

# Chapter Two : National Action Plans & Strategies on Women, Peace and Security

*Excerpted from:*

*From Local to Global:*

## Making Peace Work for Women



NGO Working Group on Women, Peace and Security  
*Security Council resolution 1325 – Five Years On Report*



## 2 National Action Plans & Strategies on Women, Peace and Security

*“The Security Council...encourages Member States, the entities of the United Nations system, civil society and other relevant actors, to develop clear strategies and action plans with goals and timetables, on the integration of gender perspectives in humanitarian operations, rehabilitation and reconstruction programmes, including monitoring mechanisms, and also to develop targeted activities, focused on the specific constraints facing women and girls in post-conflict situations, such as their lack of land and property rights and access to and control over economic resources.”<sup>1</sup>*

Statement by the President of the Security Council, October 2002

Member States play a critical role in implementing SCR 1325 at the national and local levels. Because national governments participate in peacekeeping and rebuilding efforts and conflict prevention, their commitment to women, peace and security makes the difference between either ensuring that women have agency in survival and reconstruction efforts, or leaving existing structures of discrimination, poverty or violence unchanged.

National action plans and initiatives must attend to the broader question of gender mainstreaming in advocating for peace and security. Such initiatives draw not only on women’s experiences as a resource in formal peace-building and conflict avoidance, but also use gender as an analytical tool for rethinking key policy initiatives, ideals, goals, and actions. These are the more challenging aspects of efforts to implement resolution 1325. Nations must, in this regard, ask how an attention to gender *refigures* peacekeeping and peace-building efforts, rather than assuming that the inclusion of women solves the question *a priori*. Without such commitments, efforts to broker peace around the world may ignore – or even further contribute to – inequality, underdevelopment, or continued conflict.

While SCR 1325 can advance gender mainstreaming in United Nations reporting systems and programmatic implementation, Member States also play a critical role in implementing the resolution by incorporating policy on women, peace and security at the national and local levels. This chapter examines Member States in the process of developing a 1325 National Action Plan, or attempting to incorporate the provisions of the resolution into national and foreign policy.

To date, a fully completed National Action Plan has yet to emerge. However, significant progress is being made on several fronts. This chapter explores the significance of establishing gendered frameworks within national policy, especially

with regard to policy on peace and security. It takes a look at the global leaders in the development of National Action Plans on women, peace and security, including the United Kingdom, Denmark and Sweden. It notes in particular the UK's efforts to fulfil the obligations laid out in resolution 1325 in its draft National Action Plan. It also examines alternative strategies of systematizing the implementation of 1325, as is the case in Norway and Fiji, through integrating its provisions into a broader gendered framework. Lastly, the chapter attempts to visualize the strategies that would promote the development of national action plans and strategies in other States. It projects what peace-builders can do to advance the implementation of the provisions of SCR 1325 at the local and national levels, and presents examples of women, peace and security initiatives in places such as Uganda and Sri Lanka. The chapter concludes by highlighting the key issues emerging from this analysis, along with a set of strategic recommendations.

## Member States' Obligation to Integrate and Implement SCR 1325

Resolution 1325 obliges Member States to take action in several inter-related areas:

### *Participation of women in decision-making and peace processes*

The resolution calls on Member States to include women in decision-making and peace processes. First, it calls on Member States to increase the numbers of women at all decision-making levels in national, regional and international bodies responsible for the prevention, management, and resolution of conflict.<sup>2</sup> It also asks States to provide suitable candidates as special representatives and envoys to the Secretary-General to be included in a regularly updated, centralized roster.<sup>3</sup> Second, the resolution asks that all actors in negotiations and peace processes pay attention to the special needs of women and girls during repatriation, resettlement, rehabilitation, reintegration and post-conflict reconstruction. States are required to take measures that support local women's peace initiatives and indigenous conflict resolution processes, and to involve women in all peace agreement implementation mechanisms.<sup>4</sup>

### *The protection of women and girls*

The resolution calls on all Member States in peace-process negotiations to adopt a gender perspective and include measures that protect and respect the human rights of women and girls, especially with regard to constitutions, electoral systems, the police and the judiciary.<sup>5</sup> It also calls on Member States to consider the different needs of female and male ex-combatants when planning disarmament, demobilization, and reintegration. States are further required to give special consideration to the potential impact of sanctions on civilian populations and to protect women and girls from gender-based violence, especially rape, in armed conflict.<sup>6</sup> Member States, and indeed all parties, are urged to respect the civilian nature of refugee camps and settlements, taking into account the special needs of women and girls, and to include



women in the design and management of the camps.<sup>7</sup> Member States are specifically called upon to end impunity for, and prosecute perpetrators of, genocide, crimes against humanity and war crimes, including sexual and other forms of violence against women, and to exclude sexual and gender-based crimes from amnesty provisions in peace deals.<sup>8</sup>

*Gender perspectives and training in peacekeeping*

The resolution calls on the Secretary-General to provide States with training guidelines and materials on the protection, rights, and particular needs of women. Member States are required to incorporate these elements in their peacekeeping and peace-building measures. Further, SCR 1325 specifically calls on States to include HIV/AIDS awareness training into programmes for military and civilian police in preparation for deployment.<sup>9</sup> Finally, it invites them to increase their funding for financial, technical and logistical support for gender-sensitive training efforts undertaken by the UN.<sup>10</sup>

## Developing National Action Plans: Key Components and Strategies

The experiences of States that have begun developing National Action Plans provide valuable lessons for implementing 1325. Their challenges and successes chart a path for other States to develop policies, institute changes in government machinery, and consult with civil society. Based on these histories, a few approaches and strategies have emerged, the most significant of which are: 1) the use of gender audits and surveys to assess the current state of affairs on gender mainstreaming in national governments and peacekeeping efforts, 2) the formation of cross-government working groups to promote an atmosphere of cooperation and collaboration across government departments, and between the government and civil society, 3) the establishment of concrete mechanisms for monitoring and accountability, and 4) the allocation of sufficient resources to give the policies 'teeth' and substance. These strategies shed light on first steps States might take to implement SCR 1325.

### Gender Audits and Surveys

Gender audits are critical tools in national implementation efforts because they examine and identify existing operations, policies, legislation, funding and implementing actors. The audit's outcome presents a detailed picture of current initiatives to implement and address women, peace and security issues, how this is taking place, and by whom. It also foregrounds those areas where implementation is most critically necessary, and can help identify important actors not currently involved in implementing 1325, but who could have an important role to play in the development and actualization of a national action plan or strategy.

Another key advantage of performing a gender audit is that it helps counter duplication in policies, institutions and programmes, and fosters cooperation between government actors, such as the Ministries of Foreign Affairs, Defence, International Development, and other relevant government departments, parliamentarians, NGOs and researchers.<sup>11</sup> Gender audits should cover not only current initiatives in the national arena, but should also include peace and security missions in the field. The audit, then, also makes visible the transnational reach of national policy initiatives, and ensures that accountability travels between the field and the office.



## Establishment of a Working Group and Consultation with Knowledge Holders

The outcome of national efforts to implement 1325 will depend to a great extent on who sits around the drafting table. Most national action plan initiatives have involved the creation of cross-government working groups, which include politicians, government representatives, and NGO representatives. Such groups ensure that all agencies of government both participate in shaping new policy and also shed light on the particular expertise of their departments and agencies. Critical to such initiatives, however, is the reliance on local knowledge holders, and particularly those in areas affected by conflict. Including regular consultations with civil society actors provides an opportunity for veritable gender mainstreaming in national policy-making. Women's groups and other civil society organizations may provide alternative readings of policies and strategies, and shed light on the effects of policy on the ground. A broad-based working group thus allows for the possibility that different insights come to bear on the structure of power relations, and provides a forum for different – and sometimes competing – values regarding peacekeeping and peace-building processes.

