

Securing Equality, Engendering Peace:

A guide to policy and planning on women,
peace and security (UN SCR 1325)



The United Nations International Research and Training Institute for the Advancement of Women promotes applied research on gender, facilitates information-sharing, and supports capacity-building through networking mechanisms and multi-stakeholder partnerships with UN agencies, governments, academia and civil society.

*Securing Equality, Engendering Peace:
A guide to policy and planning on
women, peace and security (UN SCR 1325)*
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Foreword



We see the stories in the news. Live them ourselves. Women and girls around the globe face appalling levels of insecurity and violence. Whether in times of war or peace, one in three women is a survivor of sexual assault.

Take the story of a thirty-year old woman refugee traveling with her two children, mother and mother-in-law in Kosovo. Two uniformed Serbian men stopped them and told her to get off the tractor. Her three-year old son was asleep in her lap. One soldier pulled her off the tractor and sexually assaulted her while the other soldier held his automatic weapon to her chest.¹

Sexual assault is only one of the many forms of violence that women face. From sexual exploitation by peacekeeping forces, domestic violence at the hands of a husband, to the multi-billion dollar trafficking industry, we live with a constant awareness of the multitude of threats to our health and well-being.

Whether at home or in the streets, this Russian Roulette that shapes our lives must be stopped. The gun crushed. The fear overcome and forgotten.

Individuals, organizations and governments are taking action to prevent and resolve violence against women. From grassroots feminist organizations that provide support and advocacy to the realm of international law, individuals are dedicating themselves to the creation of peace and security. Both concrete actions and strategic policies and plans are needed in order to stop violence against women, ensure their security and prevent armed conflict. This deserves our attention and energy.

On October 31st of 2000, the United Nations Security Council adopted Resolution 1325 on Women, Peace and Security, a groundbreaking international law that has become a vital rallying point for organizations and individuals across the world. It calls for the full and equal participation of women in all peace and security initiatives.

This resolution demands implementation - in order to put women, peace and security issues at the top of the global agenda where they rightfully belong. This guide is a first step to finally putting policy into practice and making the words of Resolution 1325 a concrete reality. Though policy and planning processes may seem far removed from the realities of violence and insecurity, they aim to keep women and girls alive, healthy and free of fear.

With this manual, INSTRAW hopes to support and promote planning processes on women, peace and security that involve a diversity of actors and place the issue of violence against women at the centre of national and institutional agendas.

A handwritten signature in black ink, which appears to read 'Carmen Moreno'.

Carmen Moreno

INSTRAW Director

1. Human Rights Watch, *Under Orders: War Crimes in Kosovo* (HRW, 2001)
<<http://www.hrw.org/reports/2001/kosovo/undword-03.htm>>.

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Executive Summary

What must be done in order to transform written words into reality? One of today's greatest development challenges is turning policy into practice. This is especially the case in the realm of women's rights and gender equality, where the commitments made at the international and national levels remain far from the day-to-day realities of women's lives.

This guide examines one of the crucial steps on the path towards the full implementation of existing laws, namely the formulation and implementation of concrete policies and plans. More specifically, this guide concentrates on the creation of action plans on the issue of women, peace and security (WPS).

The purpose of this guide is to help facilitate the development of realistic action plans on women, peace and security through the provision of good practices, specific recommendations and a six-step model process. The guide is designed as a resource for governments, United Nations and regional organisations as well as non-governmental organisations (NGOs) who are interested in developing plans and policies on women, peace and security issues.

Understanding Women, Peace and Security Issues

Women, men, girls and boys experience and take action differently in the context of armed conflict, peacekeeping, peacebuilding and reconstruction. Women and girls in particular have become strategic targets in armed conflict. However, rather than portray all women as helpless victims of war and violence, it is essential to take into account the active roles that they play as combatants, peacebuilders, politicians and activists.

Women continue to be excluded from positions of decision-making in the sphere of peace and security. In response to this reality, many calls to action have been issued. Women's full and equal participation and gender mainstreaming in all peace and security initiatives are two of the central demands. Alternatively, the call for the implementation of the three "Ps": conflict **P**revention, the **P**articipation of women in peace and security, and the **P**rotection of civilians with consideration of the specific needs of women, men, girls and boys, is increasingly gaining ground.¹

In this realm, United Nations Security Council Resolution 1325 on Women, Peace and Security (2000) is one of the most important international mandates. This ground-breaking resolution calls for the full and equal participation of women in all peace and security initiatives, along with the mainstreaming of gender issues.

Though it has been nearly six years since its adoption, the implementation of SCR 1325 has been inconsistent, with varying results. Only recently have efforts been made to draft action plans for the effective implementation of the resolution and at this point there is a growing debate regarding the utility of creating such plans as well as practical questions about formulation and implementation processes.

Why Create a Women, Peace and Security Action Plan?

As Member States of the United Nations, we should all consider developing national action plans and coordinated strategies on the implementation of Resolution 1325 - Canadian Statement to the UN Security Council (2005)

Though many initiatives exist around the world on women, peace and security issues, mandates such as SCR 1325 are not being systematically or sustainably implemented. The creation of an action plan can provide the necessary space to analyse

1. NGO Working Group on Women, Peace and Security, et al., "Report on Security Council Roundtable: Peace Support Operations: Consolidating Progress and Closing Gaps in the Implementation of UNSC Resolution 1325" (New York: NGOWG, July 2004).

the situation, consult with stakeholders, and initiate strategic actions. More specifically, the advantages to creating an action plan include increased:

- ☐ **Comprehensiveness**
- ☐ **Coordination**
- ☐ **Awareness-raising**
- ☐ **Ownership**
- ☐ **Accountability**
- ☐ **Monitoring and evaluation**

Global Overview of WPS Policy and Planning

Though policy and planning that includes women, peace and security issues have long existed, with the passing of SCR 1325 as a binding international mandate there has been increasing demand for SCR 1325-specific policies and plans of action.

Largely the result of the mobilisation and advocacy of women's civil society organisations, this demand has led to the creation of a variety of women, peace and security policies and plans at the organisational, national and regional levels. Rather than create separate national plans of action on SCR 1325, the resolution has been integrated into national policy and legislation in countries such as Colombia, Israel and Fiji.

On the other hand, Denmark, the United Kingdom, Norway, Sweden, Canada and Switzerland have all made the decision to create national action plans on SCR 1325. Within the UN system, a *System-Wide Action Plan for the Implementation of SCR 1325* was recently launched. In addition, the Department for Disarmament Affairs, the Office for the Coordination of Humanitarian Affairs and the Department of Peacekeeping Operations all have individual gender action plans. At the regional level, organisations from the European Union to the Inter-Governmental Authority on Development have passed resolutions and created WPS action plans.

Learning from Gender Equality Action Plans

It is important to realise that even though very few women, peace and security action plans exist at this point, gender action plans have been around since 1975. The lessons we can learn from a quick analysis of gender equality action plans are highly valuable in order to avoid the same stumbling blocks and to learn from their successes.

To summarise the broad recommendations gathered from years of gender equality action plans, future action plans on WPS should include:

- 1. Realistic objectives for the near future that can be monitored and evaluated.**
- 2. A clear understanding of specific responsibilities, resources needed and timelines.**
- 3. The participation and shared responsibility of leaders and representatives from all areas and divisions of the institution/organisation.**

How to Create a Women, Peace and Security Action Plan

Depending upon the type and number of actors involved, the specific regional, national or community context, and the available resources, the planning process will be considerably different. There is no one-size-fits-all planning process or model action plan, however this guide provides an introduction to the basic steps.

Three core methodologies serve as the foundation for the planning practices and procedures suggested in this guide: strategic planning, participatory planning and gender/socio-economic analysis.

1. Building Political Will: Advocacy and Awareness-Raising

Informing and educating decision-makers and the general public on WPS issues in order to build a foundation of support is crucial for the successful implementation of a future action plan.

Media campaigns, leaflets, workshops, discussion groups and other methods are effective initiatives for increasing the level of awareness and support for women, peace and security issues. This first step does not have a strict end point. Ideally this process should continue during and after the formation of the action plan.

2. Getting Organised

Once momentum and political will have been established through awareness-raising and advocacy work, the key stakeholders can join forces to begin targeted efforts to initiate a WPS action plan.

Around the world, one of the most important steps towards taking action on WPS issues and/or SCR 1325 has been the gathering of diverse organisations into formal and informal networks or umbrella organisations. Often these collaboration groups primarily include NGOs working on gender, women, peace or development issues, however examples exist of committees including representatives from the government and academia as well as civil society.

One of the first steps to be taken from within the government or organisation is to establish an inter-agency/inter-departmental/inter-ministerial taskforce in order to initiate and oversee the process of developing an action plan.

3. Plan for Planning: Terms of Reference

The inter-agency taskforce may begin to take concrete steps towards developing the action plan by holding a meeting to create a 'plan for planning.' The outcome of this meeting should be terms of reference for the development of a WPS action plan. At this stage, the acquisition of funding and the development of a preliminary budget for the preparation and implementation of the action plan are essential. Even before the process formally begins, all actors should have a clear idea of the budgetary constraints and the resulting limitations.

4. Women Peace and Security Assessments

One of the essential steps in the development of a WPS action plan is the completion of an assessment or audit of the general context of women, peace and security issues (external) and the government or institution in question (internal). A WPS assessment can help in the identification of priority areas and initiatives, as well as serving as a baseline for the development of indicators and future monitoring and evaluation processes.

5. Planning Meetings or Workshops

Participatory planning methods are crucial in order to create an action plan that truly represents and addresses the needs and interests of all stakeholders. In addition, involving actors from all different sectors of an institution or government can help build a sense of collective ownership, teamwork and accountability.

Different approaches are common, including:

- ❑ Separate planning workshops for each department or sector, at which specific ground-level action plans are developed and then later consolidated into an institution-wide action plan.
- ❑ A series of planning meetings for the taskforce at the end of which a comprehensive action plan for the institution is developed.

- One participatory workshop for all stakeholders to give suggestions that are then included in a separate action-plan development process by the taskforce.

6. Drafting the Action Plan

Depending upon the type of organisation or country developing the action plan, the plan's components and length will vary. However, there are certain basic parts that are often included in action plans and help create a clear and concise document:

1. Introduction

This section can provide a short introduction to women, peace and security issues and a description of the process of developing the action plan.

2. Rationale

Here reference should be made to WPS mandates such as SCR 1325, the importance of women, peace and security issues, and how they relate to the institution or state in question.

3. Long-Term and Short-Term Objectives

Though discussing the relative importance of different WPS mandates and then prioritising certain areas of action, short-term objectives can be determined.

4. Specific Initiatives

Initiatives should be directly linked to the objectives and/or specific mandates from SCR 1325. The specific actor responsible for implementation as well as indicators, deadlines and resources (human, material and financial) should be specified.

5. Timeframe

A general timeframe for the completion of the entire plan, a timeframe for each specific initiative, or a timeframe for monitoring and evaluation can be included.

6. Monitoring and Evaluation

In addition to the timeframe and indicators, other M&E mechanisms can be included such as yearly reporting or the creation of a monitoring body.

7. Budget

A dedicated budget is essential to ensuring the concrete and sustainable implementation of even the most modest action plan.

Towards Implementation

Drafting and launching an action plan on women, peace and security is only the first step in putting UN SCR 1325 into practice. Without the effective implementation of the plan, it will remain words on paper.

Common challenges to the implementation of women, peace and security plans and policies include:

- **Lack of funding**
- **Lack of political will**
- **Lack of capacity**
- **Lack of coordination**
- **Lack of monitoring and evaluation**

Taking these challenges into account and investing in awareness-raising, capacity-building, coordination, M&E and advocacy initiatives is essential for the successful implementation of women, peace and security action plans.

It is the responsibility of not only United Nations Member States but of all the individuals, organisations and countries that work with peace and security issues to go beyond gender awareness to gender action. It is not enough to be conscious of the existence of UN SCR 1325, now is the time to take concrete steps to implement this ground-breaking resolution. Creating a WPS action plan is a first step towards turning international policy such as SCR 1325 into practice. A first step towards gender equality, peace and security for all.

List of Abbreviations

AU	African Union
BPfA	Beijing Platform for Action
CIDA	Canadian International Development Agency
CIG	Conflict Issues Group (UK)
CSW	United Nations Commission on the Status of Women
DAW	United Nations Division for the Advancement of Women
DDA	United Nations Department for Disarmament Affairs
DDR	Disarmament, Demobilisation and Reintegration
DFAIT	Department of Foreign Affairs and International Trade (Canada)
DFID	United Kingdom Department for International Development
DPKO	United Nations Department of Peacekeeping Operations
EC	European Commission
ECOSOC	United Nations Economic and Social Council
EU	European Union
FCO	United Kingdom Foreign and Commonwealth Office
GSE	Gender and Socio-Economic
HMG	Her Majesty's Government (UK)
IDP	Internally Displaced Person
IGAD	Inter-Governmental Authority on Development
INSTRAW	United Nations International Research and Training Institute for the Advancement of Women
MOD	United Kingdom Ministry of Defence
NATO	North Atlantic Treaty Organisation
NGO	Non-Governmental Organisation
OAS	Organisation of American States
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OHRM	United Nations Office of Human Resources Management
OSAGI	United Nations Office of the Special Advisor on Gender Issues and Advancement of Women
OSCE	Organisation for Security and Co-operation in Europe
PRIO	International Peace Research Institute, Oslo
SC	United Nations Security Council
SCR 1325	United Nations Security Council Resolution 1325 on Women, Peace and Security
SIDA	Swedish International Development Cooperation Agency
TOR	Terms of Reference
SWOC	Strengths, Weaknesses, Opportunities and Challenges
UK	United Kingdom
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNIFEM	United Nations Development Fund for Women
WPS	Women, Peace and Security



I. Introduction

Resolution 1325 (2000) holds out a promise to women across the globe ... We must uphold this promise. To achieve the goals set out in the resolution, political will, concerted action, and accountability on the part of the entire international community are required.

