacy for UNSCR 1325

While representatives of civil society organisations are very involved in this agenda, their analysis concludes that it was not through their lobbying that the momentum to develop the plan was formed; in fact women's civil society such as the Women in Black Network started their process of lobbying for a NAP at the fifth anniversary of 1325 in 2005, but with no clear result at that time.

Civil society lobbying has involved regional and global counterparts such as the International Network of Women in Black, UNIFEM (UN Women), OSCE, UNDP, the European Women's Lobby, and the Regional Women's Lobby for Peace and Security and Justice in south-eastern Europe.

Some civil society organisations are concerned that the NAP process, like a number of other processes relating to international frameworks in Serbia, represents more of an effort to gain international legitimacy for the government than a genuine desire to implement the substance of the 1325 agenda itself.

Women's CSOs have offered:

- to provide the list of the recognised women's organisations with over 20 years of experience working on the women, peace and security (WPS) agenda to be used for future consultations on WPS issues; this would respond to the government's concern that 'they did not know which CSOs deal with women's issues';
- to facilitate contacts with women's peace organisations at the local level (since the NAP suggests 'support to local peace initiatives of women');
- to be consulted when the institutions start with some of the small number of post-conflict problems tackled by the NAP such as disarmament, demobilisation, reintegration and rehabilitation programmes for women and man ex-combatants, reparations for women victims of sexual and gender-based violence (SGBV) committed during the wars of the 1990s, special programmes for women and girls refugees and internally displaced persons (IDPs) (since the women's CSOs from the Women in Black Network have extensive experience in these issues).

So far there has been no formal response to these offers.

## **Engaging with the NAP Process**

Two civil society organisations were involved in the drafting of the NAP, but the selection process is not clear and the organisations in question are not considered to be WPS specialists. Advocacy by women's CSOs for more transparency on this, longer consultations for the drafting process (which at each consultation period were set at 15 days), and a better reflection in the NAP of the post-conflict context of the Republic of Serbia did not meet with success.

Civil society comments were not necessarily taken up, including in important areas like the investigation, prosecution and provision of support for the victims of SGBV crimes in conflict, in particular victims of rape and other common post-conflict problems for Serbian women. There was also a sense amongst civil society that the NAP takes a specifically 'securitised' approach (as opposed to a human security approach) to the 1325 agenda, that transitional justice issues are ignored, and also that the history of women's peace activism in Serbia was not reflected. In addition, the approach of the plan to addressing gender equality issues is specifically quantitative, focussed on women's roles and positions in the security sector.

## **Focus of the NAP**

The NAP that emerged from this process has the following priorities: popularisation of NAP objectives for the implementation of United Nations Security Council Resolution 1325 in the public; execution of activities of the Political Council and multi-departmental coordinating body for monitoring implementation of the NAP for the application of Resolution 1325 in Serbia; establishing gender equality mechanisms at the level of ministries in Serbia; training personnel involved in institutional and gender equality mechanisms in Serbia; leading campaigns for increasing representation of women at all levels of education and training in the security sector; introducing gender perspective in policies, plans and practices in the security sector; increasing representation and training of women to participate in resolving conflict and post-conflict situations; introducing the gender equality policy in plans and practices in the security sector; introducing gender responsible budgeting in practices in the security sector; increasing women's representation in the security sector and their influence on the issues related to peace and security; systematic and effective protection of women and girls from all forms of violence and discrimination; implementing the gender equality policy in the practice of the Republic of Serbia.

In terms of EU linkages, the NAP references the EU Common Security and Defence Policy (CSDP). During the drafting of the NAP, the EU Strategy for Equality between Women and Men 2010—2015 was taken into consideration, as was the Plan of Activities for the implementation of the EU Strategy for Equality between Women and Men 2010-2015. Taking as a model the practice of EU missions of appointing gender advisers to civilian and military missions, the NAP envisages the introduction of such an office in Serbia, although this is yet to be realised.

## **Monitoring implementation at national level**

The NAP introduces a number of new institutional mechanisms for its implementation, set up by 2011. The Political Council is a political body composed by high political officials such as state secretaries in ministries, chairmen of parliamentary committees and gender equality mechanism leaders. It is the highest body responsible for 'creating political conditions for the realisation of the NAP objectives'. The first Political Council was formed in 2011 by the ministries; it held one meeting and was dismantled in 2012 due to the elections, then reformed

in 2013; there is no public information about its membership. The *Rules of Procedures of the Political Council* note that 'it is not planned for women's organisations to participate in the implementation of the NAP.'

The Multi-sector Coordination Body (MCB) is an inter-ministerial Government body composed of representatives of ministries and institutions involved in NAP implementation. It was formed in 2011 and consists of 13 members under the leadership of an official from the Ministry of Interior. According to a statement by the President of the MCB (July 2013) the membership of the body was changed in 2013 because some members retired and were replaced. None of the new members are representatives of CSOs.

The Supervisory Body was formed in 2013, after a delay of three years. It has six members drawn from, members of the parliament and parliamentary councils. It has held a first meeting with CSOs but its future plans are not clear.

Lack of budget continues to be an issue: in response to queries made by Women in Black Network regarding complaints concerning discrimination in the security sector, the report of the Ministry of Defence states 'the difficult financial situation in the society does not allow the allocation of special funds for effective protection of women in Serbia, and consequently in the security sector and in the Ministry of Defence and SAF'.

Positive aspects of NAP implementation have been the start of the dialogue of the MCB with women CSOs initiated by a CSO, the Belgrade Centre for Security Policy (BCSP) with the support of MCB and the Government Office for Cooperation with Civil Society in December 2012. Additionally, civil society has note that the Ministry of Interior has started to prosecute cases of domestic violence and violence against women in the police force.

### ***Civil society monitoring***

Groups of women's organisations began independent monitoring of the implementation of the NAP based on their own 48 indicators in 2011/12 and 15 indicators in 2012/13. The indicators were developed based on training for women's organisations organised by Women in Black with UN Women in June 2011. Women in Black drafted the Independent monitoring of the implementation of Resolution 1325 in 2012 and 2013 in Serbia with a focus on: the protection of women victims of gender-based violence committed during the war, participation of women in peace negotiations, the process of post-conflict reintegration, rehabilitation and disarmament, status of women refugees and IDPs, women's influence and participation in decision-making on defence and security, as well as the involvement of CSOs in the discussion of security issues.