## Monitoring and Accountability Mechanisms

National action plans must include defined goals and indicators, as well as measurable benchmarks to monitor and evaluate the implementation of 1325. Such mechanisms also serve to improve coordination, policy coherence and consistency.<sup>12</sup> It is critical, for example, that planned gender-awareness training be properly resourced, include a time frame for implementation, identify persons responsible for implementation, and include follow-through and monitoring of the application. Building monitoring and accountability mechanisms into national action plans ensures that all parties commit to measurable and effective change. More importantly, benchmarks keep alive the commitment to change, and ensure that the dedicated initiatives that launch the project carry through the difficult work of implementation.

## Guaranteeing Sufficient Resources

These efforts cannot come to fruition without sufficient resources dedicated to operational implementation at all levels. This poses a real challenge for governments everywhere facing austerity measures and rationalization. It particularly affects those countries most vulnerable to armed conflict, and those areas where women's rights are most difficult to uphold. The guarantee of national commitments to resolution 1325 must include a material commitment to properly fund initiatives arising out of national action plans. Without sufficient resources, such plans may remain abstract visions of good governance rather than tangible progress in institutions, policies, and actions.

## Global Leaders in National Action Plans

Many of the States that have gone furthest in implementing resolution 1325 at the national level are members of the *Friends of 1325* Group, a voluntary, *ad hoc* group of UN Member States that meets on a regular basis and aims to promote the principles of SCR 1325 in the six General Assembly committees, Economic and Social Council, and other inter-governmental bodies.<sup>13</sup> The group meetings, which are hosted by the Canadian Mission,<sup>14</sup> also sometimes include (by invitation) representatives from UNIFEM, OSAGI, and the NGO Working Group on Women, Peace and Security (NGOWG). The UK, Denmark and Sweden – all members of the Group – have developed draft national action plans on women, peace and security. To date, each State has carried out a gender audit and formulated a draft national action plan.

The following profiles the different actors involved in developing a national action plan in each State. It examines the development processes and components of each Plan, as well as the corresponding obstacles encountered. Finally, it examines how each Action Plan advances national implementation of SCR 1325, and analyzes how plans may be systematized, how they may invigorate existing policies and operations and facilitate the articulation of new policies and activities to address the gaps identified in gender audits and surveys. The UK's efforts to draft a Plan around the obligations laid out in resolution 1325 will be specifically examined as a possible model for implementation.

Norway and Fiji, the final States examined, stand apart in this analysis. They are also global leaders in the development of national policy on women, peace and security, but have adopted an alternative implementation paradigm. In their cases, efforts have been made to integrate SCR 1325 into a broader gendered framework. As these States have not yet fully developed a specific SCR 1325 framework, what follows illustrates how the resolution may be mainstreamed through a larger gender action plan.

### The United Kingdom

The recent publication, *Making it Work*, by Gunilla de Vries Lindestam,<sup>15</sup> profiles the UK's implementation of 1325. It emphasizes that the UK has played a leading role in supporting programmatic work to protect civilians in armed conflict by working with other Member States on the Security Council and by developing legislation and standards on protection issues. While it acknowledges that the development of a National Action Plan is still in its early stages, Lindestam's report concludes that the UK has made clear its commitment to promoting gender equity and women's empowerment.<sup>16</sup> For example, the UK was also a forerunner in pushing for a resolution on women, peace and security in response to civil society requests in 1999-2000. It also encouraged UN Member States to develop national action plans on 1325 implementation in a Security Council Presidential Statement in October 2004.



Nevertheless, with the drafting of a National Action Plan, Lindestam notes that the UK needs more follow-up activities and improved policy coherence and consistency to successfully implement SCR 1325.<sup>17</sup>

### Key Actors in the Development of the UK's National Action Plan

The *Foreign and Commonwealth Office (FCO)*<sup>18</sup> within the UK government is the focal point for coordinating the cross-government implementation of SCR 1325 at the national level. The Conflict Issues Group (CIG) within the FCO is the lead department on SRC 1325 policy.<sup>19</sup> Since the FCO is not an implementing actor, it links to SCR 1325 developments in the field through other sections of government such as the Department for International Development (DFID) and NGOs working in conflict-affected regions.

The *Whitehall 1325 Action Plan Working Group* was established to develop the UK National Action Plan. The FCO has functioned as the coordinator for this group, which has met on a regular basis to discuss the drafting of the Plan. The Whitehall Group is informal, consisting of members across three core departments (FCO, DFID and MOD).<sup>20</sup> The UK Working Group on Women, Peace and Security has also been involved by participating in meetings and giving substantial input on the initial draft of the Action Plan.<sup>21</sup>

An *all-party Parliamentary Group on women, peace and security* is currently being developed, based on the model of the Canadian Committee on Women, Peace and Security (CCWPS).<sup>22</sup> This group will bring the voices of civil society and academia to the Parliamentary level. Joan Ruddock, a member of the UK Parliament and strong supporter of 1325, is a key participant and advocate for this group. Civil society is also working to secure the support of a cross-party and House of Lords group to help monitor implementation and to raise additional awareness on 1325-related issues in Parliament.<sup>23</sup>

The *UK Working Group on Women, Peace and Security* consists of NGOs, women's networks, researchers and the gender section of the Commonwealth Secretariat. The combined efforts of these government and civil society actors have been instrumental in the on-going efforts to draft a National Action Plan.

While the UK government acknowledges that civil society is a key actor in the process, sharing of relevant information with civil society has not been systematic. For example, the UK gender audit was carried out within government structures, but civil society groups were not given a chance to provide input on areas covered by this audit. Additionally, results of the audit have not been shared with civil society groups.<sup>24</sup>



## Gender Audit

The UK's first step in developing a National Action Plan was to carry out a gender audit. The CIG carried out the audit.<sup>25</sup> On the basis of their findings, it was then possible to identify existing mechanisms and activities that might be incorporated as part of the National Action Plan, and designate areas to build on to improve implementation of 1325 in UK government work on peace and security.

## Draft Content of the National Action Plan

The draft Plan works to implement resolution 1325 provision by provision, providing strategies for implementation and action in relation to the obligations, not only of Member States, but of international bodies as well. This section considers the obligations laid out by resolution 1325, and the recommendations provided by the UK draft National Action Plan for implementation:

*Increased representation of women in decision-making and peace processes:* The UK draft National Action Plan seeks not only to increase awareness of the potential of women's roles in peace-making and conflict prevention among governments and Troop-Contributing Countries (TCCs), but also to encourage institutions, civil society, and governments to actively identify female candidates for positions.

*Encouraging the Secretary-General to Implement his Strategic Plan of Action:* The draft Action Plan aims to develop a Post-Conflict gender-mainstream programme to ensure the participation of women in post-conflict constitutional, judicial, and legislative reform, including truth and reconciliation and electoral processes.<sup>26</sup> The UK also acknowledges its role in supporting and developing UN leadership schemes, and notes that it should ensure that a gender component be included in all these initiatives.

*Providing candidates as special representatives to the Secretary-General:* The draft Action Plan notes the following measures that can be taken to provide candidates for inclusion in a regularly updated, centralized roster:

- increased information gathering regarding advertised positions within the UN
- development of networks of contacts nationally and overseas to identify suitably qualified candidates
- development of an inter-government departmental network to identify UK candidates for senior UN positions
- supporting training and immersion for future candidates



*Role of women in UN field-based operations (especially among military observers, civilian police, human rights and humanitarian personnel):*

The UK Plan commits to continuing to deploy female civilian police and military to UN-based operations and to increase participation by women through equal opportunity processes, government initiatives – such as scholarship schemes or other gender promotion strategies – and to provide immersion training and experience. The UK is also considering developing an inter-government department network to identify suitable UK candidates for senior UN positions.<sup>27</sup> Departments such as the MOD, FCO and DFID also commit to increasing the number of female trainers to train UK military, civilian police, and troops from TCCs.

*Incorporation of gender perspectives and components in peacekeeping operations:*

The UK draft National Action Plan seeks not only to incorporate gender perspectives in peacekeeping operations, but also to ensure that there is sufficient financial support allocated to gender units, and that gender advisors have continued access to senior decision-makers. The draft Plan also takes on the responsibility of ensuring that further Security Council resolutions and mandates for peacekeeping operations reflect gender perspectives. Further, the draft Plan specifically calls for the UK to incorporate gender perspectives into military doctrine, civilian police and other conflict-related personnel doctrines.