- **Women and peace and security:**
Report of the UN Secretary-General (2004)

I. Introduction

What must be done in order to transform written words into reality? One of today's greatest challenges is turning policy into practice. From United Nations mandates to municipal laws, we have failed to implement an enormous body of written imperatives. This is especially the case in the realm of women's rights and gender equality, where the commitments made at the international level remain far from the day-to-day realities of women's lives.

The following guide examines one of the crucial steps on the path towards the full implementation of existing laws, namely the formulation and implementation of concrete policies and plans. In particular, this guide concentrates on action plans. Many other names are used to describe the results of similar planning processes: guidelines, policy recommendations, strategic plans, policies, etc. For the sake of simplicity, the term action plan is used throughout this guide. These plans come in many different forms (see Box 1) depending upon the actors involved and the scope of the mandate. Examples exist of everything from national gender action plans encompassing all the different branches of the government to policy recommendations for how small businesses should prevent sexual harassment. The incentives for taking the time to formulate action plans are many, including comprehensive and strategic implementation, the building of awareness, ownership and accountability, and the ability to include effective monitoring and evaluation for increased sustainability.

More specifically, this guide concentrates on the creation of action plans on women, peace and security issues (WPS). In this

realm, United Nations Security Council Resolution 1325 on Women, Peace and Security (2000) is one of the most important international mandates (see Annex A). This ground-breaking resolution calls for the full and equal participation of women in all peace and security initiatives, along with the mainstreaming of gender issues. Giving specific mandates to the UN Secretary-General, UN Member States and conflict parties, it focuses on the context of armed conflict, peacekeeping and reconstruction.

Though it has been nearly six years since its adoption, the implementation of United Nations Security Council Resolution 1325 (SCR 1325) has been inconsistent, with varying results. Only recently have efforts been made to draft action plans for the effective implementation of SCR 1325, and at this point there is a growing debate regarding the utility of creating such plans as well as practical questions about formulation and implementation processes. However, very little information has been available regarding who is developing WPS plans of action and what the process of formulating such a plan entails.

The purpose of this guide is to help facilitate the development of realistic action plans on women, peace and security through the provision of good practices, specific recommendations and a six-step model process. The guide is designed as a resource for governments, United Nations and regional organisations as well as non-governmental organisations (NGOs) who are interested in, or in the process of, developing plans and policies on women, peace and security issues.

Box 1: What is an action plan?

A plan of action is a written document that describes the efforts and resources required in order to implement a goal, law, mandate, or policy within a specific period of time. The document also states who the responsible actor is for the implementation of each activity.

The United Nations Educational, Scientific and Cultural Organization (UNESCO) explains the process of writing an action plan as the translation of policies and strategies "into executable, measurable and accountable actions. Action planning includes specifying objectives, results, outputs, strategies, responsibilities and timelines (what, what for, how, who and when)."

UNESCO, "Strategic planning: three stages," 20 August 2005.

Box 2: Gender Mainstreaming

The Beijing Declaration and Platform for Action (1995) established gender mainstreaming as a primary strategy for the promotion of gender equality around the world.

Definition

The UN Economic and Social Council (ECOSOC), in its 1997 organisational report, defines gender mainstreaming as:

The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

The **specific objectives** of the guide are:

- ▣ To present the reasoning behind and the advantages of creating action plans on women, peace and security issues.
- ▣ To provide examples of good practices and concrete recommendations on how to carry out a participatory action planning process.
- ▣ To serve as a platform for capacity-building processes.

All with the final goal of supporting the full and equal participation of women and gender mainstreaming in peace and security initiatives as well as the full implementation of UN SCR 1325, the Beijing Platform for Action (1995), the Convention on the Elimination of All Forms of Discrimination against Women (1979), and other mandates relating specifically to peace and security.

This guide consists of four sections. The **introduction** includes a review of women, peace and security issues; an analysis of why action plans are essential for the implementation of international mandates on WPS; and a global overview of WPS policy and planning. The section on **theoretical foundations** focuses on the theories behind WPS action plans, delving into planning methods and recapping the lessons-learned from a decade of gender action plans. The **how-to section** outlines a practical six-step process for developing WPS action plans including concrete recommendations and good practices. Finally, the **concluding section** provides preliminary advice regarding the process of implementing WPS action plans.

Understanding Women, Peace and Security Issues

Women, men, girls and boys experience and take action differently in the context of armed conflict, peacekeeping, peacebuilding and reconstruction. Women and girls in particular have become strategic targets in armed conflict, to the extent that "their bodies have become the battlefields."¹

They endure everything from beatings, rape and forced prostitution to the extreme hardships that come with having to flee their homes or suddenly become the sole economic provider for an extended family. Women and men shoulder the burdens of armed conflict in different ways, however, instead of portraying all women as helpless victims of war and violence, it is essential to take into account the active roles that they play as combatants, peacebuilders, politicians and activists.

Rather than acknowledging the key role that many women play in processes of conflict prevention, conflict resolution, peacekeeping and peacebuilding, women continue to be excluded from positions of decision-making in the sphere of peace and security. In response to this reality, many calls to action have been issued. Women's full and equal participation and gender mainstreaming in all peace and security initiatives are two of the central demands (see Box 2 and 3 for a brief overview of gender mainstreaming). Alternatively, the call for the implementation of the three "Ps": conflict **P**revention, the **P**articipation of women in peace and security, and the **P**rotection of civilians with consideration of the

1. Sanam B. Naraghi-Anderlini, *Women, Peace and Security: A Policy Audit* (London: International Alert, 2001) 12.

specific needs of women, men, girls and boys, is increasingly gaining ground.²

In adopting resolution 1325 on October 31st 2000, the United Nations Security Council for the first time in history formally recognised the distinct roles and experiences of women in the context of armed conflict, peacebuilding, peacekeeping and conflict resolution. Though previous UN mandates have addressed women, peace and security issues including the Convention on the Elimination of All Forms of Discrimination against Women (1979) and the Beijing Declaration and Platform for Action (1995), SCR 1325 is one of the most specific and strongest binding WPS mandates.

The landmark adoption of SCR 1325 was largely due to the organising and advocacy of non-governmental organisations which successfully lobbied UN Member States to include women, peace and security issues on their agendas. In addition, the collaboration and support of UN organisations such as the United Nations Development Fund for Women (UNIFEM) as well as several UN Member States on the Security Council including Bangladesh, Canada, Jamaica, Namibia and the Netherlands were essential to the passing of the resolution.³

SCR 1325 Mandates

The resolution directly addresses numerous actors including the United Nations system, UN Member States and parties to armed conflict, calling for an increase in the protection of women and girls from violence, the integration of gender perspectives in peace and security work, as well as the participation of women in all decision-making processes. It is a broad resolution that demands changes at all levels of peace and security work:

All States

- ▣ End impunity and prosecute those responsible for genocide, crimes against humanity, and war crimes including violence against women and girls.

UN Member States

- ▣ Increase representation of women at all decision-making levels of institutions and mechanisms for the prevention, management, and resolution of conflict.
- ▣ Provide female candidates for special representatives and envoys to the UN Secretary-General.
- ▣ Incorporate gender issues and HIV/AIDS awareness training into national training programmes for military and civilian personnel.
- ▣ Increase voluntary financial, technical and logistical support for gender-sensitive training.

All Actors Involved in Negotiating and Implementing Peace Agreements

Adopt a gender perspective including:

- ▣ Special needs of women and girls.
- ▣ Support local women's peace initiatives.
- ▣ Involve women in all implementing mechanisms of the peace agreement.
- ▣ Ensure protection of the human rights of women and girls in the constitution, electoral system, police and judiciary.

All Actors Involved in Disarmament, Demobilisation and Reintegration

- ▣ Consider the different needs of female and male ex-combatants and take into account the needs of their dependants.

All Parties to Armed Conflict

- ▣ Respect international law that protects the rights of women and girls.

Box 3: Challenges to Gender Mainstreaming

Many critiques and challenges to the gender mainstreaming approach exist. A commonly voiced concern is that the emphasis on gender mainstreaming is taking away focus and funding from initiatives that specifically target women. Others argue that mainstreaming processes do not recognise the diverse needs and experiences of women suffering multiple forms of discrimination.

A one-size-fits-all approach to gender mainstreaming has also been critiqued as imbued with western norms and ignoring social and cultural differences. Finally, one of the major critiques of gender mainstreaming is that it has remained at the policy level, without any real operational impact.

These and other critiques need to be taken into account and efforts made to adapt to and derive from local contexts. It is also important to regard gender mainstreaming as only one strategy towards achieving gender equality.

2. NGO Working Group on Women, Peace and Security, et al., "Report on Security Council Roundtable: Peace Support Operations: Consolidating Progress and Closing Gaps in the Implementation of UNSC Resolution 1325" (New York: NGOWG, July 2004).

3. Felicity Hill, "Security Council resolution 1325: How can we use the resolution to increase women's participation and role in peace processes?" (Oslo: Milstone Conference, February 2004).

For more information on WPS issues and SCR 1325 in particular please see:

Peacewomen (Women's International League for Peace and Freedom) website:
<http://www.peacewomen.org>

Women, War, Peace Portal (United Nations Development Fund for Women) website:
<http://www.womenwarpeace.org>

- ▣ Protect women and girls from gender-based violence.
- ▣ Respect the civilian and humanitarian character of refugee camps.
- ▣ Take into account the needs of women and girls in refugee camps, including in design.

UN Secretary-General

- ▣ Implement the strategic plan of action calling for more women at the decision-making levels in conflict resolution and peace processes.
- ▣ Appoint more women as special representatives and envoys.
- ▣ Expand the role of women and include a gender component in UN field operations.
- ▣ Provide Member States with training guidelines and materials on women's rights.
- ▣ Ensure that civilian personnel of peacekeeping operations receiving training on gender issues and HIV/AIDS awareness.

- ▣ Include progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls in his reporting to the Security Council.

UN Security Council

- ▣ Consider the impact of measures adopted Article under 41 of the UN Charter (sanctions, etc.) on women and girls.
- ▣ Take into account gender considerations and the rights of women in SC missions including consultation with local and international women's groups.

UN Department of Peacekeeping Operations

- ▣ Incorporate a gender perspective into peacekeeping operations.

Why Create a Women, Peace and Security Action Plan?

We [Norway] are presenting this plan for three reasons:

First, coherence.

An overall strategy and systematic follow-up will make it possible to utilise all existing resources efficiently.

Second, visibility and measurability. *The plan will spotlight our ambitions and set benchmarks for our efforts...*

Third, dialogue and process.

We are interested in openness and debate on the plan of action. The document is not an exhaustive, finished product that can never be altered. It is a plan in progress, which can be adjusted, altered and improved. We will report regularly on its progress, and will encourage debate and discussion.

– Norwegian Foreign Minister Jonas Gahr Støre⁴

Though many initiatives exist around the world on women, peace and security issues, mandates such as SCR 1325 are not being systematically or sustainably implemented. A concerted global effort is needed in order to apply these international bodies of law and ensure women's full and equal participation and the mainstreaming of gender issues. Without specific and strategic action, the words in SCR 1325 will remain merely a symbolic gesture. This is where action plans come in.

The creation of an action plan provides the space to analyse the situation, consult with stakeholders and initiate strategic actions that will have a better chance of success. More specifically, the advantages to creating an action plan include:

Comprehensiveness Through the process of discussing SCR 1325 in its entirety, as well as other WPS mandates,

a comprehensive approach to implementation can be developed. Taking the time to assess current implementation of these mandates, identifying gaps and good practices, choosing strategic priorities and then selecting specific initiatives is essential in a context where high pressure and immediate demands often cause initiatives to be rushed and ad-hoc.

Coordination Bringing together all the actors working on WPS issues and creating an inter-departmental or inter-ministerial plan ensures coordination, prevents duplication and increases the effective use of scarce resources.

Awareness-raising The process of drafting a plan, if well designed, is also a process of awareness-raising and capacity-building. It opens up space to discuss, exchange information and hold seminars/trainings on WPS issues in order to strengthen understanding of and commitment to gender equality.

Ownership A participatory process that emphasises increased understanding of WPS issues and the importance of implementing SCR 1325 will boost the sense of ownership and responsibility when it comes time to implement the plan of action.

Accountability With increased awareness and a sense of ownership comes institutional and personal accountability for implementing the plan of action. As the plan of action lists the specific actors responsible for implementing each initiative and provides a clear timeframe, the actors can be held publicly accountable for its implementation. At a broader level, the act of creating an action plan brings an official stamp of approval and holds the organisation/country accountable for the implementation SCR 1325 and other WPS mandates.

As Member States of the United Nations, we should all consider developing national action plans and coordinated strategies on the implementation of Resolution 1325...

– Canadian statement to the UN Security Council⁵

The reason to create a Swedish National Action Plan on SCR 1325: "In short, to intensify, further co-ordinate and prioritise Swedish implementation of the resolution, thereby contributing to and acting to enhance the participation and security of women (national, local and with international organisations) in efforts for conflict prevention, peace operations and peacebuilding."