BCSP published their own monitoring report which is complements the Women in Black one, being more focused on the status and protection of women against discrimination in the security sector, education of personnel on gender equality, media coverage of women in the security sector and the role of civil society in the implementation and monitoring of the implementation of the NAP. Lack of transparency of the implementation of the NAP creates challenges in the exercise of effective independent oversight of civil society and their reporting.

### ***Official monitoring***

The institutions are required by the NAP to publish their own reports on implementation, but few have so far been produced. MCB and MoD have developed their own indicators for reporting on the implementation of the NAP but they are not publically available; no information was available for the other institutions.

### **Concluding remarks**

Women's CSOs consider Serbia's EU candidacy as an important opportunity to change attitudes and adopt 1325 in the spirit as well as the letter of the NAP. This could be done by establishing clear mechanisms and efficient reporting systems for the NAP and its implementation in post-conflict and conflict countries. Women's civil society and grass roots organisations have a vital role to play in these processes which should be recognised and respected by the states. Women's CSOs are keen for their national and regional institutions to know that they are engaged and stand ready to share their expertise and participate as a partner to the institutions in the revision and implementation of the key post-conflict points of the NAP as described in this case study; they are keen to see the NAP implementation move from rhetoric to action, using an approach which empowers women and uses broader concepts of human security.

# Spain

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Mesa Peinado (CEIPAZ and WILPF-España)

## Introduction

Spain's national action plan (NAP) for the implementation of United Nations Security Council Resolution 1325 (UNSCR 1325) was approved by the Council of Ministers on 31 November 2007. Under this 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 Security and Defence Policy (ESDP<sup>65</sup>) 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 NAP is that there is no specific allocated budget for its implementation as UNSCR 1325 is considered a cross-cutting issue. Overall, the Spanish NAP is quite ambitious; however, the key question of implementation remains open, as well as the lack of calendar for its implementation.

## Advocacy for UNSCR 1325

Following the adoption of UNSCR 1325, very few civil society organisations (CSOs) were actively lobbying for a Spanish NAP. The active CSOs were mostly peace research and peace education groups. The peace research organisations whose work and activities have an international perspective have been very active in the promotion and dissemination of action linked to the implementation of the UNSCR 1325. Development organisations (NGOs) have also advocated for the integration of UNSCR 1325 in development cooperation projects in countries like Colombia, Guatemala and Palestinian Territories.

However, the development of a NAP has been predominantly a governmental initiative during the socialist government in 2007. This initiative was not sufficiently consolidated and with the change of government in November 2011, the political will was no longer there. It is difficult to identify who is in charge of the implementation and monitoring of UNSCR 1325 in the Ministry of Foreign Affairs. Civil society analysis suggests there is an institutional weakness in the Human Rights Office, which is in charge of the coordination for UNSCR 1325 implementation activities. There is also no budget for it and no evidence of the continuity of the work carried out until now.

UNSCR 1325 provided impetus for women's organisations work on peace and security, and a reference for women's request to take part in decision-making processes on peace and security issues or in post-war rehabilitation processes. The resolution further contributed to the strengthening of an international network of women's organisations sharing complementary approaches in their work on peace and security.

However, women's organisations in Spain were concerned about the use of UNSCR 1325 as a tool to promote a greater participation of women in the military services. The military discourse has limited acceptance of the resolution amongst the Spanish population also since Spanish participation in military missions abroad is currently strongly contested. In addition

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<sup>65</sup> Renamed since the Lisbon Treaty of 2007 as the Common Security and Defence Policy (CSDP).



there are various proposals for the reduction of military expenditure in light of the current crisis.

## **Engaging with the NAP Process**

The Ministry of Foreign Affairs and Cooperation (MFA) is the leading ministry involved in the development of a NAP for the implementation of UNSCR 1325. At the time, the MFA was developing a peace building strategy for development co-operation, and the NAP was part of that process. Several other ministries were involved in the Spanish NAP process, including the Spanish Agency for International Co-operation for Development (AECID, the 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, IECAH, a peace research organisation selected by the government. It was then subsequently discussed and commented on by other NGOs and peace research centres. Following these discussions, a number of consultative meetings were held between ministerial representatives, NGOs and experts on gender, development and peace building to discuss the implementation and development of the NAP.

The above strategy was to incorporate the contributions of different governmental and non-governmental actors. The Spanish government had political initiatives regarding gender issues at the time of the NAP adoption. The Spanish Agency of International Cooperation for Development made its contributions in the field of gender and peace building. The UNIFEM office of Spain, afterwards ONU-Mujeres, also had an important role. Several proposals were also made from civil society organisations. The working group on gender in the Cooperation Council, (an advisory body which includes the NGO platform, trades unions, ministries, private sector and development consultants; its role is to monitor and make proposals about development cooperation policies to parliament), strengthened the consultations with its knowledge of gender issues. And the Spanish Association for Peace Research (AIPAZ), along with other research centres, worked on awareness-raising activities regarding the UNSCR 1325 and supported the development of the NAP. The gender working group within Development NGO's Platform also played an important role.

Civil society organisations of countries affected by conflict were not formally consulted, but an exchange of ideas and analysis was undertaken with the organisations that worked for peace in Colombia or in the occupied territories within Palestine.

## **Monitoring implementation at national level**

### ***Implementation***

The NAP provided a window of opportunity for the adoption of gender-sensitive laws and for an increase in the budget devoted to gender-related issues. In 2007, a law for the Effective Equality of Women and Men (Act N° 3/2007) was adopted by the Parliament. Between 2004 and 2008 there was a significant budget increase in terms of gender related issues. At this point Spain ranked second in the world amongst donors for the gender and development sector, which favoured the creation of the NAP.