*Member States to incorporate training guidelines and HIV/AIDS awareness training programmes:* The UK commits to considering training guidelines supplied by the Secretary-General in UK military training programmes in international policing and TCCs.

*Financial, technical and logistical support for gender-sensitive training efforts:*

The draft Plan aims to support and encourage the DPKO to integrate UK-supported gender training manuals in its planning and training system on gender-related issues in peacekeeping, political and civil affairs, and to ensure that UK programmes are aware of the importance of voluntary gender-sensitive training.

*Gender perspectives in peace agreements:*

The UK draft Action Plan seeks both to include gender perspectives when negotiating and implementing peace agreements, and to use diplomatic facilities to encourage other Member States to do so. The draft Plan lists other possible agencies – such as UNIFEM or the Urgent Action Fund for Women's Human Rights – that should be supported to ensure women's participation in prevention, resolution, and peace-building.



*Protection of women from gender-based violence (GBV):*

The draft Plan seeks to examine the requirements for gender-related training and also formalize UK procedures on sexual exploitation and the trafficking of women and girls by peacekeepers and civilian police staff.

*Prosecution of those responsible for genocide and crimes against humanity:*

The draft Plan seeks to continue supporting policing and community safety projects and community justice projects, to tackle domestic violence, and to welcome the International Criminal Court's recognition of gender crimes as war crimes.

*Respect for civilian and humanitarian character of refugee camps:* The draft Action Plan seeks to continue supporting the UN High Commissioner for Refugees (UNHCR)'s work with refugees, the Gender and Age Mainstreaming initiative (GAM), and initiatives dealing with the risk of attack by former combatants, domestic violence in refugee camps, and the provision of safe spaces and support for women victims.

*Different needs of female and male ex-combatants in disarmament, demobilization and reintegration (DDR):* British involvement in DDR programmes has largely been limited to financial support; however, the UK was involved in programme delivery in Sierra Leone. In 2003, an independent, field-based report was commissioned and produced by DFID on the lessons learned through the UK's experiences working on ex-combatant reintegration in Sierra Leone. The study brought to light that, in some of the programmes in Sierra Leone in which the UK was involved, wives of ex-combatants, female ex-combatants and female victims of the war were excluded from the programme.<sup>28</sup> The draft National Action Plan indirectly responds to the results of this study by committing to review the training requirements for UK military and civilian policing units directly involved in the planning of DDR activities, and where possible, mainstream the requirements.

*Gender considerations in Security Council missions; consultation with local and international women's groups:* The draft Action Plan commits to implementing SCR 1325, developing effective monitoring mechanisms, and ensuring: a) that gender elements feature in the objectives of Security Council missions; b) that these missions meet women's and other relevant groups; and c) that these missions make concrete recommendations relating to women and girls in their follow-up reports. The UKWG has stressed that the National Action Plan should place greater emphasis on supporting and consulting with local women's peace-building initiatives and faith-based organizations.<sup>29</sup>



## Obstacles and Challenges

**Coordination:** Communication between the different government departments is an ongoing challenge in the National Action Plan development process, despite the existence of cross-government bodies.

**Staff turnover:** Many of these challenges are due to limited human resources within FCO, charged with coordinating the implementation of SCR 1325 across all government areas. In addition, the relevant government focal points often change and, as a result, the systematic and efficient implementation of SCR 1325 is interrupted.

**Ownership and Implementation:** The development of an Action Plan on women, peace and security risks having insufficient resources to implement the measures, even when they are fully articulated.

**Broader Consultation:** The human resource constraints with regard to development of the National Action Plan have detracted from efficient planning and coordination with resource persons outside government, such as NGOs, researchers and grassroots peace-builders.

Other key challenges include ensuring that the draft Action Plan will sufficiently address the agendas of different groups — civil society, NGOs, government agencies — and that it will be measurable, realistic and enforceable.

## Denmark

The Danish Ministries of Foreign Affairs and Defence have jointly formulated a draft Action Plan<sup>30</sup> with a comprehensive set of analyses and recommendations based on the Danish government's implementation of 1325. The Action Plan was distributed to the members of the Danish Parliament in June 2005. The Ministries will now work toward implementing the recommendations through their various activities.<sup>31</sup> With this June 2005 Action Plan, Denmark has taken a significant step forward in implementing SCR 1325 on the national level. Before this, implementation had mostly been viewed as a matter of increasing the number of women in the military; the Action Plan, however, goes beyond gender quotas and includes the protection of the rights of women and girls during conflict, as well as the involvement of women in decision-making and in peace and reconstruction processes. An entirely new area has also been introduced in the document involving gender training for Danish soldiers and developing instruments to strengthen gender aspects in the Danish military. This includes the collection of experiences and lessons learned from other countries that have carried out gender training with their defense forces.

## Key Actors

The Ministries of Foreign Affairs and Defense have been collaborating with Danish NGOs while developing the National Action Plan, but they have yet to have the same kind of regular consultations with civil society as the United Kingdom. Although civil society was not actively involved in drafting the draft National Action Plan, they have been active in initiatives such as disseminating information on the resolution, participating in public debates, and advocating for the benefits of the resolution in conflict prevention and resolution. A public debate/meeting on UNSCR 1325, organized by Amnesty International and the Danish Women's Council was held in 2005. During this meeting, a panel of NGO representatives, including the Danish Women's International League of Peace and Freedom (WILPF), and the Ministries of Foreign Affairs and Defence gave presentations on how they have initiated implementation of SCR 1325. A conference on women, peace and security, organized by the Ministry of Foreign Affairs and the International Equality Committee (IEC), with participants from NGOs, government representatives and others working on issues related to 1325, was held in September 2004. In 2003, the Danish government included the President of the Danish section of WILPF in the Danish delegation to the 5<sup>th</sup> European Ministerial Conference on Equality between Women and Men in the Council of Europe.

The *International Equality Committee*, a parliamentary forum comprised of politicians, government and NGO representatives, is continuously informed on National Action Plan activities and processes. All political parties in the parliament (*Folketing*) are represented in the IEC by their "equality spokespersons". Government representatives come from the Ministries of Social Affairs and Equality, Employment and Foreign Affairs. The NGOs representatives to the IEC include the KULU-Women and Development, Kvinderaadet/the Danish Women's National Council (KR), Dansk Kvinde Samfund/Danish Women's Society, and Masculine Forum. KULU and KR are both umbrella organizations; KULU has an international development focus while KR has a national focus. The chair of the IEC is appointed by the government from one of the government coalition parties.

Currently, there are no national coalitions working specifically on women, peace and security with participants from parliament, ministries/departments and civil society and academia, such as the Whitehall Group or the UK Working Group.

## Gender Audit

In preparing the National Action Plan, an audit was conducted by a cross-ministerial working group, consisting of the Ministries of Defence and Foreign Affairs, which was created in September 2004. It was expected that the findings of the study would form the basis for further research. The purpose of the audit was a first attempt to provide an overview of Danish 1325 initiatives.



## **Development of Denmark's draft Action Plan on implementation of Security Council resolution 1325 on Women and Peace and Security**

The Danish Action Plan has been organized into thematic areas around SCR 1325 implementation: national defence policy, the United Nations and Security Council, the European Union, the OSCE,<sup>32</sup> and NATO.

At this stage, the draft Action Plan has yet to include consistent timelines attached to each action item and does not include monitoring and evaluation indicators. This is due largely to the fact that the Action Plan was recently released and, to date, Members of Parliament and civil society have not yet had time to offer their comments.

### **Snapshot of Denmark's draft Action Plan on Women, Peace and Security:**

#### *Participation of Women in Decision-Making and Peace Processes*

Reflected in the Action Plan is Denmark's commitment to actively contribute, through its current seat in the Security Council,<sup>33</sup> to the inclusion of SCR 1325 language in all relevant Security Council resolutions and, specifically, to ensure the full and equal participation of women in the democratic processes in post-conflict societies.