– Jessica Olausson, Swedish Ministry of Foreign Affairs⁶

⁴ Jonas Gahr Støre, "The launching of the Government's plan of action for the implementation of UN Security Council resolution 1325 (2000) on women, peace and security" (Oslo: Press Release, 8 March 2006) http://odin.dep.no/ud/english/news/speeches/minister_a/032171-090526/dok-bn.html

⁵ Ambassador Gilbert Laurin, Charge D'Affaires A.I. of Canada to the UN, "Statement to the UN Security Council Open Debate on Women, Peace and Security" (New York, 27 October 2005) http://www.peacewomen.org/un/5thAnniversary/Open_Debate/Statements/canada_eng.pdf

⁶ Jessica Olausson, Department of Global Security, Swedish Ministry of Foreign Affairs, personal interview, 23 May 2006.

In gender policy action plans, what is said regarding 1325 are add-ons, something extra to do. If a separate action plan is created for 1325, the resolution would be easier to integrate into foreign policy. A gendered perspective in peace and security work would be given more importance and made more visible, the significance of 1325 would be given a clear focus to thus include it more extensively in policies and programs. So often, gender action plans end up just counting heads... We need to change perspectives and make 1325 action plans more practical, helping governments and actors to deal with the issues, to implement the resolution and know what to do when it is put into practice.

An action plan would bring attention to ALL of the components of 1325. When the hard issues are talked about, such as regarding the police and military, 1325 and gender issues slip out the back door.
– Eva Zillén, Kvinna till Kvinna⁷

National action plans of this nature are crucial in taking concrete steps to implementing our commitments to women, peace and security issues. Not only does the process of developing action plans play an important role in raising awareness of the issue and galvanizing further support for this work, but the final product itself also provides a tool for monitoring and accountability of action in this area.
– Chantale Walker, Gender Equality, Foreign Affairs Canada⁸

Monitoring and evaluation A plan of action facilitates the monitoring and evaluation process by providing benchmarks and indicators as well as measures such as annual reporting on implementation, taskforces in charge of monitoring, and focal points for implementation. Effective monitoring of implementation also enables successful initiatives to be duplicated and unsuccessful initiatives to be analysed and eliminated or improved.

Common arguments against creating WPS action plans include:

- ▣ **“Mainstreaming is a better approach** than creating a separate WPS action plan,” is perhaps the most frequent argument. This issue is discussed at length in the next chapter, suffice it to state here that it is not a question of either/or, and that a separate action plan ensures increased coordination and full implementation.
- ▣ **Lack of resources** is often cited, however the process of creating an action plan is highly flexible and can be done in just a few days with a low budget or up to eighteen months including an extensive assessment.
- ▣ **‘Action Plan Fatigue’** where the objection is lodged against creating yet another action plan. However, as was described in the first section, issues of women, peace and security are far too important to be overlooked because people may be tired of developing action plans. A quick solution might simply be changing the name to ‘guidelines’ or ‘strategic plan’ or ‘recommendations on.’
- ▣ **Participatory processes** often take longer and can be a source of great frustration, yet have a better chance of resulting in strategic initiatives that are implemented at multiple levels and in close coordination.

- ▣ Finally, the issue of **impotence** is often raised: “What good is yet another well-intended plan that no one is implementing?” This can largely be avoided if the action plan includes feasible and concrete objectives and initiatives, is designed in collaboration with the people that will be responsible for implementation, and is complemented by clear accountability and reporting mechanisms. Further discussion on the issue of implementation is included in the conclusion.

Before initiating the process of developing a WPS action plan, it is vital to have a clear understanding of the importance of women, peace and security issues and the advantages and potential disadvantages to creating such a plan. Though this guide encourages the creation of separate WPS action plans, in certain cases it might be more practical to integrate SCR 1325 mandates into existing gender action plans and strategies, as is the case with Fiji (see next section). It is therefore essential to evaluate the specific context of the organisation, country or region to determine if a women, peace and security action plan is the best approach.

It is crucial to develop national action plans in order to make the work more efficient and in that way spend the limited resources in a sustainable way (prioritise a few areas and focus on them, avoid “double work”, etc.).
– Gunilla de Vries Lindestam⁹

7. Eva Zillén, Kvinna till Kvinna, personal interview, July 2005.

8. Chantale Walker, Acting Deputy Director Gender Equality, Foreign Affairs Canada, personal interview, 23 May 2006.

9. Gunilla de Vries Lindestam, Collegium for Development Studies, personal interview, August 2005.

Global Overview of WPS Policy and Planning

Policy and planning that includes women, peace and security issues have long existed. Nevertheless, with the passing of SCR 1325, a binding international mandate, there has been increasing demand for SCR 1325-specific policies and plans of action. This demand is largely the result of the mobilisation and advocacy of women's civil society organisations across the globe. Their efforts are reflected in the October 2004 Statement by the President of the Security Council: *To that end, the Council welcomes the efforts of Member States in implementing resolution 1325 (2000) at the national level, including the development of national action plans, and encourages Member States to continue to pursue such implementation.*

These calls to action have resulted in a variety of women, peace and security policies and plans at the organisational, national and regional levels. Rather than create separate national plans of action on SCR 1325, the resolution has been integrated into national policy and legislation in countries such as Colombia, Israel and Fiji. On the other hand, Denmark, the United Kingdom, Norway, Sweden, Canada and Switzerland have all made the decision to create national action plans on SCR 1325. Within the UN system, a *System-Wide Action Plan for the Implementation of SCR 1325* was recently launched. In addition, the Department for Disarmament Affairs (DDA), Office for the Coordination of Humanitarian Affairs (OCHA) and the Department of Peacekeeping Operations (DPKO) all have individual gender action plans. At the regional level, organisations from the European Union (EU) to the Inter-Governmental Authority on Development (IGAD) have passed resolutions and created action plans on women, peace and security issues.

National Policy and Legislation on SCR 1325

Rather than create a separate national action plan, countries ranging from Colombia, Serbia and Israel to Fiji are integrating the mandates of SCR 1325 into national policies and legislation. Countries that have now opted for national action plans – such as Norway, Sweden, the UK and Canada – have also made concerted efforts to integrate SCR 1325 into gender as well as peace and security policies.

In late March 2005, the **Colombian** parliament opened a debate on a new justice and peace law. Armed with international mandates including SCR 1325, Colombia's two largest women's networks, *Iniciativa de Mujeres por la Paz* y *Red Nacional de Mujeres*, successfully lobbied to include wording on protecting women's rights and adequately addressing violence against women including the: "protection of victims and witnesses in cases of sexual violence, attention to the specific needs of victims and representation by women's organizations on the proposed National Commission for Reparation and Reconciliation."¹⁰

After extensive lobbying by Isha L'Isha – Haifa Feminist Center, **Israel's** Knesset adopted a new law in July 2005 mandating the inclusion of women in government teams appointed for peace negotiations and setting domestic, foreign or security policy. This ground-breaking law was included as an amendment to the 1956 Equal Representation of Women Law. The law's proponents, Yuli Tamir (Labor) and Eti Livni (Shinui) worked in partnership with Isha L'Isha in compiling feedback from women's organisations and developing an extensive grassroots and media campaign. In addition, an ad hoc coalition of women's organisations and peace organisations was formed to

10. UNIFEM, "Colombian Women Advocate for Protection of Women's Rights in Draft Law on Justice and Peace," 1325 PeaceWomen E-News #62, 7 June 2005.

participate in debates and meet with members of the Knesset. Isha L'Isha's activities were part of their project to implement SCR 1325, the *Women Leading Peace Project*. Follow-up activities include training women in negotiation skills, teaching conflict resolution, creating a directory of qualified female negotiators and monitoring the implementation of the law.¹¹

In **Fiji**, the implementation of SCR 1325 has been incorporated into the existing mechanisms established for the implementation of the Fiji Government *Women's Plan of Action 1999-2008*. In 2003, the Women, Peace and Security Fiji Coordinating Committee on 1325 was established, consisting of women's peace-centred NGOs and Fiji's Ministry of Women. The Committee aims to accelerate the implementation of SCR 1325 through work in four specific areas:

1. Improvement of the availability of data and analysis on WPS issues.
2. Strengthening the capacity of women and women's groups to play a role in conflict prevention, resolution and post-conflict peacebuilding.
3. Promoting a gender perspective in government and regional organisation initiatives on conflict resolution and peacebuilding.
4. Promoting peace, tolerance, reconciliation and economic security through community advocacy and public awareness-raising.

Due to the limited capacity of the Ministry of Women, the decision was made to integrate these SCR 1325-related activities into the existing ten-year gender action plan.¹²

In other countries, efforts to pass policies and laws on SCR 1325 have not met with the same level of success. For example, in the **United States**, Eddie Bernice Johnson of Texas submitted a resolution to the House of Representatives calling for the full implementation of SCR 1325. Among other actions, it calls upon the US government to uphold the human rights of women, conduct a study on WPS issues, and urge UN Member States to implement the resolution. Though it was submitted on the 4th of November 2003, and later referred to the Committee on International Relations, there has been no word on the status of the resolution.¹³

National WPS Action Plans

A number of EU countries are now beginning to address the need to develop their own national action plans or national level strategies. These will encourage a system-wide approach that links development, humanitarian, and defence work. Such strategies will not only ensure Member States have a coherent cross-government approach to SCR 1325 but also provide a standard against which government policies can be measured. They also provide a useful means to identify and overcome ongoing barriers to the full implementation of SCR 1325 - what we should all be aiming for.

– European Union statement to the UN Security Council¹⁴

A handful of countries in North America and Western Europe have developed, or are in the process of developing, national action plans on SCR 1325. Denmark, the United Kingdom, Norway and Sweden all launched their plans during this past year. Currently, Canada and Switzerland have confirmed that they are in the process of developing national action plans on SCR 1325.

11. Isha L'Isha – Haifa Feminist Center, "News Release," 21 July 2005.

12. NGO Working Group on Women, Peace and Security, *From Local to Global: Making Peace Work for Women* (New York: NGOWG on WPS, October 2005) 70-71. <http://www.peacewomen.org/un/ngo/wg.html>.

13. Eddie Bernice Johnson, "House of Representatives Resolution 432," 4 November 2003.

14. Emyr Jones Parry, Permanent Representative of the United Kingdom to the United Nations, "EU Presidency Statement on Women, Peace and Security" (New York, 27 October 2005) http://europa-eu-un.org/articles/en/article_5204_en.htm.

DENMARK

Denmark believes that national action plans are the first steps on the way. We urge other member states to systematize their efforts and develop national action plans to ensure the implementation of 1325. The members of the Security Council could lead the process and set the example.

- H.E. Ambassador Ellen Margrethe Løj, Permanent Representative of Denmark to the UN¹⁵

In June 2005, Denmark was the first to launch a SCR 1325 national action plan, entitled *Danish initiatives for the national and international implementation of Security Council resolution 1325 on Women, Peace and Security*. After a September 2004 conference on women, peace and security organised by the Ministry of Foreign Affairs and the International Equality Committee¹⁶, an inter-ministerial working group on SCR 1325 was formed. This working group, composed of representatives from the Ministry of Foreign Affairs and the Ministry of Defence, drafted the action plan and is responsible for monitoring its implementation. Civil society involvement was minimal in the drafting of the plan, though some consultations were held.¹⁷ In 2005, the plan was approved by the Danish Parliament.

The thirteen-page plan outlines how Denmark will implement the resolution within its system of national defence, the United Nations, the European Union, the Organisation for Security and Co-operation in Europe (OSCE), the North Atlantic Treaty Organisation (NATO), African Union (AU), and the Danish development

cooperation.¹⁸ The domestic goals include three focus areas:

1. Increasing the gender balance in the Danish defence forces.
2. Protecting women's and girls' rights in areas where Danish troops are deployed.
3. Increasing the participation and representation of women in peacebuilding and reconstruction processes where Danish troops are deployed or Danish development assistance is involved.¹⁹

At the international level, the action plan outlines how Denmark will strengthen the implementation of SCR 1325 in the UN, EU, OSCE, NATO and AU working in the areas of crisis management, development and humanitarian assistance. For instance:

Denmark will aim at ensuring that the mandates of the peacekeeping UN missions in all relevant cases include a commitment to safeguard the protection and rights of women.

*Denmark will promote the incorporation of gender-based perspectives, as outlined in UNSCR 1325, during planning and implementation of civilian EU crisis management operations. This includes the pre-assessment and assessment missions, the Council conclusions, Common Actions and the Concept of Operation.*²⁰

No timetable or monitoring and evaluation mechanisms are included in the plan, however a national-level assessment will be conducted regarding how Danish defence can strengthen the implementation of SCR 1325, based upon the three focus areas listed above.

*Plan de acción nacional Danés
"Danske initiativer til national og international gennemførelse af Sikkerhedsrådsresolution 1325 om Kvinder, Fred og Sikkerhed" (DANISH ONLY)
<http://forsvaret.dk/NR/rdonlyres/BFA01660-285B-416E-BFB7-2A0E8E098ED5/16352/FMogUMf%E6llesnotatFN1325.pdf>*

¹⁵. Ellen Margrethe Løj, "United Nations Security Council Open Meeting SCR 1325 – Women, Peace and Security" (New York, 27 October 2005)

http://www.peacewomen.org/un/5thAnniversary/Open_Debate/Statements/Denmark.pdf.

¹⁶. NGOWG on Women, Peace and Security 59.

¹⁷. IBID.

¹⁸. "Danske initiativer til national og international gennemførelse af Sikkerhedsrådsresolution 1325 om Kvinder, Fred og Sikkerhed," June 2005
<http://forsvaret.dk/NR/rdonlyres/BFA01660-285B-416E-BFB7-2A0E8E098ED5/16352/FMogUMf%E6llesnotatFN1325.pdf>

¹⁹. Anja Jeffrey, "Danish experiences with the implementation of Security Council Resolution 1325 on Women, Peace and Security" (Ottawa: Foreign Affairs Canada Panel, 18 October 2005)

<http://www.ambottawa.um.dk/en/menu/InfoDenmark/Embassypresentations/WomenPeaceAndSecurity/>.