Building on this, the NAP had a major boost during 2009-2010. The tenth anniversary of UNSCR 1325 provided the impetus for many activities, especially in terms of field missions on development cooperation and peace building. A gender approach was integrated in

Transitional justice projects; training programmes on gender and peace building were implemented in those institutions responsible for Peacekeeping Operations. Support was given to African Regional organisations like the AU and ECOWAS in their work on women and peace building. Support was given to countries in conflict for specific programs seeking to institutionalise the early warning system in coordination with other donors.

The Ministry of Defence has actively implemented the UNSCR 1325. The Centre for Equality has developed various training activities and has promoted the participation of women in peacekeeping missions. For example the Centre for Advanced Studies of National Defence (CESEDEN) completed a course collaborating with the Dutch government on gender perspective and equality in international peacekeeping operations, which continue until now. Contributions have also been made to the Gender Perspective Committee of NATO.

From the point of view of countries affected by conflict, the greatest impact of the NAP is reflected in the incorporation of the gender perspective for development cooperation projects in priority interest countries for Spanish cooperation such as Colombia or the Occupied Territories. Activities in conflict zones, particularly in Colombia, the Occupied Territories and earlier in Bosnia, have been very relevant in supporting women's organisations working for peace building. A distinctive trait has also been the incorporation of the gender perspective within the military training for peacekeeping missions. The Spanish government organises training for Latin-American soldiers and for the Peace Operation soldiers, and this implies that the introduction of the gender perspective has had an interesting impact.

However, with the deepening of the economic crisis and the change of government in the late 2011, there has been a significant decline in the focus on gender issues and work on UNSCR 1325 has been suspended. The budget allocated to development cooperation has been reduced by 60%, leading to the interruption of the activities in progress, including those related to women and peace building. The Ministry of Defence remains the most active in the implementation of the UNSCR 1325 and maintains training activities related to peacekeeping missions, as well as the Equality Observatory. The Ministry of Foreign Affairs keeps data on its website from 2010-2011, but it has not been updated since then.

The recent Strategic Plan for Development Cooperation 2013-2016 restates the objectives established for the Gender in Development Strategy, and the Action Plan for Women and Peace Building; the AECID does the same in its the Gender Action Plan. Amongst other measures, it proposes the continuation of implementation of early warning systems, social care for victims of violence and terrorism, and the training of human resources for handling fragile contexts.

### ***Monitoring***

An inter-ministerial group was created in 2010 to ensure full implementation of the NAP. However, coordination remains a challenge. In theory, The Human Rights Unit within the Ministry of Foreign Affairs takes the lead. However, after November 2011, with the change of government, monitoring the implementation of NAP is no longer a priority. The information about NAP is not updated on the websites. The ONU-Mujeres/UN Women office based in Madrid, very active on the promotion of UNSCR 1325, was closed in 2012. It is very difficult to identify a person in the Ministries in charge of the implementation or the monitoring of NAP.

There is no institutionalised monitoring mechanism for the NAP. There is no evidence that the inter-ministerial group created to monitor and ensure the full implementation of the NAP will continue with the current government. There have been no appointments of staff responsible for monitoring and implementation in the responsible ministries.

The NAP includes a commitment to develop annual monitoring reports. There have been two monitoring reports to date (in 2010 and 2011, two in 2012 not yet finalised), covering activities from 2007 to September 2012. The first was made available online and subsequently removed. The subsequent ones are not public. Civil society's involvement in the monitoring process has been limited.

### **Concluding remarks**

The key achievements following the adoption of the NAP in Spain has been the inclusion or strengthening of the gender perspective in the development cooperation programs, in the activities of the Ministry of Defence and in the judicial system. However, these achievements cannot be solely attributed to the NAP.

The change of government put an end to the activities of the NAP, including those undertaken by the UN Women's Office in Madrid, recently closed following a withdrawal of the funding by the government. Furthermore, this is taking place in an atmosphere of concern by civil society organisations about a pushback on women's rights issues in Spain in particular with regards to the abortion law, the reduction of the budget for dependency law, restrictions on the use of the post-coital pill for young women, and resistance to the quota system to ensure greater participation of women in places where decisions are taken.

Currently women, peace and security in Spain is neither a priority in the government's agenda nor is it for civil society organisations.

# Sweden

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## Introduction

In 2006, Sweden was one of the first countries to adopt National Action Plan for UNSCR 1325. The early adoption was the result of strong advocacy efforts from civil society representatives.<sup>66</sup> The current Swedish NAP is a revision of the first NAP. Adopted in 2009 the NAP initially covered the period from 2009-2012<sup>67</sup>, but was recently extended to 2015.

## Advocacy on UNSCR 1325

Kvinna till Kvinna, Operation 1325 and WILPF Sweden are the main organisations advocating for the implementation of UNSCR 1325 in Sweden.

At EU level, the Kvinna till Kvinna Foundation is involved in advocacy both as a partner organisation of EPLO and on its own. The report 'Equal Power – Lasting Peace', financed by the EU, identifies obstacles to women's participation in peace building and includes concrete recommendations to the EU. It was presented at a conference at the EU Parliament in October 2012 and is now being disseminated to various EU bodies in Brussels and missions in the field.

Operation 1325 has specific expertise in civil society monitoring and NAP development processes and recently developed a comprehensive capacity-building concept titled NAP Navigator to increase the capacity among stakeholders to engage in NAP development processes.

The Swedish section of WILPF has a strong focus on preventing gender-based violence and strengthening women's participation through arms control, disarmament and other conflict prevention measures. For example, WILPF Sweden has engaged in advocacy for the inclusion of gender-based violence provisions in EU policies on international arms transfers.

## Engagement with the NAP process

Civil society was extensively consulted during the drafting of the first NAP. A working group was formed with representatives from several ministries, and a clear division of responsibilities. Consultations for the second NAP (2009) were less thorough. A few meetings with parliamentarians and several NGO's were held and one draft was shared, but there was no room for contributions to the text. CSO's from conflict affected countries were not consulted.

There is a Swedish collaborative network for 1325 that gathers relevant departments, ministries and government agencies as well as civil society representatives. Partners of the

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<sup>66</sup> Regarding advocacy strategies, please refer to the 2010 case study on UNSCR 1325 in Europe, produced by EPLO.