#### *Consulting and Including Women's Groups in Peace Processes*

While the Action Plan contains recommendations on how to include aspects of SCR 1325 in peace-building operations, it also commits Denmark to involving women in the peace-building and reconstruction processes. As part of this strategy, it suggests that a study be undertaken to examine: 1) management documents within the Ministry of Defence—for example, Rules of Engagement, Standing Operational Procedures, Codes of Conduct; 2) education and training within the National Defence Force; and 3) gender-related tools. The study will identify the extent to which all three areas take women's role in peace-building and reconstruction processes into consideration. If it is found that women are insufficiently included, the next step is to design new policies to integrate women into all peace and reconstruction processes. The comprehensive set of analyses and recommendations also recommends using other States' experiences with gender training on an operational level in this assessment.

#### *Protection of Women*

The Action Plan on women, peace and security commits to ensuring that gender aspects are included in peacekeeping missions, and that sexual violence is subject to legal prosecution. Denmark has, additionally, carried out a study on the extent and the nature of sexual exploitation in the military, and has supported the United Nations Department of Peacekeeping Operations in preparing a manual on gender perspectives in the UN peacekeeping missions.

The Defence Command – an agency of the Danish Ministry of Defence responsible for the army, navy and airforce – has a policy of issuing unique and individual gender-based directives before every international operation. For example, the Danish operation in Iraq had a specific directive that included 1) a prohibition against gender-based discrimination, 2) a consideration of the plight of women and children, and 3) a consideration of women’s and children’s rights. The Rules for the Use of Force, to which Danish soldiers adhere, includes an obligation to use force when confronted with grave, criminal acts such as rape and human trafficking.

#### *Gender Perspectives and Training in Peacekeeping*

A key focus of Denmark’s strategies for implementing SCR 1325 is their commitment to regional and transnational peacekeeping and development operations. The Action Plan commits to taking a leading role in integrating SCR 1325 into European Union policy.

Denmark will actively strengthen the integration of gender aspects in the crisis management missions of the European Union, including in the terms of reference of the fact-finding mission. Denmark will ensure that the Council’s Conclusion on operations includes gender aspects, when considered relevant, and that the overall plan of operation describes the concrete actions that will be taken to protect women, as well as reporting requirements on gender aspects. Denmark will also work toward including gender aspects in the terms of reference of the Special Representatives of the European Union. The draft Action Plan recommends that Denmark initiate the inclusion of gender-related questions in the different steps of planning and implementation of a civil EU crisis management operation. Finally, Denmark will work towards a general mainstreaming of SCR 1325 within the European Union in accordance with the UN mainstreaming efforts regarding UNSCR 1325.

#### *Mainstreaming 1325 into regional institutions*

Along with taking a leading role in integrating SCR 1325 into European Union, the Danish National Action Plan also articulates Denmark’s commitment to promoting SCR 1325 in other regional institutions: the Organization for Security and Co-operation in Europe (OSCE) and the North Atlantic Treaty Organization (NATO). Through the comprehensive Plan, Denmark is committed to mainstreaming gender into all activities of the OSCE and to encouraging Member States to strengthen their implementation of SCR 1325. With regard to NATO, Denmark will work towards an evaluation on SCR 1325 initiatives in relation to NATO, including need assessments regarding additional information and training of NATO staff in relation to missions and official travels.



## Sweden

Sweden's work on SCR 1325 is one component of their broader work to promote gender equality and women's empowerment based on the Beijing Platform for Action as well as a large-scale programme on integrating a gender perspective in all government work. Substantial research and consideration has been dedicated to mapping out a strategy to integrate a gender perspective in conflict and post-conflict situations. Gunilla de Vries Lindestam's *Making it Work*,<sup>34</sup> commissioned by the Swedish Ministry of Foreign Affairs, presented a set of clear recommendations on how Sweden could proceed in its National Action Plan development process, based on the experiences of the United Kingdom, the Netherlands and Canada.

### **Key Actors in the Development of a draft National Action Plan**

Sweden created an Inter-Ministerial Working Group in late 2004 that was charged with developing a 1325 National Action Plan. The Working Group is comprised of the Prime Minister's Office, the Ministry of Foreign Affairs (currently the Departments of Global Security, European Security Policy, International Development, Human Rights and International Law, and the Africas Department), the Ministry of Defence, the Ministry of Justice (civil police as well as the Cabinet of the Minister for Democracy, Metropolitan Affairs, Integration and Gender Equality), and the Ministry of Industry, Employment and Communications.<sup>35</sup> Alongside its responsibility to develop a National Action Plan on women, peace and security, it also serves as a platform for sharing information and experiences on implementing SCR 1325. While the government supports the efforts of NGOs in implementing SCR 1325, the working group does not have any civil society members. However, a reference and dialogue group, made up of senior representatives from the government, non-governmental organizations, networks and research institutions, is being considered as part of a consultative process for finalizing the draft National Action Plan.

### **Gender Audit**

Like the UK and Denmark, Sweden carried out an audit, the results of which were given to the Inter-Ministerial Working Group to use in developing a draft National Action Plan. Like Denmark, the audit was intended to provide an idea of some of the ways in which Sweden has been implementing SCR 1325, as well as to identify gaps and areas where implementation should be intensified. The inventory covered a time frame of 18 months.

## Development of the Swedish National Action Plan

The National Action Plan is expected to focus on three levels: national, regional (including the European Union) and global (focusing on the UN). While a draft National Action Plan is still being developed, the Swedish government is currently undertaking a number of initiatives to implement SCR 1325 at different levels. As part of parallel development and implementation strategies, Sweden has launched a process in the OSCE aimed at fully implementing the resolution in the OSCE Secretariat, institutions, field missions and participating states. A seminar was held in mid-June 2005, with the main objective of promoting the implementation of SCR 1325 in the OSCE and thereby contributing to the equal and active participation of both women and men in common efforts to prevent conflicts and promote peace and security in the region. The issues will be brought forward further during the Human Dimension Implementation Meeting and through other groups and processes. A ministerial resolution is likely to be adopted in December. Similarly, Sweden has, together with other Member States, put the issue of gender on the agenda of the European Union's external relations, including the European Security and Defence Policy (ESDP) crisis-management operations. As another example, work is underway to continuously evaluate and strengthen the inclusion of gender equality aspects in all pre-deployment training for peacekeeping personnel, military, police and other civilian categories.<sup>36</sup> While the exact duration of the National Action Plan has yet to be decided, it is expected to have multi-annual timelines. The National Action Plan is expected to be forward-looking, adding new, refined and intensified activities and objectives.

## Norway

While Norway has not yet developed a National Action Plan on SCR 1325, it has been systematizing its implementation of the resolution into a broader gendered framework. In August 2004, the Ministry of Foreign Affairs (MFA) published a strategic framework called "Peacebuilding – a Development Perspective" which aims to mainstream gender into all processes and at all levels. Norway's SCR 1325 strategic framework will form part of a revised *Strategy for Women and Gender Equality in Development Cooperation*. While this is still in the planning stages, the strategy will encompass a framework on how to implement SCR 1325. The Strategy's time span will be linked to the Millennium Development Goals, to 2015.<sup>37</sup>

The MFA is coordinating SCR 1325-related activities within all Norwegian departments and ministries in an ongoing survey. In the earlier iteration of the *Strategy for Women and Gender Equality in Development Cooperation*, different departments and sections were required to give the MFA an overview of their gender-related work, including specific actions on SCR 1325, on an annual basis. In addition, the Norwegian Institute of International Affairs (NUPI) is performing an



audit of SCR 1325 activities that will be used to inform the 1325 strategic framework within the revised *Strategy for Women and Gender Equality in Development Cooperation*. Other relevant ministries in Norway, such as the Ministry of Defence, the Ministry of Justice and the Police, and the Ministry for Children and Family Affairs, research institutions, and various relevant NGOs, will also provide an updated list of their 1325-related activities.<sup>38</sup>

A *Cooperation forum for SCR 1325* has been established under the auspices of the MFA, comprising representatives from the relevant ministries and members of civil society, which will meet on a regular basis. The forum has the potential to serve as a key arena in which various actors inside and outside public administration can provide input and present their views.<sup>39</sup> It focuses on strengthening efforts to develop practical tools for ensuring that women are included in peace and reconstruction processes.<sup>40</sup> The Centre for Gender Equality in Norway, a government office that functions as an independent body, has also been actively involved in raising awareness of 1325.