²⁰. Ministry of Foreign Affairs and the Ministry of Defence of Denmark, "Denmark's Action Plan on implementation of Security Council Resolution 1325 on Women and Peace and Security – English summary" (September 2005) 3-4.

UN SCR 1325 – United Kingdom High Level National Action Plan

(ENGLISH ONLY)
<http://www.fco.gov.uk/Files/kfile/AP%20High%20Level%20%20Outcomes%20-Jan06%20-%20Final.pdf>

UNITED KINGDOM

The Action Plan should be seen as an evolving document. This will allow flexibility to deal with a changing environment, any increase/decrease in resources, and other implementation ideas that may come from stakeholders.
– Ify Fayinka, UK Foreign and Commonwealth Office²¹

The UK launched their action plan on the 8th of March 2006 with the objective of raising awareness of “the important role that women can play in peacebuilding and reconciliation, and to ensure that HMG was more systematic in its approach to implementing the Resolution.”²² The idea for developing a WPS action plan had been discussed both in London and the UN Mission in New York in 2004, however it was not until 2005 that resources were made available. The plan took twelve months to be developed by means of an “inclusive bottom-up approach”.²³

The action plan itself has been viewed as an internal working document and thus has not been publicly released. Instead, a two-page document containing high-level action points, *UN SCR 1325 – United Kingdom High Level National Action Plan*, has been made public. A Cross Whitehall 1325 Action Plan Working Group was established to develop the UK action plan, consisting of members from the Foreign and Commonwealth Office (FCO), the Department for International Development (DFID), and the Ministry of Defence (MOD). The UN Mission in New York and the Women’s National Commission of the Department of Trade and Industry were also involved in the development. The UK Working Group on Women, Peace and Security, largely a coalition of civil society organisations, participated in Cross-Whitehall meetings and gave substantial input on the initial draft of the action

plan.²⁴ In addition to the physical meetings, a virtual network was established to gain additional participation and feedback from within the UK government. Discussions were also held with the Norwegians and Canadians.²⁵

As a first step in the process of developing the UK national action plan, a gender audit was carried out by the Conflict Issues Group (CIG), an internal department of the Foreign and Commonwealth Office. The CIG is responsible for developing policy on the issues of conflict prevention and resolution as well as peacebuilding.²⁶ It is also the lead department within the UK government working on SCR 1325 policy.²⁷ The internal audit served as a basis for the identification of actions to include in the national action plan, however civil society was not given the chance to give feedback or review the results. In addition, the high-level action points call for the UK Ministry of Defence Armed Forces to undertake an audit of the gender training component in Pre-deployment Training.

The *UN SCR 1325 – United Kingdom High Level National Action Plan* includes twelve clear commitments toward the implementation of SCR 1325 listed under the headings of: UK Support to the United Nations; Training and Policy within HMG [Her Majesty’s Government]; Gender Justice including Gender-Based Violence; Disarmament, Demobilisation and Reintegration; and Working with Non-Governmental Organisations. Examples of commitments include:

- 5. HMG to raise awareness amongst key programme/project stakeholders of the importance of taking into consideration gender issues in programme/project activity. *For example, through offering officials desk-top training on SCR1325, and subsequently raising awareness on*

21. Ify Fayinka, Conflict Issues Group of the UK Foreign and Commonwealth Office, personal interview, 5 June 2006.
22. IBID.
23. IBID.
24. NGOWG on Women, Peace and Security 54.
25. Ify Fayinka.
26. Foreign and Commonwealth Office, “Conflict Prevention”
<http://www.fco.gov.uk/servlet/Front?pagename=OpenMarket/Xcelerate/ShowPage&c=Page&cid=1007029393906>
27. NGOWG on Women, Peace and Security 54.

the importance of gender considerations in conflict and security.

10. HMG to continue to implement its Sexual Exploitation and Abuse (SEA) Strategy. *For example, by systematically looking for opportunities to ensure that language against sexual exploitation and abuse is included in Security Council resolutions and in peacekeeping mandates and reports at both the UN and other international organisations.*

As for the unreleased plan of action, it addresses SCR 1325 provision by provision providing concrete actions and strategies for its implementation by the UK.²⁸ It also contains detailed actions, built-in timeframes and measurements for implementation.²⁹

NORWAY

The plan of action is thus the product of broad-based cooperation. Its purpose is to systematise efforts to promote peace, security and a more democratic society. Now the plan is to be put into practice, and it is vital that we succeed. The process that has begun bodes well. - Norwegian Foreign Minister Jonas Gahr Støre, 8 March 2006

The Norwegian Government's Action Plan for the Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security was also launched on the 8th of March 2006. It was developed and finalised in four months by a committee composed of representatives from the Ministry of Foreign Affairs (which includes International Development), Ministry of Justice and the Police, Ministry of Defence, and the Ministry for Children and Equality. The Ministry of Foreign Affairs was

responsible for the coordination of the action plan and hired two consultants from the International Peace Research Institute to participate in the committee and draft the plan.

Civil society, including Forum Norge 1325 (a network of eight organisations) was consulted along with the UK and Sweden. An internal assessment was also conducted which highlighted the fact that little progress had been made in the implementation of SCR 1325 during the past five years.

Norway's nineteen-page plan of action includes eighty-nine specific actions arranged under the headings of: international efforts and peace operations; conflict prevention, mediation and peacebuilding; protection and human rights; and follow-up, revision and cooperation. The actions are also specified as national measures or actions to be taken in relation to the UN, NATO, OSCE, EU and AU. Examples include:

Norway will seek to ensure that the international community intervenes to prevent genocide, ethnic cleansing, and war crimes against humanity. International implementation of the principle of "responsibility to protect" requires special efforts to combat gender-based and sexual violence. Norway will therefore combat impunity for international crimes such as rape and other forms of gender-based and sexual violence.

At least 25 per cent of the students attending military officer training schools will be women.

Specific measures for monitoring and implementation are also written into the national action plan. They include appointing focal points for implementation

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

(ENGLISH)

http://odin.dep.no/filarkiv/279831/ActionPlan_Resolution1325.pdf

(NORWEGIAN)

<http://www.dep.no/filarkiv/275810/fn1325.pdf>

²⁸. NGOWG on Women, Peace and Security 55.

²⁹. Nicola Johnston-Coeterier, "When women and power meet," *Open Democracy* 24 October 2005 <http://www.opendemocracy.net/debates/article.jsp?id=3&debateId=136&articleId=2952>

Swedish National Action Plan: "Regeringens handlingsplan för att genomföra säkerhetsrådets resolution 1325 (2000) om kvinnor, fred och säkerhet"

(ENGLISH)
<http://www.sweden.gov.se/sb/d/6831/a/65671>

(SWEDISH)
<http://www.regeringen.se/content/1/c6/06/56/10/f9610b2f.pdf>

within each ministry; creating a consultative body including the inter-ministerial working group, research institutions and NGOs; and a yearly implementation evaluation by the Ministry of Foreign Affairs.

SWEDEN

The national action plan is both a map and a compass for the Government's intensified efforts to strengthen protection for women in conflicts.

- Swedish Minister for Foreign Affairs Jan Eliasson.³⁰

The Swedish government adopted the *Swedish Government's Action Plan to Implement Security Council Resolution 1325 (2000) on Women, Peace and Security* on 14 June 2006. Their process of developing an action plan has spanned circa eighteen months, "the reason being both the ambition to let it be developed in parallel with undertaking specific activities, and the objective of having an inclusive process."³¹

As with the other countries, an inter-ministerial taskforce was set up in late 2004 by the Ministry for Foreign Affairs, including the Ministry of Justice, Ministry of Defence, Ministry of Industry, Employment and Communications, and the Prime Ministers Office. Government agencies such as the armed forces, the Swedish International Development Cooperation Agency (SIDA) and the National Police Board were also included. In addition to developing a national action plan, the inter-ministerial taskforce was tasked with initiating various projects and seminars to intensify the implementation of SCR 1325 as well as serving "as a platform for sharing information and experiences on implementing SCR 1325."³²

Many different Swedish civil society

organisations were involved in drafting the plan, including Operation 1325, a network of six women's organisations. Peace and development NGOs and research institutions also participated in informal consultations with the inter-ministerial taskforce and in a formal seminar and workshop. After a first draft was discussed during a half-day seminar on the 25th of November 2005, Operation 1325 sent an open letter to the Minister of Defence, Minister of Foreign Affairs, Minister of Development and Minister of Equality with their recommended changes to the draft action plan.

An extensive assessment was carried out as part of the process of developing the SCR 1325 national action plan. The Ministry of Foreign Affairs commissioned a study from the Collegium for Development Studies entitled *UN Security Council Resolution 1325 (2000) on Women, Peace and Security: Making It Work, Experience in Canada, the Netherlands and the United Kingdom with Recommendations for Sweden's Implementation*.³³ In addition, the review of ongoing Swedish activities that is part of a Swedish report to the UN on the implementation of SCR 1325 was taken into consideration.

The seventeen-page plan includes a thorough analysis of SCR 1325, presents the process of developing the plan, and lists the actions that Sweden has already taken to implement SCR 1325. Next the plan specifies challenges to the implementation of the resolution including: "A growing awareness of the resolution must be followed by in-depth knowledge at all levels on how to implement the resolution."³⁴

The Swedish national action plan outlines three priority areas:

1. Women in conflict areas should participate fully and equally at all levels

30. Jan Eliasson quoted in "National action plan on women, peace and security - UN Security Council Resolution 1325" (Stockholm: Ministry for Foreign Affairs Press Release, 14 June 2006) <http://www.sweden.gov.se/sb/d/586/a/65671.jsessid=aEk4jP8CJ6g>

31. Jessica Olausson, Department of Global Security, Swedish Ministry of Foreign Affairs, personal interview, 23 May 2006.

32. NGOWG on Women, Peace and Security 62.

33. Gunilla de Vries Lindestam, *UN Security Council Resolution 1325 (2000) on Women, Peace and Security: Making It Work, Experience in Canada, the Netherlands and the United Kingdom with Recommendations for Sweden's Implementation* (Uppsala: Collegium for Development Studies, 2005).

34. Unofficial translation from the Swedish Ministry for Foreign Affairs, "Regeringens handlingsplan för att genomföra säkerhetsrådets resolution 1325 (2000) om kvinnor, fred och säkerhet" <http://www.regeringen.se/content/1/c6/06/56/10/f9610b2f.pdf>

of mechanisms and institutions for conflict prevention, crisis management, peacebuilding, humanitarian actions and other actions in the post-conflict phase.

2. The protection of women and girls in the context of conflict should be strengthened.

3. More women should participate in international peace and security initiatives within the UN, EU, OSCE, and other regional organisations.

In order to address these priorities, the plan includes specific actions at the national, regional and global level. Examples include:

Practical tools such as checklists, guidelines, instructions and frameworks for dialogue should be developed in order to practically and concretely integrate a 1325-perspective in the relevant departments' normal work in relation to actual or potential countries in conflict as well as post-conflict countries.

Sweden should actively support the Peacebuilding Commission and its support office in the task of increasing female participation and integrating a gender equality perspective in its work with both concrete conflict areas and specific issues.

In total, circa sixty-one such mandates are included in the Swedish action plan. The plan covers the period of three years (until 2008), but is at the same time designed to be a living document that can be changed to meet new challenges. Regular follow-up, including a mid-term evaluation of the plan's implementation and annual reporting, is explicitly stated in the plan. The Inter-Ministerial Taskforce on 1325 is responsible for coordination and monitoring implementation.

CANADA

Canada is in the process of developing an action plan on women, peace and security issues and aims to be finished by October 2006 in time for the sixth anniversary of SCR 1325. This process was initiated due to calls from Canadian civil society and from the UN Secretary-General to develop a coherent, comprehensive plan for the full implementation of SCR 1325.³⁵

The Interdepartmental Working Group on Gender and Peacebuilding is leading the development of the action plan. Within this working group the National Action Plan Core Group has been established to specifically focus on the action plan. The core group is chaired by the Department of Foreign Affairs and International Trade (DFAIT) and includes representatives from a wide range of federal government departments. A civil society representative has also been invited to be a member of the National Action Plan Core Group, namely the Coordinator of the Gender and Peacebuilding Working Group of the Canadian Peacebuilding Coordinating Committee.³⁶

Efforts have been made to consult with civil society and other countries that have developed national action plans. The Third Annual Symposium of the Canadian Committee on Women, Peace and Security *Towards a Canadian National Action Plan to Implement Security Council Resolution 1325 on Women, Peace and Security* hosted by DFAIT on 17-18 October 2005 was an opportunity for Canadian NGOs to discuss and give input on the development of a WPS national action plan (for the full summary of recommendations see Annex D).³⁷

³⁵. Chantale Walker.

³⁶. IBID.

³⁷. Department of Foreign Affairs and International Trade Canada, "Third Annual Symposium of the Canadian Committee on Women, Peace and Security: Towards a Canadian National Action Plan to Implement Security Council Resolution 1325 on Women, Peace and Security," Ottawa, 17-18 October 2005 http://www.dfait-maeci.gc.ca/foreign_policy/human-rights/report-wps-en.asp

Available information on the person/unit in charge of drafting an NAP [National Action Plan] would have facilitated contacts and consultations. – Tamara Münger, Swiss Federal Department of Foreign Affairs

For more information on national action plans please see Annex B which includes contact information for government and civil society organisations in countries that have developed or are in the process of developing SCR 1325 action plans.