<sup>67</sup> 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.

network meet four times a year to share information and updates, but the network is not mandated to carry out any monitoring measures.

Civil society involvement in the development of Sweden's NAPs has decreased over time. For instance, CSOs were not consulted during the drafting of the seven indicators (see section below on Monitoring the implementation of the NAP), a process that was coordinated by the Folke Bernadotte Academy (FBA). Nor were CSOs included in the discussions leading up to the decision to prolong the second NAP to 2015.

CSOs such as the Kvinna till Kvinna Foundation, Operation 1325 and WILPF Sweden, have criticised the indicators for encompassing almost only quantitative measures and objectives (such as resource distribution), while for the most part leaving out more qualitative dimensions of the 1325 implementation. In addition, the indicators relate almost exclusively to implementation measures carried out at the national level, and fail to establish responsibilities for Swedish government ministries to report on their efforts to implement the NAP.

#### **Swedish NAP's constraints, how should we tackle them?**

In November 2012, the Kvinna till Kvinna Foundation, Operation 1325 and the Swedish Committee on Afghanistan launched a study on the impact of Sweden's efforts to implement UN Resolution 1325 on women, peace and security in Afghanistan. The study, [Missing the Target](#), showed that despite the NAP, Sweden's intervention in Afghanistan has had little or no effect on the Afghan women when it comes to security or participation. It includes the following recommendations:

- In order for the Swedish National Action Plan for 1325 to become relevant and strategic, it should be complemented with a specific plan for each country in which Sweden is engaged.
- More energy needs to be put into qualitative effects on the ground. The indicators for the Swedish NAP need to mirror the whole NAP, not just the quantitative part of it.
- The Swedish government should report to the Parliament on its implementation efforts of the NAP for 1325 on an annual basis, in order to be held accountable and increased visibility of its work.
- A special rapporteur on 1325 should be appointed within the Ministry of Foreign Affairs, who should be responsible for coordinating the implementation of the NAP.

#### **Focus of the NAP**

The priorities of the current Swedish NAP are:

- The participation of a considerably larger proportion of women in international peace-support and security-building operations, within the framework of regional and international organisations, and operations should be implemented with a gender perspective, in order to increase their effectiveness.
- To strengthen the protection of women and girls in conflict situations based on an analysis in which women participate actively.
- Women in conflict areas should participate fully and on equal terms with men at all levels in mechanisms and institutions for conflict prevention, crisis management, peace-building, humanitarian operations and other initiatives in a post-conflict phase.

The NAP does not elaborate on how and on what grounds these specific goals were identified. In addition, there is no allocated budget for the implementation of the NAP.

The NAP includes references to EU-level engagement, stating 'as a member of the EU, Sweden has a special interest in, and responsibility for, ensuring the full implementation of

Resolution 1325 in EU peace-support and security-building efforts'.<sup>68</sup> This statement is then followed by a number of objectives but there are no indicators or lines of responsibilities linked to these objectives.

## Monitoring implementation at national level

The first Swedish NAP included wording on the establishment of a monitoring body, but the current NAP fails to include such provisions.

Seven implementation indicators were developed by a group of representatives from Swedish government agencies, led by the FBA, as a complement to the current NAP. These were adopted in the fall of 2012.<sup>69</sup> The first report on these indicators was released in February 2013.<sup>70</sup> It highlights a certain degree of success in responding to indicator 1.1, about the necessity of recruiting more women for international missions.<sup>71</sup> In addition to this, the report concludes that the reporting authorities have strengthened their efforts relating to gender mainstreaming, but that much work still remains to be done, primarily on internal strategies and guide lines.

In its discussion on indicators referring to women's protection and participation, the report mentions funding distributed by the Swedish government agency Sida. According to Sida, approximately 2.5 billion SEK of the 4 billion SEK allocated for development cooperation in conflict regions has been invested in projects with 'direct or indirect influence on women's security and participation in peace processes'.<sup>72</sup> The report recognises, however, that no sufficient instruments for evaluation have been developed. No CSOs were consulted in drafting the report.

Despite current efforts, such as the 2012 indicators and the corresponding reporting, monitoring mechanisms are not adequate. The indicators do not fully reflect the content of the NAP, as they build almost exclusively on activities that already are carried out by the reporting agencies. The indicators seem to have been drafted with the purpose of including existing efforts within the framework of 1325 implementation, leaving essential parts of the NAP unmonitored. In addition, the methodology for the reporting against the indicators is weak.

There is no parliamentary overview on the implementation of the NAP. CSOs have repeatedly requested that the government report on the NAP to the Parliament, so far to no avail. The government previously issued annual reports that summarised efforts carried out by relevant government agencies relating to UNSCR 1325. However, these reports were not based on indicators or matrix and were thus inadequate as a tool for monitoring and evaluating existing efforts. Operation 1325 published a shadow report in 2012 on the Swedish implementation of Resolution 1325, but this report was based on the resolution as such rather than on the Swedish NAP.<sup>73</sup>

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<sup>68</sup> *Ibid.*, p 16.

<sup>69</sup> The group elaborating the indicators: Folke Bernadotte Academy (FBA), Swedish Armed Forces, Swedish Prison and Probation Service, Swedish Civil Contingencies Agency, Police, Swedish International Development Cooperation Agency (Sida). The Ministry for Foreign Affairs was consulted.

<sup>70</sup> The report is available at:

<http://www.folkebernadotteacademy.se/PageFiles/2803/Indikatorrapport%20gemensam%202012.pdf?epslanguage=sv>

<sup>71</sup> Of the staff recommended by the Folke Bernadotte Academy to international missions, 20 women and 17 men were deployed.

<sup>72</sup> Svenska myndigheters genomförande av FN:s säkerhetsrådsresolution 1325 perioden 1/1 – 31/12 2012, p 9.

<sup>73</sup> <http://operation1325.se/en/projekt/women-count-sweden-s-implementation-of-unscr-1325>

As official reporting has been inadequate, it is difficult to say to what extent the Swedish NAP has been implemented.