### **Proactive measures taken by the Norwegian Government on SCR 1325:**

- ▶ From a donor perspective, Norway will continue to support activities that take due account of gender balance in peace negotiations, in reconciliation teams and in constitutional, legal and electoral commissions. Norway also supports the inclusion of gender units in peacekeeping operations, training on codes of conduct, gender sensitivity and awareness. It aims to continue to work through multilateral institutions, particularly the UN, to promote women's participation in peace processes and development.
- ▶ Norway strongly supports the integration of gender components in peacekeeping operations as well as civilian security operations. It recently supported a DPKO project aimed at building and strengthening DPKO's institutional capacity for mainstreaming a gender perspective into all functional areas of peacekeeping.
- ▶ Norwegian female police assisted Afghanistan in training women in their police force. In Colombia and Liberia, it supported UNICEF's efforts to demobilize and reintegrate child soldiers, including girl combatants. In West Africa, it also supports education efforts with a focus on women and girls, as well as projects aiming at women's participation in peace processes. When supporting humanitarian action in the Great Lakes area, Norway asks its implementing partners to include a gender dimension in their efforts.
- ▶ In January 2005, based on the spirit of SCR 1325, the Norwegian Ministry of Foreign Affairs (in co-operation with the Norwegian Institute of International Affairs) organized a conference in Oslo for women from South Sudan, representing various organizations and districts. They were brought together to voice their priorities and identify their roles in building sustainable peace in Sudan, as well as to see how the international community could support them to this end. This meeting took place less than a week after the signing of the Comprehensive Peace Agreement (CPA) in Nairobi on January 9.
- ▶ Norway also acts as impartial facilitator for the peace process between the Government of the Philippines and the National Democratic Front of the Philippines (NDFP). Their delegations to the peace talks consist of over 30 percent women.<sup>41</sup>



**Envisioning a National Action Plan: The Centre for Gender Equality in Norway suggests that a National Action Plan should prioritize the following issues:**

*1. A Norwegian Committee for the implementation of Security Council resolution 1325*

A committee should be established in order to secure mainstreaming of gender perspectives into all aspects of Norwegian work for peace, security and development.

The Committee could consist of experts from:

- ▶ The Ministry of Defence
- ▶ Research institutions
- ▶ Institutions with gender expertise
- ▶ The women's movement, including Norwegian groups with members that have experiences with conflict and war, and with violence against women in general
- ▶ The Norwegian Agency for Development Cooperation
- ▶ The Ministry of Foreign Affairs

The Committee must be allocated adequate resources to meet the goals set by an extensive mandate.

*2. Annual independent report on Security Council resolution 1325*

The committee or a research institution should produce annual reports. The report should be made independent of the ministries.

*3. Making governmental agencies responsible for the implementation of Security Council resolution 1325*

All relevant government agencies (Defence, Foreign Affairs, NORAD etc) should be obliged to report to the Committee for the implementation of resolution 1325.

*4. Public hearing*

The Parliament should arrange annual public hearings on resolution 1325 based on the findings in the annual report.

*5. Quotas to secure women's representation*

Norway contributes to peace resolutions in other countries. Hence, it has an obligation to secure increased representation of women in all efforts made to promote peace and democracy. According to the Norwegian law for gender equality, all government appointed committees should consist of at least 40 percent of the underrepresented sex. This principle should also be applied in negotiation processes initiated by the government of Norway or processes that receive Norwegian funding/support.



## 6. Special tribunals and forums to ensure the representation of women in peace processes

It is not always possible to ensure equal representation of men and women. In some instances, traditional patriarchal structures are maintained at the expense of equal representation of women and the work for peace processes. Sometimes, women involved in the work for peace may not wish to participate in official delegations. For instance, this may be the case in situations marked by corruption and lawlessness. In such situations, it is extremely important to break with the traditional patriarchal patterns in order to promote and strengthen women's roles in the peace processes.

If the formal process excludes full and equal participation of women, Norway should facilitate *ad hoc* hearings for women only. This will provide women with the opportunity to put forth their opinions and recommendations for future ways to peace and reconstruction. It is important that these *ad hoc* groups are given adequate resources. In addition, it is of vital importance that the discussions and recommendations put forth by such *ad hoc* groups be included into the agendas of the formal groups. This way, the peace process will ensure the inclusion of women, making the final agreements more sustainable and democratic.

## 7. Follow the flow of money: make a "gender budgeting" analysis of Norwegian funding

Gender budgeting is another way of securing that the needs and experiences of both men and women are taken into consideration. In this way, gender budgeting is one way to integrate a gender equality perspective. Based on gender budgeting, Norway can assess the degree of consistency between goals and means allocated to reach these goals. This will ensure the government's accountability.

The Centre for Gender Equality suggests that the Ministry of Foreign Affairs ensure that in all Norwegian (private and governmental) aid, all financial support be divided equally between men and women. However, in some instances, it is necessary to take into consideration the special situation of women in areas of war and conflict and put aside the 50/50 practice in favour of projects focusing on issues related to women and children's situation in areas marked by war and conflict. Documentation through budgets will provide necessary transparency and accountability with regard to the distribution of resources between men and women.

## 8. Create open processes grounded in NGO's expertise and peace efforts

Norway has been a facilitator in a number of negotiations between conflicting parties. Some of these negotiations have been marked by informal structures and lack of transparency. This method is not necessarily in line with the provisions in resolution 1325. The gender equality perspective is closely connected with transparency, openness and with an emphasis on equal representation. ▶



The Centre for Gender Equality proposes that Norway initiate methods and practices that encompass existing experiences and knowledge among the various NGO agents working with peace processes and reconstruction. An increased and more integrated level of involvement of NGOs in ongoing and future peace processes will help ensure a local grounding of actions, hence increasing the chances of a sustainable peace.

#### *9. Stronger measures for eliminating gender-based violence*

A National Action Plan should place more emphasis and efforts on issues related to the elimination of all forms of gender-based violence in war and conflict zones.

It is well known that prostitution and trafficking increase in times of conflict. Codes of conduct for the troops and aid-workers are not enough, but should be seen as a minimum standard. Furthermore, in order to counteract the widely held notion that women and children are sexual commodities, a national plan of action should forbid the purchase of all types of sexual favours. Prostitution facilitates trafficking, and is a violation of the human rights of women and girls, and undermines the Palermo Protocol. Strong commitments and actions to put an end to the abuse and exploitation of local and trafficked women and girls are needed if true equality is to be achieved.

Norway should also work internationally to put an end to impunity for war crimes such as rape, sexual violence, prostitution, and domestic violence. Today, most of these crimes remain unrecognized and unpunished. In addition, Norway needs to make greater efforts to eliminate such crimes at a national level.

The Centre for Gender Equality also proposes that Norwegian development aid prioritize projects that address the question of men's violence against women. The violence many women and girls suffer in their everyday lives greatly diminishes their ability to fully participate in processes of peace and reconstruction. One step in the right direction would be to incorporate a gender and empowerment assessment that includes the mapping out of the presence and degree of gender-based violence in any one community.



## Envisioning National Action Plans on Women, Peace and Security – from the Local to the Global

The case studies covered thus far suggest possible ways forward for national implementation of SCR 1325. A word of caution is, however, in order: a national action plan on women, peace and security is far from a formulaic script, to be mechanically followed and instituted. The movement away from staid models of peacekeeping and peace-building must – to truly integrate gender as a mobile and active concept – emphasize the multiplicity and complexity of women's experiences, not only of violent conflict and post-conflict, but also of government policies and civil society more broadly in a time of peace. For national action plans to be effective and responsive, they must be autochthonous, specific to each different national context and location, locally created and maintained, and encompass far-reaching consultations.