UN System-Wide Action Plan for the Implementation of Security Council resolution 1325 (2000)
<http://daccessdds.un.org/doc/UND/OC/GEN/N05/534/82/PDF/N0553482.pdf?OpenElement>

SWITZERLAND

The decision to develop a Swiss plan of action on SCR 1325 was formalised the 31st of May 2005 and the goal is to finish the plan by December 2006 at the latest. Much like the Swedish initiative, the Swiss process will have taken up to nineteen months to complete. The objectives behind the creation of the plan include “to get guidelines for the implementation of UN SCR 1325, to benefit from the guidelines given in UN SCR 1325 for Swiss peace building activities [and] to strengthen the coordination of different actors within the Swiss administration in charge of peace building measures.”³⁸

The decision to create an action plan was taken by an existing inter-ministerial committee group of the Swiss Administration called *Kerngruppe Frieden* (Task Force Peace). A smaller working group within the *Kerngruppe* was then established, the *UN-Resolution 1325 – Switzerland*. Included in this working group are specialists from the Department of Defence, Civil Protection and Sport, and various divisions of the Federal Department of Foreign Affairs. The coordinator of the working group is the Division on Human Security of the Federal Department of Foreign Affairs, specifically the Gender Focal Point of the Division.

In order to involve civil society, a meeting was held with interested NGOs to discuss a draft version of the action plan. NGOs have also submitted comments in writing. The input from civil society is currently being taken into consideration within the working group. Other countries that have developed national action plans were consulted informally at conferences or multi-lateral negotiations. An assessment of the existing implementation of SCR 1325 within Swiss peacebuilding initiatives has been conducted and is part of the current draft of the national action plan.

UN System WPS Action Plans

Within the United Nations, the *UN System-Wide Action Plan for the Implementation of SCR 1325* as well as specific organisational gender action plans have been developed in recent years.

In October 2005, the *UN System-Wide Action Plan for the Implementation of Security Council resolution 1325 (2000)* was presented to the UN Security Council. The Security Council had officially requested such a plan from the Secretary-General in their 2004 *Presidential Statement on WPS*. The reasons given for the creation of a system-wide plan included strengthening commitment and allowing for improved accountability, monitoring and reporting. The **UN Inter-Agency Task Force on Women, Peace and Security**, comprised of representatives from twenty-two UN system entities and observers from intergovernmental organisations and civil society, was responsible for the drafting of the action plan.

Under the leadership of the **Office of the Special Advisor on Gender Issues and Advancement of Women** (OSAGI), the Task Force created a matrix of mandates from SCR 1325 and the Security Council Presidential Statements on WPS. All UN entities that work on peace and security issues were then invited to record their ongoing and future activities, up to 2007, in the matrix. The resulting action plan is a forty-nine page matrix listing the activities of thirty-seven UN organisations and agencies in the area of women, peace and security.³⁹ This list compiles information that would be useful for an institutional WPS assessment but can hardly be called an action plan. It fails to analyse whether these activities add up to the full implementation of SCR 1325, what gaps in implementation exist, whether efforts are being duplicated, and

38. Tamara Münger, Swiss Federal Department of Foreign Affairs, personal interview, 30 May 2006.
39. UN Security Council, “Report of the Secretary-General on Women, Peace and Security (S/2005/636),” 10 October 2005
<http://daccessdds.un.org/doc/UNDOC/GEN/N05/534/82/PDF/N0553482.pdf?OpenElement>

does not present a strategic, coordinated plan with clear priorities and responsibilities.

The **Department for Disarmament Affairs** (DDA) launched their *Gender Mainstreaming Action Plan* in April 2003. It was drafted during a four-month period by two external consultants who undertook extensive consultations with DDA staff members. The plan focuses on gender and disarmament issues, an essential part of WPS, and includes specific references to SCR 1325. The forty-nine page plan consists of an introduction to gender and gender mainstreaming; goals of the action plan; branch by branch initiatives (concrete actions that each branch of DDA can undertake to mainstream gender); checklists (how to integrate gender when hiring consultants, conducting fact-finding missions, etc.); and annexes exploring the theoretical relationship between gender and disarmament issues.⁴⁰ Unfortunately, implementation has been slow at best due to a lack of follow-up support, capacity-building and awareness-raising. In addition, low motivation and a lack of ear-marked human or financial resources have greatly impeded implementation.

The **Office for the Coordination of Humanitarian Affairs** (OCHA) drafted a *Gender Equality Action Plan* to support its policy on gender equality in June 2005. Throughout 2004, an external consultant assisted OCHA in New York and Geneva to develop this plan, which provides a roadmap on how to measure the implementation of OCHA's policy on gender equality. The plan will be updated and revised by each branch/unit and integrated into their individual work plans.⁴¹

The policy and plan of action address gender mainstreaming in the areas of humanitarian advocacy and information

management, humanitarian policy development, coordination of humanitarian response, and resource mobilisation. The six-page plan of action lists on-going activities and specific actions to be undertaken by actors within OCHA such as the senior management team, heads of OCHA Field Offices and gender advisors. It contains a broad spectrum of actions including monitoring and evaluation through yearly, public implementation reports, a three-year review, incorporating gender-sensitive indicators and sex-disaggregated statistics, and the appointment of gender focal points for all branch and field offices.⁴²

The **Department of Peacekeeping Operations** (DPKO) is in the process of designing an action plan specifically on the implementation of SCR 1325. In collaboration with the Office of Human Resources Management (OHRM) and OSAGI, they hired three gender consultants to assist with the process of developing the plan. At this point, a week-long needs assessment process has been completed during which the consultants met with various DPKO staff, and a series of workshops with staff from headquarters and the field offices were conducted. As an outcome of these workshops, each office prepared a work plan for the implementation of SCR 1325, which will feed into the broader departmental action plan.⁴³

Regional Organisation WPS Policies and Action Plans

In addition to UN organisations and Member States, regional organisations have integrated SCR 1325 into various policies and plans.

The **European Union** and its bodies have adopted multiple resolutions that include WPS issues and references to SCR 1325.

UN DDA Gender Mainstreaming Action Plan
<http://disarmament.un.org/gender.htm>

Gender Equality Action Plan
<http://ochaonline.un.org/webpage.asp?MenuID=9896&Page=1964>

40. DDA, "Gender Mainstreaming Action Plan" April 2003 <http://disarmament.un.org/gender.htm>

41. OCHA, "Frequently Asked Questions on Gender Equality: What is OCHA's Gender Action Plan?" <http://ochaonline.un.org/webpage.asp?Page=1951#plan>

42. OCHA, "Gender Equality Action Plan" June 2005 <http://ochaonline.un.org/webpage.asp?MenuID=9896&Page=1964>

43. DPKO, "Designing an Action Plan to Guide Implementation of UN Security Council Resolution 1325 in the Department of Peacekeeping Operations," <http://www.peacewomen.org/resources/Peacekeeping/DPKO1325ActionPlanoverview.doc>

2004 OSCE Action Plan for the Promotion of Gender Equality
<http://www.osce.org/item/2269.html>

IGAD Plan of Action on Gender Mainstreaming in Peace building and Conflict Resolution Programmes
http://www.peacewomen.org/resources/Organizing/IGAD_Peace_Building.pdf

The **European Parliament** passed a resolution on the participation of women in peaceful conflict resolution (2000/2025 (INI)) in November 2000 that calls on Member States to guarantee the equal participation of women in conflict resolution initiatives; support grassroots peacebuilding; include women in peace negotiations; implement gender-sensitive peace and security policies; condemn gender-based violence, etc. Resolution MEG-5 (2003)⁴⁴ also addresses the roles of women and men in conflict prevention, peacebuilding and post-conflict democratic processes.⁴⁴

The **Council of the European Union** adopted a *Note on the Implementation of UN SCR 1325* as part of the European Security and Defence Policy in November 2005. This document stresses the need for the EU to increase dialogue with women's NGOs; ensure gender balance at each decision-making level in the EU; collect sex-disaggregated data; protect the rights of women and children; include gender in training courses for EU mission personnel; and appoint gender focal points.⁴⁵

The **Parliamentary Assembly of the Council of Europe** has adopted Resolution 1385 (2004) *Conflict prevention and resolution: the role of women* and the **G8** adopted the *Roma Initiatives on Conflict Prevention* which includes a section on strengthening the role of women in conflict prevention.⁴⁶

In contrast to these resolutions, the **Organisation for Security and Co-operation in Europe** (OSCE) took the step of integrating SCR 1325 into the

revision of their *2000 Action Plan for Gender Issues*. Now titled *2004 OSCE Action Plan for the Promotion of Gender Equality* it specifically recalls SCR 1325 "which calls for full and equal participation of women in decision making with regard to conflict prevention as well as in post-conflict reconstruction, and stressing the importance of their full and equal participation and involvement in all efforts for the maintenance and promotion of peace and security." It provides a broad mandate for gender equality including the implementation of SCR 1325.⁴⁷

Regional organisations in the developing world have also drafted policies and plans that include women, peace and security issues. The much hailed **African Union Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa** was adopted in 2003.⁴⁸ The twenty-third **Non-Aligned Movement** (NAM) conference in 2003 adopted a final document that included text on women's participation in peace and security decision-making.⁴⁹ More extensively, the **Inter-Governmental Authority on Development** (IGAD) composed of representatives from Djibouti, Eritrea, Ethiopia, Kenya, Somalia, the Sudan, and Uganda held a meeting in 2001 on the gender mainstreaming of the IGAD peacebuilding and conflict resolution programme. Ministers in charge of women/gender affairs, women parliamentarians, representatives from the Ministry of Foreign Affairs and local women's NGOs established a list of recommendations as well as an action plan listing the programme scope, activities, key actors and required resources.⁵⁰

44. "Panel Discussion - Inclusive Security, Sustainable Peace: Tools for Action," Meeting Report (Brussels: European Parliament, 29 November 2005) <http://www.international-alert.org/pdfs/Panel%20Discussion%20-%20EU%20Toolkit%20Launch%20-%20report%2015-12-05.pdf>

45. Parliamentary Assembly of the Council of Europe, "Resolution 1385 (2004) Conflict prevention and resolution: the role of women" 5 May 2004 <http://assembly.coe.int/Main.asp?link=/Documents/WorkingDocs/Doc04/EDOC10117.htm>

46. G8, "Roma Initiatives on Conflict Prevention - Strengthening the role of Women in Conflict Prevention" (Rome: G8, 18-19 July 2001) http://ec.europa.eu/comm/external_relations/g7_g8/genoa/att_2.htm

47. OSCE, "Decision No. 14/04 2004 OSCE Action Plan for the Promotion of Gender Equality" (Sofia: OSCE, 7 December 2004) <http://www.osce.org/item/2269.html>

48. African Union, "Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa" 11 July 2003 http://www.hrea.org/erc/Library/display.php?doc_id=806&

49. UNIFEM, "A Portal on Women, Peace and Security: Security Council Resolution 1325 - A Tool Box" <http://www.womenwarpeace.org/toolbox/toolbox.htm>

50. IGAD, "The Seminar on Gender Mainstreaming of IGAD Peace Building and Conflict Resolution Programme" (Khartoum: IGAD, 15-16 October 2001)

II. Theoretical Foundations



II. Theoretical Foundations

Before delving into the specifics of how to create a women, peace and security action plan it is also important to generate a basic understanding of the underlying theoretical foundations for the steps recommended in the next chapter. This section starts by addressing the debate over whether to create a separate WPS action plan or simply to integrate WPS into initiatives, laws, policies and plans on peace and security issues. After detailing the pros and cons of each approach, the conclusion is that an ideal solution can be reached through combining the two approaches. Having established the utility of creating a WPS action plan, the next section gives a brief overview of the lessons-learned from the last decade of gender equality action plans. Finally, a short description of three key planning methodologies is included: strategic planning, participatory planning, and gender and socio-economic analysis.

Separate versus Integrated

In the nearly six years since the Security Council adopted resolution 1325, countries and organisations have argued that because many components of the resolution overlap with sections of their gender equality plans as well as with broader peace and security policies, separate action plans on WPS are unnecessary. Instead, these institutions/countries have attempted to integrate WPS issues into their initiatives, laws, policies and plans on peace and security. Though it is essential to mainstream WPS issues, this approach has had mixed results. Rather than advocate for either a separate action plan

or an integrated approach, a combination of both might be the most successful.

Many arguments have been made claiming that a separate action plan on WPS is an essential tool in order to effectively and holistically implement SCR 1325. In a study exploring the implementation of the resolution by Canada, the United Kingdom and the Netherlands, Gunilla de Vries Lindestam found that interviewees in all three countries felt that the implementation processes for SCR 1325 would be improved by creating a comprehensive action plan. Lindestam notes:

*National Action Plans for implementation with clearly defined goals and indicators would make it possible to monitor and evaluate the implementation process. There is a need in all three countries for a follow-up of activities and for improved policy coherence and consistency. Evaluation of the implementation by the governments ... is today limited to the reporting to the UN Secretary-General, and it is often very poor.*⁵¹

Another example is that Canada, which had strongly adhered to the idea that SCR 1325 must be mainstreamed into security policies and plans, has recently changed its course of action and is currently developing a national action plan.

The box below lists some of the pros and cons of each approach, compiled from interviews as well as documents on action plans and gender policies.