### **Concluding remarks**

To conclude we would argue that the main obstacle to the implementation of the NAP is the NAP itself. There is a lack of political will, expressed for example in the fact that there is no allocated budget for 1325 implementation, and government ministries and agencies remain reluctant to establish adequate mechanisms for monitoring, evaluating and discussing the NAP in cooperation with civil society.

Sweden needs to step up and strengthen its implementation efforts of UNSCR 1325. CSOs should be included as active partners in the drafting and reporting processes, which could be done by giving the Swedish 1325 network a broader and stronger mandate in terms of monitoring and evaluation. In addition to this, civil society could initiate a parallel process in order to develop more relevant indicators, fully reflecting the current NAP, as well as revise or re-write the current NAP (in the form of a shadow NAP).

# Switzerland

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## Introduction

Switzerland's first National Action Plan (NAP) on United Nations Security Council Resolution 1325 (UNSCR 1325) was adopted in 2007. At the time it was the result of a coordinated effort by Swiss civil society organisations campaigning for a NAP. Several NGOs joined forces with a dedicated Member of Parliament and a highly gender sensitive Foreign Minister.<sup>74</sup> Since then two revised versions of the NAP have been elaborated. The second revision lasted from 2010 to 2012 and the third revision will be launched in summer of 2013 covering the period from 2013 to 2016. In all three revisions the Center for Peacebuilding KOFF at swisspeace provided an important platform for civil society consultation. Organisations having a stake in or working in the area of Women, Peace and Security have been invited to comment on all three drafts. Thanks to this inclusive approach, a considerable amount of NGO inputs have been integrated into the NAP Framework.

The Swiss NAP on 1325 is primarily a governmental instrument. All measures outlined in the document are directed to strengthen the performance of the Swiss federal agencies without references to Swiss CSOs activities. The Gender Advisor of the Human Security Division (HSD) of the Federal Department of Foreign Affairs is coordinating and leading the development, the dissemination and the reporting of the NAP. The coordination between five ministries is guaranteed via the Committee for Peace Policy which set up an interdepartmental working group (called *Working Group 1325*). The working group consists of representatives of the two ministries responsible for most of the NAP activities, i.e. the Federal Department of Foreign Affairs and the Federal Department of Defence, Civil Protection and Sport.

## Focus of the NAP

In 2010 Switzerland was among the first countries to adopt a NAP in a log frame format. At the time it was considered to be a major achievement to integrate indicators and lines of responsibility in order to improve the progress monitoring. The first two versions of the NAP were structured along the three main goals of the resolution: 1) greater participation of women in peacebuilding; 2) prevention of gender-based violence and protection of the rights of women and girls during and after violent conflicts, and 3) a gender-sensitive approach to all peacebuilding projects and programmes. The third, and most recent, version of the National Action Plan incorporates the structure of the UN Strategic Results Framework on Women, Peace and Security 2011-2020<sup>75</sup> and will be aligned along the goals of 1) Participation, 2) Protection, 3) Relief and Recovery, and 4) Prevention. An additional fifth goal is dedicated to anchor the WPS agenda within the administration.

So far the Swiss NAPs have never specifically allocated budget to the implementation of UNSCR 1325. It would be a highly complex endeavour to calculate the total cost of all 1325-related activities (especially when it comes to mainstreaming), but it would be desirable to

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<sup>74</sup> To learn more about the advocacy and lobby strategies of the Swiss CSOs read the 2010 case study on the implementation of UNSCR 1325 in Europe, produced by EPLO.

<sup>75</sup> [http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic\\_Framework\\_2011-2020.pdf](http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic_Framework_2011-2020.pdf)



introduce a budget for 1325-specific activities for each of the main implementing actors. This, however, should support and not replace mainstreaming efforts.

Switzerland is not a member of the European Union thus there are very few references to EU-level engagement. The focus lies primarily on multilateral engagements at the UN, OSCE and Euro-Atlantic Partnership Council (EAPC) level as well as on bi-lateral activities.

## **Monitoring implementation at national level**

### ***Implementation***

It is difficult to estimate to what extent the Swiss NAP has been implemented. However, it is safe to say that there have been considerable efforts to further the women peace and security agenda and progress were made in different areas. In a nutshell one could say that Switzerland was quite outspoken and active in the multilateral arena at UN level and has achieved results with regard to recruitment of women for international missions. However, the integration of 1325 specific objectives and activities in programs and projects is less visible.

At the multilateral level Switzerland actively promotes the WPS agenda at the UN, the Human Rights Council and the OSCE. Since 2009, Switzerland supports the NGO PeaceWomen which facilitates monitoring of the UN system and information sharing in order to advocating for the rapid and full implementation of the WPS resolutions. The Swiss Mine Action Strategy 2012-2016<sup>76</sup> serves as a good practice example of how to integrate a gender perspective and 1325 into key aspects of a policy.

Some mixed results have been achieved with regards to recruitment and secondments. Today 46% of experts seconded to civilian missions are women. In the area of military peacekeeping the percentage of women remains low (7.3 %), but it is still higher than in UN peace mission (2% females). In 2012, only 4 out of 22 new recruits for the diplomatic service were women. With this selection the current Foreign Minister broke with the informal quota system that has been applied the years before. At senior-level also progress has been rather slow. Only 14 % of the heads of Swiss missions are women.

Bilateral activities include the support to grassroots networks and women's right organisations, as well as support for the development and the implementation of National Action Plans (for example in Nepal). Switzerland supports projects for female politicians in the Western Balkans in order to strengthen the position of women in parliament women's participation in election observation and in the electoral reform process. The increased participation of women is also a central objective of the regional strategy in North Africa, in the framework of which Switzerland has been supporting the transition processes in Egypt, Tunisia and Libya since 2011. In Tunisia for example, Switzerland supports a radio project made by rural women to reach out to women who are confined to the domestic sphere to inform them about the on-going political debates.