Given the momentum already taking shape, this report turns now to envisioning the development of national action plans on women, peace and security in other global locations and situations – whether it be in post-conflict situations where social structures are being rewritten and reconstructed, or in moments of peace, where frameworks are ripe for instituting strategies for prevention and participation.

Key common components to the process of developing national action plans have been identified, including the performance of gender audits and surveys, the formation of broad-based, comprehensive working groups, including consultations with local knowledge-holders, the establishment of mechanisms for monitoring and implementation, and the allocation of sufficient resources to give substance to implementation initiatives. All these recommendations work to develop a comprehensive picture of the most pressing issues in the national and international context. In all cases, bottom-up strategies, alongside close collaborative relations between governments, international bodies, and civil society, work to ensure that the action plan represents a true consensus and adequately attends to the experiences of armed conflict and peace-time, both at home and abroad.

It should also be emphasized that the challenge to allocate sufficient resources to gender mainstreaming becomes more acute for those countries struggling with poverty, conflict, uneven trade relations, foreign debt, or underdevelopment generally. As noted in the case studies above, the close relation between peace-building, sustainability and development cannot be underestimated. For this reason, the development of national action plans at the local level must be accompanied by a broader responsibility at the international level to deal with conditions of poverty and economic and social sustainability. Without addressing these socio-economic conditions, national action plans may only serve as stopgap measures in the short term.



What would the process and development of a national action plan look like in a country seeking to maintain sustainable peace and development? In this section, we look at a few examples in the Global South where there is momentum building to create national action plans on women, peace and security at the national and local levels: Fiji, another global leader, has built off of its existing gendered framework to incorporate policy on women, peace and security. In the Global South, as in the Global North, much of the movement and progress has been led by civil society, those key knowledge-holders working at the local level. We look at the strategies, initiatives and innovations employed by civil society as well as the challenges faced in building momentum around 1325. The discussion also provides examples of the ways in which engagement around policy on women, peace and security has often been a cross-cutting, collaborative and mutually supportive effort between international agencies, government ministries, and civil society.

## Fiji

Fiji is another case where implementation of SCR 1325 has occurred in the context of existing gender action plans. Considerations of resolution 1325 have built on (and cooperated closely with) the framework for gender mainstreaming already initiated by the national Women's Plan of Action. Further, initiatives in Fiji shed light on how local actors might collaborate with regional organizations to raise awareness, increase data collecting mechanisms, and build solid cooperative networks with other groups working on women, peace and security issues.

The Fiji government's *Women's Plan of Action 1999-2008* is a 10-year gender action plan, formulated in 1998 following the Fourth World Women's Conference in Beijing in 1995. Fiji's strategy has sought to integrate SCR 1325-related activities into the context of this larger gender action plan. The strategic objectives of the Women's Plan of Action are categorized under seven broad headings:<sup>42</sup>

- The Law-Making Process
- Access to Justice
- Equal Participation in Political Life
- Women and Labour
- Family Law
- Women and Health; and
- Women and Education

The strategic objectives of the Women's Plan of Action are to strengthen an enabling environment for women and gender mainstreaming by:<sup>43</sup>

- Developing and strengthening government processes to be gender responsive;
- Enhancing sectoral and system-wide commitment to mainstreaming women and gender;
- Engendering macroeconomic policies, national budgetary policies and procedures;
- Strengthening the institutional capacity of the Ministry of Women and Culture [National Machinery for Women] for women and gender policy advocacy and monitoring;
- Promoting effective consultations of government bodies with key CSO's; and
- Integrating gender training in educational and national training institutions.

### Working Groups and Key Knowledge Holders

In 2003, the *Women, Peace and Security Fiji Coordinating Committee on 1325* (WPS Fiji)<sup>44</sup> was established, following consultation with the Ministry of Women and a range of women's groups and NGOs that have consistently addressed women and peace issues. Fiji's Ministry of Women presently chairs the committee that aims to accelerate the implementation of SCR 1325. The WPS Fiji is a working partnership between the national machinery for women and women's peace-centred NGOs, which has been facilitated by the work of UNIFEM Pacific in Melanesia.<sup>45</sup>

The WPS Fiji, like other coordinating committees established in the project countries of the UNIFEM Pacific 'Women, Peace and Security' project for Melanesia, brings together women's NGOs and the Ministry of Women to collectively work on four objective areas: 1) improvement of the availability of data and analysis on the root causes of conflicts, the impact of conflict on women and their role in conflict prevention, and resolution and post-conflict peace-building in four project countries; 2) strengthening the capacity of women and women's groups in the four programme countries to play a role in conflict prevention, resolution and post-conflict peace-building at the national and regional level; 3) promoting a gender perspective in conflict resolution and peace-building initiatives of governments, regional organizations and mainstream agencies; and 4) promoting peace, tolerance and reconciliation, linked to economic security, through advocacy in the community and with the general public.<sup>46</sup>

NGO members of the WPS committee found that, due to the limited capacity of the Ministry of Women, it was most conducive to effectively incorporate the work of WPS Fiji through the existing mechanisms established for the implementation of the Fiji Government Women's Plan of Action.<sup>47</sup>



## Raising Awareness

### *Community Media Initiatives:*

*FemLINK pacific: Media Initiatives for Women*, is one of the few sources of advocacy on 1325 in Fiji. *FemLINK pacific*: is taking steps to generate greater awareness among women's networks by developing, producing and distributing a range of women's community media initiatives, including:

- A regional 'women and peace' magazine entitled "femTALK 1325", which aims to provide media space for women and peace initiatives in the Pacific region and accelerate the regional implementation of SCR 1325. UNIFEM Pacific's funding of the magazine is another supportive avenue for promoting the resolution in ways that link the lives of women in the Pacific region, especially in the sub-region of Melanesia. The magazine is also one of the few women's media publications produced and distributed locally and regionally;
- A monthly E-news Bulletin and media action alerts;
- femTALK 89.2FM (a mobile women's community radio project, using a low power (100 watt) transmitter to broadcast in local communities); and
- femTALK community video initiatives, produced to highlight and support the important role of women's civil society groups and NGOs who work to advance the status of women and girls.<sup>48</sup>

*FemLINK pacific* also assists and provides practical training for their community partners in media advocacy via the mainstream media, media monitoring, as well as by developing and undertaking communications and media strategies for women and peace events. Media initiatives as advocacy tools will be further discussed in Chapter 3.

### *Training Workshops*<sup>49</sup>

The Chairman of the Bose Levu Vakaturaga/Great Council of Chiefs, Ratu Epeli Ganilau, opened a 5-day training workshop organized by the WPS Fiji on Conflict Prevention and Early Warning in 2003. The workshop was a joint government and NGO initiative designed to enhance skills for both women peace-builders working at the national and local level, as well as participants from the government sector, and particularly the security sector, to strengthen their understanding of (and capacity with regard to) conflict early warning and prevention perspectives. This training focused particularly on strengthening the capacity of participants to provide gender equality and women's human rights perspectives to mainstream prevention and early warning activities.

During the workshop, participants identified not only the Fiji Women's Plan of Action's commitments to increasing women's role in decision-making processes, but also resolution 1325 as the building blocks to ensuring equitable representation and inclusion of women in the design and implementation of conflict prevention programmes, at the local and national level.



## Workshops, Trainings and Awareness Raising

Awareness of SCR 1325 and its provisions is central to developing national action plans and policy on women, peace and security. Awareness raising and the mobilization of civil society at the local level have served as a catalyst to developing national initiatives. In Uganda, for instance, key women's groups are working to promote SCR 1325. An example of a recent awareness-raising activity includes a teleconference between the women of Uganda and the US with the aim of sharing ways to advocate for SCR 1325's implementation in their respective countries. Ugandan NGOs are also currently conducting gender trainings for the military on gender-based violence.