51. Gunilla de Vries Lindestam 31.

Box 4: P R O S		C O N S	
INTEGRATED APPROACH			
<ul style="list-style-type: none">• May require fewer resources.⁵²• Ensures that WPS issues are mainstreamed and not isolated or marginalised.		<ul style="list-style-type: none">• WPS issues become an “add-on,” or a one-line token statement.• Resources may be diverted from WPS issues to other programmes that receive more attention within the policy/law/plan.⁵³	
SEPARATE WPS ACTION PLAN			
<ul style="list-style-type: none">• Easier to monitor and evaluate SCR 1325 implementation.• Brings more attention to <i>all</i> the components of CR 1325.• Facilitates interdepartmental coordination and helps to avoid duplication.⁵⁴• Clarifies the specific steps for SCR 1325 implementation, since the action plan may include separate goals, timelines, monitoring and evaluation mechanisms.⁵⁵• A participatory planning process that involves all the stakeholders can build:<ul style="list-style-type: none">- awareness of the issues- dialogue among diverse groups of people- support and accountability for implementation- a sense of teamwork and collective ownership		<ul style="list-style-type: none">• More time and resources are required.• Creating a separate action plan might allow the document to be ‘ghettoized’ and pushed to the side.• Might result in the duplication and/or undermining of existing national gender action plans.• The action plan might be regarded as simply emblematic and not be implemented.	

52. Caroline Moser, *Gender Planning and Development: Theory, Practice and Training* (London: Routledge, 1993) 151.

53. Moser 150.

54. The Gender and Peacebuilding Working Group (GPWG), “A Canadian Civil Society response to the Official Government of Canada Report on the Implementation of United Nations Security Council Resolution 1325 (2000) on Women, Peace and Security” (Ottawa: The Canadian Peacebuilding Coordinating Committee (CPCC), October 2004) <http://action.web.ca/home/cpcc/attach/GPWGresponse.pdf>

55. Ibid.

Though it is important to take into consideration both the pros and cons when weighing these two approaches, a third option is available. Through both creating a separate WPS action plan AND integrating WPS issues into other laws/policies/plans, implementation of SCR 1325 can be enhanced and some of the cons can be avoided. Part of the purpose of creating an action plan is to heighten the visibility and awareness of WPS issues so that they become integrated into other peace and security policies and initiatives. In addition, the combined approach opens up more avenues for the implementation of SCR 1325 as new actors become involved and different levels of the organisation/country become engaged.

Learning from Gender Equality Action Plans

Keeping in mind the combined approach, it is important to realise that even though very few women, peace and security action plans exist at this point, gender action plans have been around since 1975. The lessons we can learn from a quick analysis of gender equality action plans are highly valuable in order to avoid the same stumbling blocks and to learn from their successes.

National governments began developing action plans to address women's rights issues following the example provided by the UN World Plan of Action for the Implementation of the Objectives of the International Women's Year of 1975. National action plans often relied on the basic methodology of conducting surveys to collect data on women, analysing the data, and developing various solutions.⁵⁶ Many countries responded by creating institutional machineries such as women's ministries and bureaus for the monitoring and implementation of the action plans.⁵⁷

After the Fourth World Conference on Women in 1995, the resulting Beijing Platform for Action (BPfA) became the catalyst for the widespread creation of strategic gender equality action plans. The BPfA explicitly calls for the development of "strategies or plans of action" by both individual countries and UN agencies. The UN Division for the Advancement of Women (DAW) reports that as of April 2000, a total of 118 countries had submitted national plans or strategies for action.⁵⁸

In the ten years since the Fourth World Conference on Women, the gender equality action plans developed by states, intergovernmental bodies and NGOs have resulted in numerous positive outcomes. A review by the 49th Session of the UN Commission on the Status of Women (CSW) on the implementation of the BPfA reveals that most governments around the world have developed policies, operational programmes, legislation and institutional frameworks for the advancement of gender equality. In all regions, the actions resulting from targeted gender planning have yielded at least some improvements in areas such as education, poverty reduction, women's health, social and legal status, and the representation of women in public life. The CSW also made note of progress in the realm of resource allocation and gender-specific research and data collection.⁵⁹

The action plans of many countries throughout Latin America and Southeast Asia have been particularly successful in their specific focus on combating violence against women. In Ecuador, the implementation of the country's action plan has involved the development of women's courts that receive advisory support from women's NGOs to address family violence. UNIFEM reports that as

56. Moser 141.

57. Moser 111.

58. UN Division for the Advancement of Women, "National Plans of Action and Strategies" April 2000.

59. Commission on the Status of Women, *Report of the Secretary-General on the Review of the implementation of the Beijing Platform for Action and the outcome documents of the special session of the General Assembly entitled "Women 2000: gender equality, development and peace for the twenty-first century"* (New York: Commission on the Status of Women, Forty-ninth session, 28 February-11 March 2005) 15.

a result of this programme, there has been an increase in the percentage of abusers convicted, while women using the courts report that “they have seen positive effects in their lives.”⁶⁰

Despite many ringing endorsements and positive outcomes, over the past ten years the implementation of gender-equality action plans has been sporadic and lacking in cohesion. In general, many of the national action plans are perceived as sprawling, “cumbersome” documents that have failed to produce sustainable changes.⁶¹ In many cases, particularly in countries most in need of concentrated efforts to advance gender equality, the implementation of action plans has been almost non-existent. Legislative obstacles still exist for the advancement of women’s rights in many regions, including national laws “permitting discrimination against women in the political, civil, economic and social fields.”⁶² Overall, as UNIFEM maintains, “to date, implementation has been uneven ... it is clear that plans need to be strengthened.”⁶³

Many overarching problems emerge from countries’ implementation reports on their national action plans for gender equality. One of the most widespread concerns has been the lack of resources designated to gender issues on a national scale. As UNIFEM notes, “given their broad sweep, it was to be expected that action plans would require a substantial investment. Yet too many governments have not mandated the resources for plans to be put into action.”⁶⁴

Additional obstacles include:

- ☐ Gaps between gender legislation, policies and programmes as outlined in the action plans and their general implementation as well as their specific

integration within larger national development plans.

- ☐ Unclear or non-existent accountability, monitoring and evaluation mechanisms, which is thought to be linked to the lack of sex-disaggregated statistics and indicators.
- ☐ Lack of understanding of the concepts of gender equality and gender mainstreaming by policy-makers.
- ☐ The tendency to relegate all responsibility for the promotion of gender equality to the committees, taskforces or other coordination mechanisms for the advancement of women.
- ☐ Unclear or non-existent guidelines for implementing the objectives of gender equality action plans.⁶⁵

These lessons-learned are crucial and should be taken into consideration whether developing regional, national or organisational action plans on WPS. Rather than solely relying on these general observations, it can be useful to gather additional lessons from gender action plans in the specific country or region as part of the assessment phase of creating a WPS action plan. To summarise the broad recommendations gathered from ten years of gender equality action plans, future action plans on WPS should include:

- 1. Realistic objectives for the near future that can be monitored and evaluated.**
- 2. A clear understanding of specific responsibilities, resources needed and timelines.**
- 3. The participation and shared responsibility of leaders and representatives from all areas and divisions of the institution/ organisation.**

60. UNIFEM, *Not a minute more: Ending Violence Against Women* (New York: UNIFEM, 2003) 54.
61. Caroline Moser, personal interview, 26 July 2005.
62. CSW 19.
63. UNIFEM 57-59.
64. UNIFEM 57.
65. CSW 19-20.

New approaches to creating action plans should also be considered for more effective implementation of SCR 1325. In the following section, the planning methods and strategies that serve as the theoretical basis for “How to create a WPS Action Plan” are described.

Planning Methods: mixing strategic, participatory and gender analysis

In this guide, the steps and strategies recommended are based on information gathered from numerous sources, including interviews, websites, periodicals, and NGO and UN publications. In addition, three core methodologies serve as the foundation for the planning practices suggested in this guide: strategic planning, participatory planning and gender/socio-economic analysis.

Strategic Planning

The techniques of strategic planning were adopted by governments and civil society organisations in the 1980s for the implementation of specific objectives and the identification of possible solutions.⁶⁶

Planning scholars John Bryson and William Roering define strategic planning as “a disciplined effort to produce fundamental decisions and actions that define what an organisation (or other entity) is, what it does, and why it does it.”⁶⁷ This dynamic methodology involves creative processes that bring together: 1) the overall goals of an institution; 2) specific policy or programme objectives; and 3) the practical steps towards achieving the objectives.

Strategic planning procedures include:

- ▣ A comprehensive survey of internal and external conditions.
- ▣ The defining of goals and objectives.
- ▣ An exploration of different approaches and strategies.
- ▣ An emphasis on the future implications of present decisions.
- ▣ The specification of tasks, timelines, and responsibilities.
- ▣ The ongoing monitoring of outcomes.

Bryson and Roering find that a “quilt” of different elements should be on hand for strategic planning to succeed in the public sector, including:

- ▣ A powerful process sponsor.
- ▣ A strategic planning team.
- ▣ Effective team leaders or “process champions.”
- ▣ The expectation of disruptions and delays.
- ▣ The willingness to be flexible concerning what constitutes a strategic plan.
- ▣ A commitment to evaluating proposals from a wide range of criteria and different perspectives.⁶⁸

Participatory Planning

Participatory planning is a relatively new approach that builds upon strategic planning methods and the momentum of empowerment and democratisation movements taking place around the world. It aims to transform the processes of strategic planning that are based on a ‘top-down’ approach, in which ideas are explored and decisions are made by planning authorities and then transmitted

⁶⁶. Douglas C. Eadie, “Putting a Powerful Tool to Practical Use: The Application of Strategic Planning in the Public Sector” *Public Administration Review* 43 (1983): 447.

⁶⁷. John M. Bryson and William D. Roering, “Initiation of Strategic Planning by Governments” *Public Administration Review* 48 (1988): 995.

⁶⁸. Bryson and Roering 1002.

to the public for comments. Participatory planning, in contrast, prioritises the engagement of all the stakeholders within an institution, country or community throughout the different stages of planning. This methodology is rooted in the recognition of diversity and differences in power, and it seeks to ensure that inequalities do not pre-determine the outcomes of planning processes.

In a 2003 study commissioned by the United Kingdom Office of the Deputy Prime Minister, researchers compiled evidence in support of participatory planning. However, they found that the methods may involve challenging transitions for institutions:

The 'planning game' has been played mainly by 'insiders' ... If the new system is to work, existing mind-sets will need to be challenged; new skills of listening, communicating and mediating will need to be developed and shared through new approaches to plan-making. Such a deep change in culture will need a sustained commitment over time, but our research has also found that if the political will is there, planning and the relationships within it can be changed.⁶⁹

Despite the new challenges to implementing participatory methods, in the context of WPS issues and the implementation of SCR 1325, the long-term benefits of using participatory processes make the initial struggles worthwhile. The advantages of this approach include:

- The reduction of future resistance to change through negotiating compromises and finding common ground and mutual benefits.

- An increased understanding of different viewpoints, resulting in the building of alliances and the improvement of relations between diverse sectors of the institution, country or community.
- Assurance that the needs and interests of each particular group, especially groups which are commonly marginalised such as indigenous women or migrant women, have been addressed.
- An increased level of support and willingness to participate in the future implementation of the action plan.
- The empowerment of marginalised groups and a subsequent increase in confidence levels.
- An increase in the overall impact and sustainability of the changes brought by initiatives.

Gender and Socio-Economic Analysis

In addition to the basic steps of strategic and participatory planning methods, gender and socio-economic (GSE) analysis is a vital technique that can be employed in the planning process and as part of monitoring and evaluation.⁷⁰ The focus on gender as a perspective from which to analyse and assess a plan, policy or other initiative has evolved in recent decades in the field of development studies. Through gender analyses, existing gender roles and relations are better understood, in particular differences in activities, access to resources and decision-making, and the economic, social, political and other constraints faced by women as compared to men.

Through conducting gender analyses, policies, programmes and legislation can be developed that take into consideration and effectively respond to the inequalities

69. C. Hague, et al., *Participatory Planning for Sustainable Communities* (London: United Kingdom Office of the Deputy Prime Minister, 8 September 2003) http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/page/odpm_plan_023784.hcsp#P44_3431

70. For examples of GSE analyses, see information on the programme of the gender and development division of the UN Food and Agriculture Organization (FAO): SEAGA (Socio-economic and Gender Analysis) http://www.fao.org/sd/seaga/index_en.htm

and differences in the needs and interests of women and men. Furthermore, adding a socio-economic component to the analysis recognises the disparities within groups of women and men. A GSE analysis takes into account the multiple challenges experienced when gender intersects with other inequalities for women such as class, ethnicity, culture, religion, disability, sexual orientation and age.

Women and men from diverse backgrounds do not experience situations of insecurity, armed conflict, and peacebuilding in the same way. Thus, GSE analyses applied throughout the development and implementation of WPS action plans can help to ensure the plan’s effectiveness for all members of an institution, country or community. With a solid understanding of the distinct experiences, skills and vulnerabilities of women and men in a given context, more effective decisions can be made regarding which objectives and specific initiatives to prioritise in an action plan. More specifically, within the process of developing a WPS action plan, GSE analysis can be applied during the WPS assessment and the monitoring and evaluation stage.

A number of techniques have become ‘textbook’ components of GSE and other gender assessments, some of which could be particularly useful in evaluating the implementation of SCR 1325 or the WPS action plan. These assessment techniques are described in Box 5.

Box 5: GSE ASSESSMENT TECHNIQUES	
Disaggregated statistics	The collection and analysis of data by categories (e.g. sex and ethnicity) in order to identify the socio-economic gaps and patterns of discrimination in a given situation, such as those between women and men, or between women and men of various ethnicities. ⁷¹
Practical needs assessment	The measurement of the immediate needs of women that arise due to their subordinate status in society, such as disparities in living conditions, health care and employment. ⁷²
Strategic needs assessment	The evaluation of the broader needs of women that challenge their subordinate status relative to men, such as those involving legal rights, high risk of violence, and equal wages. ⁷³
Gender-sensitive indicators	Measurements, numbers, facts, opinions or perceptions that reveal gender-related changes over time, such as: <ol style="list-style-type: none">1. Changes in the status and roles of women and men over time.2. The extent to which gender equity is being achieved.3. Positive or negative results of gender policies and programmes.