### ***Monitoring***

The monitoring and reporting on the Swiss NAP has improved considerably over the last years. In 2012, a significant amount of resources were invested to issue a first comprehensive report on the implementation of NAP according to the log frame. This was done as part of the backstopping mandate that KOFF provides for the Gender desk of the Foreign Ministry. The

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<sup>76</sup> [http://www.eda.admin.ch/etc/medialib/downloads/edazen/doc/publi/ppese.Par.0008.File.tmp/Humanitaere\\_Mineraeumung\\_Strategie\\_EN.pdf](http://www.eda.admin.ch/etc/medialib/downloads/edazen/doc/publi/ppese.Par.0008.File.tmp/Humanitaere_Mineraeumung_Strategie_EN.pdf)

Gender Desk of the HSD mandated KOFF to lead the process. All relevant state entities responsible for the implementation of 1325 were asked to report on the indicators outlined in the NAP. A wealth of data was collected despite the fact that some actors did not fully cooperate during the reporting. KOFF analysed the collected data and compiled it in the form of a state report. A shortened version of this Swiss Report on the implementation of 1325 will shortly be available to the public.

#### **Lessons learnt from the reporting monitoring process:**

- All measures outlined in the NAP should be formulated as close as possible to the operational practices of the actors concerned. Accountability lines also need to be as clear as possible in order to avoid a dispersion of responsibility.
- The initial attempt to formulate indicators led in some cases to a rather useless bureaucratic exercise (counting speaking points). The lesson learned is to focus more on a few specific and meaningful outcome indicators and conduct some qualitative studies in order to learn more about the impact of certain activities.
- It is important to link the Swiss NAP to the internal strategies promoting women's equal opportunities within the ministry as it is incoherent to promote values abroad which are not taken seriously at home.
- It is not advisable to invest too many resources into monitoring and reporting if these very resources are lacking when it comes to gender mainstreaming and the promotion of the WPS agenda within the administration. For this reason, the third NAP foresees to conduct only one comprehensive reporting every four years and to provide less resource-intensive progress reports for the years in between.

The lessons learned from this first comprehensive reporting effort are now being integrated into the revised version.

In spite of the fact that Members of the Parliament have been instrumental in pushing for the adoption of the Swiss NAP, there has not been any parliamentary involvement into the monitoring of its implementation ever since. In order to establish parliamentary oversight, the new revised version of the NAP asks for an annual reporting to the Foreign Policy Commission of the national council. The Swiss NGO and Civil Society consultations were coordinated by KOFF swisspeace. So far, there has never been a civil society shadow report but the new revised NAP foresees a mechanism in which the assessment of the NGO working group will be communicated to the interdepartmental working group and to the parliamentary commission responsible for Foreign Policy.

#### **Concluding remarks**

Even if some progress has been achieved when it comes to the implementation of the NAP, much remains to be done. Today the commitment to gender equality is under more pressure than it has been some years ago. A shift in discourse may be observed as well on national as on international level. This also became apparent at the last CSW on the Elimination and Prevention Against all Forms of Violence Against Women and Girls where several countries formed a strong block to resist the advancement of women's rights. There is a need for a persistent lobby otherwise there is the risk of backlash. The greatest obstacle to the implementation of the Swiss NAP is the lack of political will by some of those who are responsible for it. In most cases, no matter what policies are in place, the greatest achievements in this area are still attributed to committed individuals.

It has been difficult so far to assess the impact of the Swiss NAP in conflict-affected and fragile countries. In order to promote more qualitative evaluations, impact assessments are foreseen for the new Swiss NAP and its implementation.

# United Kingdom

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- building on the first version, 2010, prepared by Charlotte Onslow

## Introduction

The UK was the second country to launch a National Action Plan (NAP) in March 2006. This first document functioned as an internal governmental document and was referred to as a 'low-level action plan'. Mirroring the international stocktaking exercise around the 10th anniversary of UNCR 1325, the UK undertook a review of its activity and revised its approach, with a new NAP launched in October 2010. This NAP covers a three year period, from November 2010 to November 2013. It is described as a 'living' document that will be constantly strengthened with the input of civil society and updated to reflect real-time developments. The most recent update dates to February 2012.

## The 2010 NAP

As with previous NAP developments the 2010 NAP was largely developed by civil servants in London and in the UK mission to the UN in New York. However, for the first time the UK decided to develop a 'bilateral section' of the plan to focus the NAP's activities in three priority countries (Afghanistan, Democratic Republic of Congo and Nepal). This also engaged UK civil servants working in those countries to focus on 1325. However there was, at this point, little consultation with civil society, or governments in the countries affected by violent conflict.

The current NAP is divided into national, bilateral and multilateral sections:

- The national action section sets out how the FCO, DFID and MOD will adapt policy, programmes, training and operations to ensure that women, peace and security is incorporated into policy work on conflict and in conflict-affected countries. It describes actions that will be taken to ensure lessons are learned in programming in conflict affected countries, in training, in operations and in reporting. However, the NAP fails to address internal affairs. There is lack of attention paid to for promoting women's participation in UK decision-making processes related to peace and security or for ensuring that UK delegations to international peace summits include as standard an adequate proportion of women. The UK NAP also treats the WPS agenda as international in another way: it fails to acknowledge the relevance of the agenda to the issues in Northern Ireland or look at issues of women, peace and security within the Ministry of Defence. The GAPS Network has been pushing for the UK government to expand the NAP to look at this.
- The bilateral section has three country plans for Afghanistan, DRC and Nepal which are structured around prevention, participation, protection and relief and recovery and outline actions to be taken. In the February 2012 update, a regional section was added with an outline of a MENA plan, with more to be developed after consultation.
- The multilateral section talks of actions to be taken particularly at the UN and also at NATO, Commonwealth, OSCE and EU. Concerning the latter, the UK is to:
  - Continue to participate in the EU Human Rights and Gender Working Group in Afghanistan shaping its focus as it develops and implements an EU local

strategy to support human rights defenders and a local strategy to oppose violence against women (Afghanistan section).

- Continue to play a leading role in the EU working group on human rights defenders in Nepal which regularly considers the situation of women human rights defenders and agrees steps with local civil society on how to support women human rights defenders (Nepal section).
- Encourage the European Commission to build WPS issues into EU Country Strategies and National Indicative Plans (MENA section).
- Political support for the EU comprehensive approach on WPS, including mainstreaming gender into CSDP missions and operation (multilateral section).