In Sri Lanka, after the devastation of the tsunami, all human and financial resources in Sri Lanka were redirected to rehabilitation work, which halted civil society's efforts in developing a national action plan. Despite recent events, there is still momentum on the part of some women's groups that continue to take steps to promote SCR 1325 among government officials and members of civil society. Women's groups are actively taking steps to implement resolution 1325. Before the tsunami, NGOs were working on translating the resolution and disseminating information to women in the villages. Seminars on SCR 1325, as well as workshops for politicians, were held in 2004. The Association of War-Affected Women (AWAW) organized public demonstrations to generate momentum around SCR 1325 and inspire new women leaders.



## How Could a National Action Plan on Women Peace and Security Include Hard-to-Reach Displaced Populations?

Women and children make up the majority of refugees and internally displaced. In order to be fully effective in promoting the protection of women and girls, national action plans must have a clear roadmap for reaching displaced women and girls as a means to ensure that refugee return and reintegration is safe; to maximize the effectiveness and planning of DDR programs, and to help facilitate women's access to national programmes and processes. These strategies should recognize that the displaced might live in camps as well as urban areas and settlements, and seek to reach out to all displaced populations, regardless of their location. Formal and informal women's groups operate within camps and communities; and leadership structures there can be a highly effective resource in planning for and monitoring return.

### A National Action Plan Could Address Hard to Reach, Displaced Populations by:

Including specific measures to respond to the needs of **refugees**, especially women and girls living in refugee camps and among host populations across international borders. This requires policy and mechanisms that would enable States to reach out to governments hosting refugees and include agencies working with refugees such as the UN High Commissioner for Refugees (UNHCR). If directly engaging with host governments is not feasible for security, trust, or other reasons, the State could engage an international agency such as UNHCR, the UN Human Rights Commission, UN Office for the Coordination of Humanitarian Affairs (UNOCHA) or a regional organization for liaison and action.

All elements of resolution 1325 would be strengthened by taking a 'cross-border' approach and including refugees. In particular, **Article 12** on the safety of refugee camps and participation of refugee women in camp management; **Article 8** on integrating the special needs of women and girls during repatriation, resettlement, reintegration and post-conflict reconstruction (e.g. early consultation with refugee women and girls should be a component of planning) and **Article 10** on prevention of gender-based-violence (GBV often *increases* in refugee contexts and thereby affects women's decisions to return) are key areas that are often overlooked yet should clearly extend to refugee women and girls in advancing peace and security.

Providing a roadmap for addressing the needs of **internally displaced persons (IDPs)** — those living in refugee-like situations but who have not crossed an international border. Women and children comprise the majority of IDPs and are often too poor or lack the capacity to cross an international border. Also, the recent trend by nations to close their borders to refugees has resulted in high numbers of IDPs living in camps at border areas where they are vulnerable to attack. IDPs are often the last to benefit from return programmes, including women and girls who may experience multiple displacement and exploitation as the armed conflict subsides. Such a plan should apply the **UN Guiding Principles on Internal Displacement (1998)** as a means to advance resolution 1325.



For example, in order to fully benefit from national programmes and participate in elections (**Article 8** of resolution 1325), women need their own **identification documentation**. It is vital that **Principle 20** of the Guiding Principles be respected by States and other actors:

*"Every human being has the right to recognition everywhere as a person before the law. To give effect to this right for internally displaced persons, the authorities concerned shall issue to them all documents necessary for the enjoyment and exercise of their legal rights, such as passports, personal identification documents, birth certificates and marriage certificates. In particular, the authorities shall facilitate the issuance of new documents or the replacement of documents lost in the course of displacement without imposing unreasonable conditions such as requiring the return to one's area of habitual residence in order to obtain these or other required documents. Women and men shall have equal rights to obtain such necessary documents and shall have the right to have such documentation issued in their own names."*

#### **Monitoring refugee and IDP returns**

Resolution 1325 calls for the integration of "special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction." In order to ensure that return is voluntary, sustained and does not increase protection risks against women and girls, it is vital that the impact of national action plans be monitored, from the perspective of women and girl returnees. Outreach to formal and informal women's groups can be a highly effective resource in monitoring. The Action Plan should establish a means to engage community leaders and, if necessary, safely bringing women leaders from returnee or displaced areas to decision-making fora.

### **Resolution 1325 and United States Citizens**

*Editorial Commentary by long-time peace activist Sayre Sheldon of Women's Action for New Directions*

How much do women in the U.S. know about what they have to gain from Security Council resolution 1325? The answer is very little. Yet as 1325 recognizes, women around the world today are impacted by war and violence as never before. Women also have developed the skills and methods to actively counteract war and violence.

Now more than ever, U.S. women and men can make use of SCR 1325 to challenge the ways in which women are left out of the policies that elevate war over peace and militarization over social and economic development. Some U.S.-based non-governmental organizations and women's groups have worked tirelessly to oppose ever-increasing U.S. unilateral and militaristic policies that have little accountability to their citizens. But in making these connections, activists and women's groups must do more than ask what the United Nations can do for them—they must ask what *they can do* for the United Nations.

The U.N.'s role has always been poorly understood in the U.S., but never so much as right now. The widely held conservative myth is that the U.N. is a dangerous international force that seeks to take rights away from U.S. citizens. Furthermore, the present U.S. administration is vigorously acting in the U.N. to limit women's rights globally—particularly by working against women's access to reproductive health care. This has potentially devastating and serious repercussions for women and girls in situations of violent conflict who are increasingly victims of gender-based violence, such as rape and forced pregnancies, on an alarming scale.

A new generation of Americans needs to be taught how international solutions that empower women can provide a wealth of benefits to the global problems we face today. U.S. citizens now have a powerful force in resolution 1325 on Women, Peace and Security for joining with women and men, and boys and girls globally in the long hard road toward a just world where women are fully represented in every initiative to end war and violence and to build sustainable peace.



## **From Local to National: Implementing 1325 from the Ground Up**

This chapter has stressed the importance of national implementation of resolution 1325, and has noted where national responsibility to women, peace and security concerns has made the difference in peacekeeping and peace-building efforts. National governments have an obligation to mobilize resources, re-examine existing policies, and create environments where cross-governmental, international, and civil society groups can contribute to a vision of social justice in times of conflict and times of peace.

This said, the case studies have indicated that civil society is the key element in pushing for national implementation. Those groups who work in areas of conflict, in brokering peace, or in attending to the rights of women in situations of enormous political, economic and social instability have the most at stake in seeing SCR 1325 implemented at all levels of governance. The fact that women most in need of protection or security are often not within their national boundaries emphasizes that national implementation must still be responsive to regional, local, and transnational concerns.

Given the importance of civil society pressure in national attention to SCR 1325 obligations, the critical first step in the implementation of a national action plan is in sharing knowledge, developing SCR 1325 as a tool for local advocacy, and developing channels of communication between local leaders, international NGOs and national governments. This is crucial not only for the implementation of resolution 1325, but also in the development of action plans that are truly responsive to the conditions on the ground and in communities affected by conflict and social injustice more broadly. It is to the questions of awareness raising that this Report now turns.