71. San Francisco Commission on the Status of Women, “Guidelines for a Gender Analysis: Human Rights with a Gender Perspective” (San Francisco: San Francisco City and County Government, August 2000) http://www.ci.sf.ca.us/site/cosw_page.asp?id=10854#howto
72. ILO Sub-Regional Office for South-East Asia and the Pacific, “Online Training Module on Gender, Unit 1: A Conceptual Framework for Gender Analysis and Planning” 8 February 2005 <http://www.ilo.org/public/english/region/asro/manila/gender/modggn.htm>
73. Ibid.

In particular, gender-sensitive indicators are crucial tools for the assessment of initiatives aimed at increasing gender equality, gender mainstreaming and women’s empowerment. These indicators may serve as the basis for monitoring and evaluation processes. The Canadian International Development Agency (CIDA) recommends five types of indicators, as detailed below:

Box 6 : TYPES OF PROJECT INDICATORS ⁷⁴	
Risk/Enabling	The factors external to a project that contribute to the project’s success or failure.
Input	The resources devoted to the project or programme.
Process	The achievements during implementation, such as successful delivery of resources, thus serving to track progress towards the intended results.
Output	Products and services that are delivered when a programme or project is completed, such as the number of girls trained or the opinions of the teachers on the training facilities provided.
Outcome	The longer-term results of the project.

74. Marnie Girvan, "Guide to Gender Sensitive Indicators" (Ottawa: Canadian International Development Agency, August 1997) http://www.acdi-cida.gc.ca/cida_ind.nsf/8949395286e4d3a58525641300568be1/7b5da002feaec07c8525695d0074a824?OpenDocument#sec1

By integrating the different methods that are part of GSE analysis, participatory planning, and strategic planning, a cohesive process can be established for the creation of a comprehensive, inclusive and responsive WPS action plan.

III. How to Create a WPS Action Plan



III. How to Create a WPS Action Plan

This section consists of practical recommendations for creating action plans. They have been drawn from the years of experience of researchers, organisations, governments, and businesses. We do not pretend to include all the different approaches to preparing action plans, as new approaches are constantly being developed in the professional and academic fields of planning and policy-making, but instead focus on providing an introduction to the basic steps.

It is important to bear in mind that these recommendations must be adapted to specific contexts. Depending upon the type and number of actors involved, the specific regional, national or community context, and the available resources, the planning process will be considerably different. There is no one-size-fits-all planning process or model action plan. For instance, the activities involved in creating a WPS action plan for the Organisation of American States (OAS) would be far more extensive than those needed for a small NGO working on issues of disarmament (see Box 7 for the example of Norway's action plan process).

As planning and management consultant Douglas Eadie writes: "successful application of strategic planning is a matter of careful tailoring to the unique circumstances of a particular public organization ...variations are often crucial to success in planning process design."⁷⁹

This section is divided into six steps:

- 1. Building Political Will: Advocacy and Awareness-Raising**
- 2. Getting Organised**
- 3. Plan for Planning: Terms of Reference**
- 4. Women, Peace and Security Assessments**
- 5. Planning Meetings or Workshops**
- 6. Drafting the Action Plan**

These are some of the fundamental steps that should be taken in order to create a WPS action plan. Readers of this guide might be at different stages of the action plan process, however, the goal is to be able to provide good practices and useful information for all actors developing or thinking of developing a WPS action plan.

⁷⁵. Helga Hernes, personal interview, 15 May 2006.

⁷⁶. IBID

⁷⁷. IBID

⁷⁸. IBID

⁷⁹. Eadie 447.

Box 7: Norway's Action Plan Process

The decision to develop a national action plan on SCR 1325 was announced on 31 October 2005. Four months later, the 8th of March 2006, *The Norwegian Government's Action Plan for the Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security* was officially launched.

The Ministry of Foreign Affairs (which includes International Development) was responsible for the coordination of the action plan, which was drawn up in cooperation with the Ministry of Defence, Ministry Justice and the Police, and the Ministry for Children and Equality. A committee was established with representatives from the different ministries and two consultants were hired from the International Peace Research Institute (PRIO), Helga Hernes and Torunn Lise Tryggestad, in order to draft the plan. The actual drafting time was "extremely concentrated and lasted for two months."⁷⁵

As part of the process of drafting the action plan, an internal assessment was conducted which "found almost no progress in the process of implementing [SRC 1325] during the past five years."⁷⁶ The UK and Sweden were consulted as they also have experience in drafting WPS action plans. In addition, civil society was included through a consultative process.

Key to the success of the development process, according to Helga Hernes, was "the political will and commitment on the part of the higher echelons in the ministries."⁷⁷ In hindsight, she says that she would have allotted more time to the process of developing the action plan as the process was "very tough in terms of time frames."⁷⁸

Tips for a Quick Approach	Tips for a Comprehensive Approach
<ul style="list-style-type: none"> ▣ Skip the first step of advocacy and awareness-raising. ▣ Include the minimal number of people in the inter-agency taskforce, yet make sure to include key civil society representatives. ▣ Hire a consultant/s to organise the meeting, conduct a brief assessment, and draft the action plan. If resources are short, appoint a specific staff member. ▣ Hold two larger meetings with all the stakeholders, including civil society, in order to garner input on the action plan and feedback on the first draft. ▣ Hold the minimal amount of meetings/workshops necessary and in quick succession for the taskforce to be briefed on the assessment, brainstorm the contents of the plan and revise the draft/s of the action plan. 	<ul style="list-style-type: none"> ▣ Make sure to build solid support for an action plan within the organisation or government and civil society before officially proposing the creation of a WPS action plan. ▣ Draft detailed terms of reference to guide the process of developing the action plan. ▣ Conduct an in-depth institutional and situational assessment before drafting the action plan. ▣ Include all the key stakeholders in the inter-agency taskforce, in particular representatives from civil society. ▣ Hold workshops on WPS issues for the taskforce as well as staff responsible for the implementation of the action plan. ▣ Circulate several drafts for feedback in order to create a participatory process, increase ownership and build a broad constituency.

Step 1 Building Political Will: Advocacy and Awareness-Raising

In many countries, even among politicians and other influential leaders, a widespread awareness of WPS issues and SCR 1325 still does not exist. Subsequently, when first learning of the resolution, many of the mandates may be considered insignificant or even threatening for some members of an institution or society. Working towards informing decision-makers and the general public, along with building strong support for WPS issues, is crucial in order to construct a foundation for the successful implementation of a future action plan (see Box 8). Many NGOs and community members in different parts of the world have implemented what Alma Viviana Perez describes as a “dissemination campaign,” in which information about WPS issues and SCR 1325 is dispersed and communicated to diverse members of an organisation or community.⁸⁰

Media campaigns, leaflets, workshops, discussion groups and other methods are effective initiatives for increasing the level of awareness and support for women, peace and security issues. This first step does not have a strict end point. Ideally, this process should continue during and after the formation of the action plan. For instance, after an assessment has been conducted, the information gathered can be used to create advocacy and awareness-raising materials.

80. Alma Viviana Perez, "Resolution 1325: How to develop a national strategy" (Washington D.C.: Women Waging Peace Colloquium, 2004).

The planning meetings or workshops should also include a component of awareness-raising since the stakeholders involved in the planning process often come to the table with different understandings and assumptions. Finally, in order to help ensure effective implementation, awareness-raising regarding the WPS action plan itself is crucial.

Targeted advocacy campaigns can also be necessary in order for countries or organisations to take the step of creating an action plan. In the case of SCR 1325, it took the formation of a coalition of NGOs and an intensive advocacy campaign to have the UN Security Council begin to consider drafting a resolution on women, peace and security.

Additional examples of awareness-raising and advocacy initiatives:

▣ Women's International League for Peace and Freedom (WILPF) – Norway Branch, during 2003 held a launch event for the UNIFEM report *Women, War, Peace* with Elisabeth Rehn, the co-author of the report. The launching was funded by the Ministry for Foreign Affairs and garnered extensive media attention. It also opened up the space to dialogue with high officials within the Norwegian Ministry of Foreign Affairs on WPS issues. The report published from the event is now used as study material.⁸⁵

▣ The *PeaceWomen Project* of WILPF has led the crucial drive to translate SCR 1325 into different languages. Currently translations exist in seventy-three languages. This effort enables local awareness-raising initiatives and is "a step toward its implementation and a way of indigenizing its provisions to the struggle by women for full and equal participation in political processes."⁸⁶

Box 8: Building Blocks for a WPS National Action Plan – Norway

The newly elected Norwegian government announced its intentions to develop a national action plan on UN SCR 1325 on 31 October 2005. Various factors lie behind this decision:

Lobbying from NGOs: NGOs such as the Norwegian section of WILPF and other organisations that work on gender, development and human rights issues spent years lobbying for a Norwegian action plan. In August 2005, the Centre for Gender Equality, an independent government office, drafted and circulated a statement calling for ten issues to be prioritised in a Norwegian Plan of Action on SCR 1325 (see Annex C).

Creation of a Civil Society Coalition on WPS: Initiated by WILPF Norway, Forum Norway 1325 was established in the fall of 2004 to secure the implementation of SCR 1325 and now consists of eight institutes, NGOs and research organisations.⁸¹

Prior history of initiatives on SCR 1325: The Norwegian government and civil society have actively worked on the implementation of the resolution prior to the development of an action plan.⁸²

Individual support from within the government: There were many within the Ministry of Foreign Affairs that would have liked to develop an Action Plan but deliberately held off waiting for increased political interest to create the 'ripe moment' and then took action.⁸³ In addition, women parliamentarians from all political parties rallied behind the call to implement SCR 1325 and a national plan of action.⁸⁴

Increased political will: The final influence was the change of government in October 2005 to a majority government of the Red-Green Coalition, composed of the Labour Party, Socialist Left Party and the Centre Party. With a centre-left coalition government that seeks to champion gender issues, the decision to draft a plan was rapidly taken and fully supported.

81. Forum Norge 1325 http://www.fn1325.no/Forum_Norge_1325/Undertest

82. NGOWG on Women, Peace and Security 63-65.

83. Torunn L. Tryggestad, personal interview, 15 May 2006.

84. "Kvinner bidrar til konfliktløsning," *Aftenposten* 8 March 2006 <http://www.aftenposten.no/meninger/debatt/article1242691.ece>

85. Mari Holmboe Ruge, "Det sivile samfunns rolle i implementeringen av 1325," Ministry of Foreign Affairs Seminar on SCR 1325, Oslo, 31 October 2005.

86. NGOWG on Women, Peace and Security 84.

Box 9: Key Actors in the Development of the UK's SCR 1325 National Action Plan

The *Foreign and Commonwealth Office (FCO)* 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. 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). 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.

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). 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.

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.

The NGO Working Group on Women, Peace and Security, *From Local to Global: Making Peace Work for Women* (New York: NGOWG on Women, Peace and Security, October 2005) 54.

▣ The International Women's Tribune Centre has developed four prototype English broadcast materials on SCR 1325 in consultation with peace activists and community radio broadcasters in the Philippines with the goal of raising awareness of SCR 1325 at national and community level.⁸⁷

▣ In Fiji, a five-day training workshop was held on conflict prevention and early warning in 2003. A joint initiative of the government and NGOs it was designed for women peace-builders and government security sector staff. Focusing on gendering conflict prevention and early warning, the workshop included information and discussion on SCR 1325.⁸⁸

87. NGOWG on Women, Peace and Security 91.

88. NGOWG on Women, Peace and Security 72.

Step 2 Getting Organised

To include many partners/actors makes the discussions and the whole process more elaborated and rich and does not necessarily complicate the discussions but ensures a more focused implementation. – Tamara Münger, Swiss Federal Department of Foreign Affairs

Once momentum and political will have been established through awareness-raising and advocacy work, the key stakeholders can join forces to begin targeted efforts to plan for the creation of a WPS action plan. If there remains a lack of interest or political will on the part of the government or organisation in question, external groups (most often NGOs) can join together to continue advocacy initiatives. If the political will exists, both internal and external groups can be established to support the process of creating an action plan. The consolidation of efforts in official committees and teams is a crucial step towards gaining legitimacy in the eyes of prominent leaders and decision-makers. See Box 9 for examples of the different actors and groups that were part of the UK's process of developing an action plan on SCR 1325.

Collaboration Groups

Around the world, one of the first steps towards taking action on WPS issues and/or SCR 1325 has been the gathering of diverse organisations into formal and information networks or umbrella organisations. Often these groups primarily include NGOs working on gender, women, peace or development issues; however examples exist of committees including representatives from the government and academia as well as civil society (see Box 10).

Box 10: Collaboration Groups

International and national collaboration groups exist in a range of countries. The **NGO Working Group on Women, Peace and Security** has its headquarters in New York and consists of a coalition of eleven international and regional NGOs that advocated for the passing of SCR 1325 and now focus on advocacy and monitoring.

In Sweden, Norway, the UK and Canada different types of national coordination groups have been formed. **Operation 1325** is a network of six women's organisations based in Sweden which focuses on SCR 1325 implementation through education and capacity-building. **Forum 1325** in Norway consists of institutions, organisations and individuals and focuses on advocacy work. The **Canadian Committee on Women, Peace and Security** is composed of parliamentarians, representatives from the Canadian government and civil society.

The contributions of these collaborative groups are fundamental to building momentum in support of SCR 1325, especially if leaders within the organisation/country have not yet taken independent initiatives to implement SCR 1325. They enable civil society organisations to coordinate their initiatives and take joint action.