The NAP is co-owned by the Foreign and Commonwealth Office (FCO), the Department for International Development (DFID) and the Ministry of Defence (MOD) - the key departments dealing with peace and security externally. The Northern Ireland Office and the Home Office are obvious departments to also be involved but they do not play a defined and formal role in the NAP. There is a cross-Whitehall Working Group on Women, Peace and Security that brings together FCO, DFID, MOD and the cross-departmental Stabilisation Unit to develop and implement the NAP.

There is still no dedicated budget allocated to the NAP. The GAPS Network has recommended the UK government establishes such a budget to be included, but this is as yet not implemented. We hope that this will be revisited by the UK when developing the next NAP.

### **Engaging with the NAP process**

Strong advocacy from civil society through co-ordinated action by the GAPS network and its member organisations, the influence and scrutiny of parliamentarians through the Associate Parliamentary Group (APG) on Women, Peace and Security and supportive civil servants have all contributed to the development of the UK's approach.

The process for consulting UK-based civil society organisations for the development of the NAP in 2010 was affected by delays, with short notice given for input and limited consultation. However, the UK government had a fairly open door to civil society throughout the NAP development process, inviting them to submit written contributions, holding a round-table with civil society and the then Minister Baroness Kinnock and regularly sharing drafts of the NAP with GAPS. During the development of the 2010-2013 NAP, GAPS members felt it was important to assist those officials in charge of developing the NAP who had limited time and resources allocated to them. The NAP could have been stronger with greater involvement of civil society, including organisations based in the conflict-affected countries prioritised in the NAP, in a formal, timetabled and transparent consultation process.

Since the publication of the NAP in 2010, cooperation with civil society and parliament improved thanks to the inclusion of an improved system of consultation in the revised NAP in 2012. GAPS organised six focus groups between June and September 2011, bringing together civil society, academics, government officials and parliamentarians. Three of these were held in Goma, Kabul and Kathmandu to involve civil society, including women's rights activists, and government officials of the focus countries in the bilateral section of the NAP. Many participants to these three focus groups noted that this was the first time they had heard that the UK had a specific plan on women, peace and security for their country. Following this, GAPS and the APG submitted a shadow report on the government's annual review of the

NAP with recommendations to feed into the February 2012 NAP update. Some of the recommendations included in the shadow report are reflected in the NAP update, though more structural issues remain to be addressed. We hope that this will be done in the development and implementation of the new NAP, to be launched in 2014. The GAPS Network is working with the UK on the development of the new 2014–2017 NAP, which has included increased consultation by Government.

Different GAPS members (CARE International, Amnesty International UK, International Alert and Saferworld) and Conciliation Resources are involved in EU-level advocacy, including through the Working Group on Gender, Peace and Security of the European Peacebuilding Liaison Office (EPLO).

## **Monitoring implementation at national level**

### ***Implementation***

Women's rights, peace and security do not always make it into relevant government policy and practice. Key new initiatives, including the cross-governmental conflict policy such as the Building Stability Overseas Strategy (BSOS) and related conflict assessment tools, have been launched without fully incorporating the principles of the NAP throughout them at inception although some steps have been taken to remedy this in implementation. Key obstacles to implementation include a lack of political will, limited financial and human resources, the prioritisation of other matters and considering women, peace and security as irrelevant to the issues under discussion.

The NAP includes a few references to EU-wide implementation. In the current NAP, the UK *inter alia* commits to providing political support for implementation of the Comprehensive Approach. It is positive to note the prioritisation of participation in the EU relevant working groups in conflict-affected countries, but more could be done in terms of coordinating action and ensuring cooperation among EU Member States. UK representatives have been regularly attending EU Task Force meetings. Contributions are, as is the case for most Member States, limited to reporting on developments regarding the NAP instead of contributing to strategic thinking on how EU Member States can better contribute to the implementation of UNSCR 1325 in a collective fashion. In response to the current UK review on balance of UK/EU competences, Conciliation Resources has raised the added value of the EU in the area of peacebuilding and conflict prevention and has suggested further coordination and cooperation EU-wide to ensure positive impact for those in conflict-affected areas.

#### **Success stories following the adoption of the NAP include:**

- One official within the FCO Conflict Department now has 80% of their role dedicated to women, peace and security.
- Some integration of women, peace and security into job descriptions of conflict advisors.
- One DFID official has dedicated time in their role to lead on women, peace and security.
- Development of a plan for the Middle East and North Africa (MENA) region and some inclusion of women, peace and security in MENA policy and practice.
- Some increasing awareness in the MOD around issues of women, peace and security.
- Some consultation with government and civil society in fragile and conflict-affected states in NAP development and implementation.
- Some inclusion of women, peace and security in implementation of the Building Stability Overseas Strategy (BSOS), the UK's main conflict prevention and response policy.
- Interest in revising the NAP framework to be more impact focused, including by hiring a consultant to look at strengthening current monitoring and evaluation.

- FCO toolkit on women, peace and security developed and sent to embassies and to be updated in Spring 2013.
- Progress in training within DFID and FCO and at the multilateral level
- UK pushed G8 declaration on sexual violence in conflict to include implementation of the Security Council Resolutions, the need for services for survivors, support to women's rights organisations and women human rights defenders, participation of women in peace negotiations and reviewing doctrine and training provided to national military and police.

## **Monitoring**

There is limited knowledge as to how the NAP is being implemented due to the weak monitoring and evaluation framework and the absence of specific, measurable, attainable, relevant and time-bound (SMART) indicators. The cross-Whitehall Group meets quarterly to review progress made, however the reports are not released. Civil society, through the GAPS network, is invited to attend some of these meetings. Two interim official monitoring reports have already been prepared for the current NAP, in 2011 and 2012. Women, peace and security leads in FCO, DFID, MOD and the Stabilisation Unit, plus desk officers for Afghanistan, DRC and Nepal were in charge of compiling these reports. The Associate Parliamentary Group on Women, Peace and Security hosts annual scrutiny meetings producing narrative reports. Civil society prepared a shadow report on the annual review in 2011. Following consultation with civil society and parliament, the current NAP was revised in February 2012.