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## Endnotes

- <sup>1</sup> Statement by the President of the Security Council, Women, Peace and Security, 31 October 2002, S/PRST/2002/32 <http://www.peacewomen.org/un/UN1325/PresState2002.html>, accessed 11/10/2005
- <sup>2</sup> § 1, SCR 1325 (2000).
- <sup>3</sup> § 3, SCR 1325 (2000).
- <sup>4</sup> § 8, SCR 1325 (2000).
- <sup>5</sup> § 8(c) SCR 1325 (2000).
- <sup>6</sup> § 13, 14, and 10 respectively, SCR 1325 (2000).
- <sup>7</sup> § 12, SCR 1325 (2000).
- <sup>8</sup> § 11, SCR 1325 (2000).
- <sup>9</sup> § 6, SCR 1325 (2000).
- <sup>10</sup> § 7, SCR 1325 (2000).
- <sup>11</sup> Gunilla de Vries Lindestam, *Making It Work*. Uppsala: The Collegium for Development Studies, 2005: 69.
- <sup>12</sup> See Lindestam.
- <sup>13</sup> The Member States that make up the *Friends of 1325* Group include Australia, Bangladesh, Cameroon, Canada, Chile, Colombia, Croatia, Finland, Germany, Guinea, Jamaica, Japan, Korea, Liechtenstein, Mexico, Namibia, Netherlands, New Zealand, Norway, the Philippines, Singapore, South Africa, Sweden, Switzerland, Tanzania, the United Kingdom, and the United States.
- <sup>14</sup> While Canada has not yet begun developing a National Action Plan, they are active supporters of SCR 1325 and policy on women, peace and security at both the national and international level.
- <sup>15</sup> This report was commissioned by the Swedish Ministry of Foreign Affairs and was carried out by Gunilla de Vries Lindestam of the Uppsala University, Collegium for Development Studies. The report explores the implementation of SCR 1325 by the UK, Canada and the Netherlands and provides useful comparative information. Based on these experiences, lessons learned and observations, the report makes recommendations to the Swedish Government for improving their work on SCR 1325. In addition to detailed recommendations on responsibility, coordination and cooperation, the report makes recommendations on several thematic issues: women's equal participation, disarmament, demobilization and reintegration (DDR), gender based violence, and information and training for peacekeepers.
- <sup>16</sup> See Lindestam, 29.
- <sup>17</sup> See Lindestam, 31.
- <sup>18</sup> This is listed on the FCO website, at <http://www.fco.gov.uk>.
- <sup>19</sup> It should be noted that other FCO departments, for example the Conflict Issues Group, also deal with gender.
- <sup>20</sup> Summary Notes Joint Meeting of UK Working Group and Whitehall Working Group on 1325 Action Plan. FCO. (19 July 2005)
- <sup>21</sup> The UK NGO Working Group began in 2004 and is made up of a number of UK-based NGOs. It has a mandate to promote issues of women, peace and security and to work for the implementation of resolution 1325. From Lindestam, 26. Interview with Lesley Abdela, Shevolution and Nicola Johnston, International Alert. (30 September 2004)
- <sup>22</sup> CCWPS, established in 2001, is a national coalition of parliamentarians, government officials and representatives of civil society and academia. The aim of the Committee is to implement SCR 1325 goals mainly through advocacy, capacity-building and training. See Lindestam, 18-9.
- <sup>23</sup> Interview with Nicola Johnston, International Alert. (13 July 2005)
- <sup>24</sup> Interview with Nicola Johnston, International Alert. (13 July 2005)
- <sup>25</sup> The GCPP focuses on issues connected to gender, conflict and peace-building. It is one of the "Cross-Whitehall Groups". The GCPP is a joint mechanism between MOD and DFID and led by the FCO.
- <sup>26</sup> The UKWG recommended that the National Action Plan ensure that women in decision-making and governance structures in states affected by armed conflict represent those most affected by the conflict (i.e. that delegate choice be sensitive to ethnicity, age, marital status, or status as refugees or Internationally Displaced People). This measure is important because it ensures that female representatives in the national machineries are acting in the interests of those affected by the conflict rather than simply fulfilling gender quotas. Interview with Mavic Cabrera Balleza, IWTC, 5 August, 2005.
- <sup>27</sup> The UKWG has recommended that the target for teams participating in planning, decision-making and implementation should be at least 40% men and at least 40% women (no more than 60% of any one gender).
- <sup>28</sup> See Lindestam, 48-9.



- <sup>29</sup> Comments and Recommendations by the UK NGO WG on WPS in Governmental Draft Action Plan on the implementation of SCR 1325. (6 July 2005)
- <sup>30</sup> According to the Royal Danish Ministry of Foreign Affairs, the title of the English summary is: "Denmark's Action Plan on implementation of Security Council resolution 1325 on Women and Peace and Security."
- <sup>31</sup> Email interview with Vibeke Sandholm Pedersen, International Gender Equality Department of UN and The World Bank, Danish Foreign Ministry. (18 July 2005)
- <sup>32</sup> The Organization for Security and Co-operation in Europe (OSCE) is the world's largest regional security organization with 55 participating States drawn from Europe, Central Asia and America. It offers a forum for political negotiations and decision-making in the fields of early warning, conflict prevention, crisis management and post-conflict rehabilitation, and puts the political will of the participating States into practice through its unique network of field missions.
- <sup>33</sup> Denmark is a non-permanent member of the Security Council in 2005-6.
- <sup>34</sup> See Lindestam, *Making it Work*.
- <sup>35</sup> Phone interview with Ambassador Lena Sundh, Ministry for Foreign Affairs, Sweden. (15 August 2005)
- <sup>36</sup> Email interview with Jessica Olausson, Ministry for Foreign Affairs, Sweden. (29 August 2005)
- <sup>37</sup> Email interview with Danbolt Iselin Løvslett, Executive Officer, Ministry of Foreign Affairs, and Guro Katharina H. Vikør, Ambassador for Women's Rights and Gender Equality, Ministry of Foreign Affairs (29 July 2005)
- <sup>38</sup> Email interview with Danbolt Iselin Løvslett, Executive Officer, Ministry of Foreign Affairs, and Guro Katharina H. Vikør, Ambassador for Women's Rights and Gender Equality, Ministry of Foreign Affairs. (29 July 2005)
- <sup>39</sup> Forum for Women and Development, <http://www.fokuskvinner.no/English/3914/Beijing10-2.PDF> accessed 11/10/2005
- <sup>40</sup> Email interview with Danbolt Iselin Løvslett, Executive Officer, Ministry of Foreign Affairs, and Guro Katharina H. Vikør, Ambassador for Women's Rights and Gender Equality, Ministry of Foreign Affairs. (29 July 2005)
- <sup>41</sup> Implementation of Security Council resolution 1325 (2000), Ministry of Foreign Affairs, Norway (2005)
- <sup>42</sup> United Nations Economic and Social Commission for Asia and the Pacific, [http://www.unescap.org/esid/psis/population/database/poplaws/law\\_fiji/fiji\\_017.htm](http://www.unescap.org/esid/psis/population/database/poplaws/law_fiji/fiji_017.htm), accessed 11/10/2005
- <sup>43</sup> United Nations Economic and Social Commission for Asia and the Pacific, [http://www.unescap.org/esid/psis/population/database/poplaws/law\\_fiji/fiji\\_017.htm](http://www.unescap.org/esid/psis/population/database/poplaws/law_fiji/fiji_017.htm), accessed 11/10/2005
- <sup>44</sup> Members of the WPS Fiji committee include: the Ministry of Women (Chair), Soqosoqo Vakamarama I Taukei, National Council of Women Fiji, the Ecumenical Centre for Research, Education and Advocacy (ECREA), Fiji Women's Crisis Centre, Fiji Women's Rights Movement, Young Women's Christian Association, Pan Pacific South East Asia Women's Association – Fiji Chapter (PPSEAWA Fiji), Fiji Association of Women Graduates, Catholic Women's League, Stri Sewa Sabha, National Council for Disabled Persons.
- <sup>45</sup> United Nations Economic and Social Commission for Asia and the Pacific, [http://www.unescap.org/unis/eye\\_on\\_unescap/issue2-30%20march2005.doc](http://www.unescap.org/unis/eye_on_unescap/issue2-30%20march2005.doc), accessed 8/25/05. Similar committees have been set up in Vanuatu, Solomon Islands and Papua New Guinea/ Bougainville.
- <sup>46</sup> Women's International League for Peace and Freedom, <http://www.peacewomen.org/news/Fiji/Dec03/release4.html>, accessed 11/10/2005
- <sup>47</sup> Email interview with Sharon Bhagwan Rolls, Secretary WPS CC Fiji. (1 August 2005)
- <sup>48</sup> Women's Media Pool, <http://www.womensmediapool.org/grupos/femlink.htm>, accessed 11/10/2005
- <sup>49</sup> Women's International League for Peace and Freedom, <http://www.peacewomen.org/news/Fiji/Dec03/release4.html>, accessed 11/10/2005