Furthermore, parliamentary questions on progress made are regularly asked and meetings held between members of the cross-Whitehall group and civil society.

A full evaluation of the NAP is currently underway, the results of which will feed into the development of the new NAP in 2014. It is hoped that many of the issues outlined above will be addressed through the development and implementation of the 2014 NAP.

There is no information on the NAP's impact in conflict-affected countries.

## **Concluding remarks**

The current NAP, which is described as a living document, was launched in 2010. There is regular communication between the GAPS network and responsible civil servants. However, consultation of CSOs based in conflict-affected areas, particularly those prioritised in the NAP, was limited. It remains hard to assess impact as the NAP lacks SMART indicators. There are a number of success stories following the adoption of the NAP however, key challenges remain. In particular, the integration of WPS into relevant government policy and practice, such as Violence Against Women and cross-governmental conflict policy and related conflict assessment tools, continues to be limited. The 2010–2013 NAP also fails to acknowledge the relevance of the women, peace and security agenda to the issues in Northern Ireland or look at women's participation in decision-making inside the UK.

The GAPS Network is working with responsible civil servants in the development of the new 2014–2017 NAP and looks forward to an ambitious, forward looking NAP.

## Northern Ireland

Irene Miskimmon and Emma Patterson-Bennett (Northern Ireland Women's European Platform)

The post conflict status of Northern Ireland is referred to in the Irish NAP, but not in the UK NAP. The UK Home Office Minister for Equalities and Criminal Information (2010-2012) explained the UK's position as follows: 'The situation in Northern Ireland has never been considered to be an armed conflict, as defined in international law. Nevertheless, some aspects of UNSCR 1325 such as participation in peace and political processes are relevant to all states and the Government will continue to work towards increasing the representation of women in Northern Ireland in public and political life.'

While Northern Ireland is not included in this important UK policy document, relevant facts on the ground are monitored by local women's civil society which continues to lobby for a NAP for the province, or that it should be covered in the UK NAP. For example, local organisations note that there are only 18% women in the Northern Ireland Assembly, 23% in local government, and none in the highest levels of the judiciary. Civil society is concerned that women's voices and gender awareness are not included in important reports and strategies such as the 2009 report of the Consultative Group on the Past to 'find a way forward out of the shadows of the past'<sup>77</sup> and the report of the public consultation (July to October 2010) on the national programme for cohesion, sharing and integration.<sup>78</sup> There is only one passing reference to women in the new 'Together: Building a United Community'<sup>79</sup> strategy.

Northern Irish civil society also notes that the Irish government has not assumed its responsibility in this regard under the Good Friday Agreement: while it did produce a NAP in 2011, the only reference to Northern Ireland was a broad commitment to work with organisations and groups in Northern Ireland.

More positively, in 2010 an All Party Group on UNSCR 1325 Women, Peace and Security was set up in the Northern Ireland Assembly with the aim of raising awareness of the lack of participation of women in political and public life in Northern Ireland in areas outlined in UNSCR 1325. The group has been taking evidence from women's groups and organisations. Similarly, in London the Westminster Associate Party Group on UNSCR 1325 has set up an Inquiry into Northern Ireland and 1325. Written submissions have been received and the inquiry into UNSCR 1325 and Northern Ireland. There is now to be a second part to the Inquiry where oral evidence will be heard from women across Northern Ireland on their post-conflict experiences. The Inquiry was initiated by the Westminster Associate Party Group on UNSCR 1325 following on from the 2008 CEDAW Concluding Observations and GAPS Global Checklist in 2010. These drew attention to the absence of Northern Ireland in the UK NAP. This action is underpinned by recommendations from the CEDAW Committee after its 2013 review of the UK, where the Committee raised concerns for the continuing failure to fully implement UNSCR 1325 in Northern Ireland.

Women's civil society in Northern Ireland continue to make the case for supporting women's representation in peace building, noting the re-emergence of community tensions, and on-going issues around the lack of women in senior positions in public life, the impact of the economic downturn on women, and women's continuing concerns about their reproductive rights. They continue to argue that in all of this, the voice of women needs to be heard and the introduction of UNSCR 1325 in building an all-inclusive peaceful society has never been more necessary.

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<sup>77</sup>Report of the Consultative Group on the Past, Executive Summary, p4. Available at [http://www.community-relations.org.uk/fs/doc/executive\\_summary.pdf](http://www.community-relations.org.uk/fs/doc/executive_summary.pdf). Also known as the *Eames-Bradley Report* after the two co-chairs of the group.

<sup>78</sup> <http://www.ofmdfmi.gov.uk/csi-consultation>

<sup>79</sup> <http://www.ofmdfmi.gov.uk/together-building-a-united-community>

## Implementation on UNSCR 1325 in Europe

This study aims to build on the publication "[21 Case Studies of implementation of UNSCR 1325 in Europe](#)", published by EPLO in 2010, to provide a civil society perspective on the implementation of the resolution and particularly on the process of advocating for, developing, implementing and monitoring National Action Plans on Women, Peace and Security (NAPs).

The exercise generated a wealth of information which civil society organizations report they have used actively as an advocacy tool in their own country to push for the implementation of UNSCR 1325. Two and a half years later, EPLO would like to ask civil society organizations in Europe their views on progress as well as set-backs in the development, implementation, monitoring and evaluation of NAPs (or equivalent policies) compared to 2010. Civil society organizations who contributed to the 2010 publication are therefore invited to draft a brief case study taking into account the guidelines provided in part II.

The aim of the present study is therefore two-fold: 1) to **capture civil society views on progress in the development, implementation and monitoring on NAPs (or equivalent policies) since 2010** and 2) to contribute to **more effective advocacy on gender and peacebuilding at national and EU level in Europe**.

We would appreciate if you could coordinate with other interested civil society organizations in your country so as to have one case study per country.

For any question, please do not hesitate contact me [Giulia Pasquinelli](#).

**Thank you in advance for your cooperation!**