Box 11: Key WPS Actors

When determining the members of an inter-agency taskforce it is important to include high-level internal representatives as well as internal and external practitioners.

Key actors include representatives from:

- ▣ Minority ethnic groups
- ▣ Women's orgs
- ▣ Migrant women's orgs
- ▣ Indigenous women's orgs
- ▣ IDP or Refugee women's orgs
- ▣ Academic or research institutions
- ▣ United Nations orgs
- ▣ Local and National government
- ▣ Military and Police

Inter-Agency Taskforce

Establishment of an inter-ministerial taskforce is essential and of great use, including as a means of engaging all stakeholders.

– Jessica Olausson, Swedish Ministry for Foreign Affairs

If the commitment exists from inside the government or organisation to develop an action plan, one of the first steps should be the establishment of an inter-agency/inter-departmental/inter-ministerial taskforce in order to initiate and oversee the process of developing an action plan. The taskforce should ideally include diverse representatives: policy-makers, practitioners, and external actors (see Box 11).

As men tend to be underrepresented in the realm of WPS, steps should be taken to include men and experts on masculinities. In order to ensure that all the different perspectives and needs are heard within the taskforce, it is important

that participatory planning techniques are used (see Chapter II on Theoretical Foundations). The purpose of the taskforce is to make the final decisions regarding the content and implementation processes of the WPS action plan.

As mentioned in Chapter II, it is essential to include **powerful process sponsors**, or members of upper-level governing or administrative bodies, in order to have a successful inter-agency taskforce. These actors serve to "legitimize the process" and help facilitate decision-making.⁸⁹ The responsibilities of process sponsors may include the procurement of resources, overseeing resource distribution, as well as the communication of the goals and significance of the action plan to other key leaders. Because of the process sponsor's high position of power, clashes among different taskforce members may be more likely to occur. However, involving and challenging process sponsors during planning processes may build a higher level of awareness about the importance of WPS issues, as well as increased commitment to implementation.

⁸⁹. Bryson and Roering in John M. Bryson and Sharon R. Anderson, "Applying Large-Group Interaction Methods in the Planning and Implementation of Major Change Efforts" *Public Administration Review* 60 (2000): 146.

All the countries that have developed or are currently developing national action plans on WPS have created inter-agency taskforces, committees or working groups (see Box 12).

Managerial Working Group/Staff

At times the inter-agency taskforce can prove too large a group to effectively manage the development of the action plan. For instance in Canada they created a sub-group of the Interdepartmental Working Group on Gender and Peacebuilding to develop their action plan. In other cases rather than create a sub-group, the department chairing the taskforce takes on managerial responsibilities or appoints specific staff or consultants.

The responsibility of this group or staff is to manage the technical aspects of the action plan development process, including the organisation of the different meetings and activities, the preparation of research and analyses, and the presentation of recommendations to the taskforce. The managerial group/staff is ideally comprised of both internal and external experts. Extensive understanding of WPS issues and organisation, research, training and facilitation skills are essential qualities that the staff or group should possess.

Box 12: National Inter-Agency Taskforces

Canada

National Action Plan Core Group of the Interdepartmental Working Group on Gender and Peacebuilding

Chair: Department of Foreign Affairs and International Trade

Representatives include: Canadian International Development Agency, Department of National Defence, Royal Canadian Mounted Police, International Development Research Centre, Coordinator of the Gender and Peacebuilding Working Group of the Canadian Peacebuilding Coordinating Committee

Denmark

Inter-Ministerial Working Group

Representatives include: Ministry of Foreign Affairs, Ministry of Defence

Norway

Inter-Ministerial Committee

Chair: Ministry of Foreign Affairs

Representatives include: Ministry of Defence, Ministry of Justice and the Police, Ministry of Children and Equality, two consultants from the International Peace Research Institute (Helga Hernes and Torunn Lise Tryggestad)

Sweden

Inter-Ministerial Taskforce

Chair: Ministry for Foreign Affairs

Representatives include: Ministry of Foreign Affairs (several departments), Ministry of Justice, Ministry of Defence, Ministry of Industry, Employment and Communications, Prime Ministers Office. Government agencies including the Armed Forces, National Police Board, Swedish Rescue Services Agency, Swedish

International Development Cooperation Agency, National Defence College and the Folke Bernadotte Academy.

Switzerland

"UN-Resolution 1325 – Switzerland" Working Group

Chair: Division on Human Security of the Federal Department of Foreign Affairs, specifically the Gender Focal Point

Representatives include: Department of Defence, Department of Civil Protection and Sport, and various divisions of the Federal Department of Foreign Affairs.

United Kingdom

Whitehall 1325 Action Plan Working Group

Representatives include: Foreign and Commonwealth Office, Department for International Development, Ministry of Defence

United Nations

Inter-Agency Task Force on Women, Peace and Security

Chair: Office of the Special Advisor on Gender Issues and Advancement of Women

Representatives include: DAW, DDA, DPA, DPI, DPKO, ESCWA, ILO, INSTRAW, IOM, OCHA, OHCHR, OHRM, UNDP, UNICEF, UNIFEM, UNFPA, UN-HABITAT, UNPFII, UNHCR, WFP, Commonwealth Secretariat and civil society observers including NGO Working Group on Women, Peace and Security, Hague Appeal for Peace, International Alert, United Methodist UN Office, International Women's Tribune Center, Women's Commission on Refugee Women and Children, Women's International League for Peace and Freedom, Amnesty International.

Box 13: Terms of Reference

The Clingendael Institute includes an example TOR in their publication on security sector governance which consists of the following sections:

1. Introduction
2. Rationale
3. Methods and Modalities
4. Expected Outputs
5. Timeline

Clingendael Institute, *Enhancing Democratic Governance of the Security Sector: An Institutional Assessment Framework* (Clingendael, 2003) 91-93.

Step 3 Plan for Planning: Terms of Reference

The length of time it takes to develop a Plan is not the critical issue. What is important is ensuring that all parties are fully on board and engaged in the development of the plan, and in doing so ensuring that key stakeholders can deliver what it is that has been discussed and agreed. Of course, the availability of resources is also an important factor.

– Ify Fayinka, UK Foreign and Commonwealth Office

The inter-agency taskforce may begin to take concrete steps towards developing the action plan by holding a meeting to create a 'plan for planning' (see Box 13). The outcome of this meeting should be terms of reference for the development of a WPS action plan, including:

1. Rationale A short paragraph stating why an action plan is being developed on women, peace and security and giving background on WPS issues.

2. Objectives The general objective for creating the action plan and specific objectives (for example raising awareness of SCR 1325 among government policy makers). The objectives should be clear and realistic.

3. Strategy Including the specific steps that will be taken to develop the action plan (such as an assessment process) and the responsibilities of all the actors involved such as the inter-agency taskforce, consultants, facilitators, etc.

4. Expected outputs In addition to a WPS plan of action, various materials can be developed and events held such as an assessment report, capacity-building and awareness-raising initiatives, multi-media materials, etc.

5. Timeline With realistic deadlines for both the finished action plan as well as the different steps in the process.

6. Budget Including costs of potential consultants; assessment; translation, publication and distribution of the WPS action plan; production and distribution of additional capacity-building and awareness-raising materials; workshop/meeting costs; etc.

At this stage, the acquisition of funding and the development of a preliminary budget for the preparation and implementation of the action plan are essential. Even before the process formally begins, all actors should have a clear idea of the budgetary constraints and resulting limitations. With the budget in mind, tentative priorities for implementation activities may be discussed and established.

Step 4 WPS Assessments

One of the essential steps in the development of a WPS action plan is the completion of an assessment or audit of the general context of women, peace and security issues (external) and the government or institution in question (internal). The assessment should be designed to provide a comprehensive overview of WPS issues as well as a critical analysis regarding the success of the initiatives taken and the remaining gaps. A WPS assessment built around existing international mandates such as SCR 1325 and/or the Beijing Platform for Action can help in the identification of priority areas and initiatives, as well as serving as a baseline for the development of indicators and future monitoring and evaluation processes.⁹⁰

Depending on the resources available, expert/s on WPS issues can be contracted to undertake the assessment or members

90. Caroline Moser, personal interview. 26 July 2005.

of the managerial working group themselves can take on this task. Outlined below are two different approaches to the assessment process that can be combined and modified as needed. The gender and socio-economic (GSE) assessment methods, as discussed in Chapter II: Theoretical Foundations, can be used in both approaches: such as sex-disaggregated statistics, practical and strategic needs assessments, and gender indicators.

Women, Peace and Security Institutional Audit (internal)

Involves compiling quantitative and qualitative data on the existence and effectiveness of institutional policies and programmes that relate to women, peace and security issues. More specifically, evaluating if and how SCR 1325 and other mandates are being implemented by the government or organisation. Included in the institutional audit may be the content of performance reviews, reports, sex disaggregated statistics, and questionnaires completed by employees and members of the community. The specific project indicators described in Chapter II are helpful to review at this point.

A **SWOC analysis** (discussing strengths, weaknesses, opportunities and challenges) can also be carried out as part of the institutional audit.⁹¹ Through highlighting the actors responsible, existing policies and programmes as well as weaknesses and challenges it provides a basis for determining which areas of future work should be prioritised. However, it should be kept in mind that there are important details that may not enter into these different frames of analysis and that overgeneralisation can hinder the creation of effective policies and programmes.

The UK, Sweden, Denmark and Norway all conducted SCR 1325 audits as part of

the process of developing their action plans. Norway hired two external consultants to conduct the audit focusing on the Norwegian government's implementation of SCR 1325. In Sweden a review of ongoing Swedish activities on SCR 1325 was prepared and the Swedish Ministry of Foreign Affairs commissioned the Collegium for Development Studies at Uppsala University to conduct a comparative study on the implementation of SCR 1325 in Canada, the Netherlands and the United Kingdom with a view towards developing recommendations for Sweden's implementation efforts.⁹²

Women, Peace and Security Audit (external)

This approach involves gathering information and analysing the situation of women and gender in the contexts of conflict, peacebuilding and reconstruction. This audit of the community, country or region at stake is especially relevant for countries emerging from armed conflict. The specific context and peace/security mandates of the country or institution developing the action plan will determine the scope and focus of the audit. For instance, if the country is a UN Member State and troop-contributing country to UN peacekeeping missions, the audit should look at the context of gender issues and women's participation in peacekeeping missions. If the country is emerging from armed conflict, detailed information regarding the general situation of women and girls is necessary (see Box 14).

Depending upon the resources and time available, the audit can range from hiring independent experts to research and write an in-depth report, to a brainstorming meeting with members of civil society organisations. Another approach would be to conduct a desk review of the materials already written on the topic in order to identify needs and priorities.

⁹¹. Similar to a process known as SWOT: strengths, weaknesses, opportunities and threats.

⁹². Jessica Olausson.

Box 14: Possible Gender Dimensions of Conflict Situations ⁹³

	Elements of conflict situations	Possible gender dimensions
Pre-conflict situations	Increased mobilisation of soldiers	Increased commercial sex trade (including child prostitution) around military bases and army camps.
	Nationalist propaganda to increase support for military action	Gender stereotypes and specific definitions of masculinity and femininity are often promoted. There may be increased pressure on men to 'defend the nation.'
	Mobilisation of pro-peace activists and organisations	Women have been active in peace movements – both generally and in women-specific organisations.
During conflict situations	Increasing human rights violations	Women's rights are not always recognised as human rights. Gender-based violence may increase.
	Psychological trauma, physical violence, casualties and death	Men tend to be the primary soldiers/combatants. Yet, in various conflicts, women have made up significant numbers of combatants. Women and girls are often victims of sexual violence (including rape, sexual mutilation, sexual humiliation, forced prostitution and forced pregnancy) during armed conflict.
	Social networks disrupted and destroyed – changes in family structures and composition	Gender relations can be subject to stress and change. The traditional division of labour within a family may be under pressure. Survival strategies often necessitate changes in the gender division of labour. Women may become responsible for an increased number of dependants.
	Mobilisation of people for conflict - everyday life and work disrupted	The gender division of labour in workplaces can change. With men's mobilisation for combat, women have often taken over traditionally male occupations and responsibilities. Women have challenged traditional gender stereotypes and roles by becoming combatants and taking on other non-traditional roles.
	Material shortages (food, health care, water, fuel, etc.)	Women's role as provider of the everyday needs of the family may mean increased stress and work as basic goods are more difficult to locate. Girls may also face an increased workload. Non-combatant men may also experience stress related to their domestic gender roles if they are expected, but unable, to provide for their families.

⁹³ Julia Taft, "Gender Approaches in Conflict and Post-Conflict Situations" (New York: United Nations Development Program, April 2001)
<http://www.undp.org/gender/docs/gendermanualfinalBCPR.pdf>

	Elements of conflict situations	Possible gender dimensions
	Creation of refugees and displaced people	People's ability to respond to an emergency situation is influenced by whether they are male or female. Women and men refugees (as well as boys and girls) often have different needs and priorities.
	Dialogue and peace negotiations	Women are often excluded from formal discussions given their lack of participation and access in pre-conflict decision-making organisations and institutions.
During reconstruction and rehabilitation	Political negotiations and planning to implement peace accords	Men and women's participation in these processes tends to vary, with women often playing other minor roles in formal negotiations or policy making.
	Media used to communicate messages	Women's unequal access to media may mean that their interests, needs and perspectives are not represented and discussed.
	Use of outside investigators, peacekeepers, etc.	Officials are not generally trained in gender equality issues (women's rights as human rights, how to recognise and deal with gender-specific violence). Women and girls have been harassed and sexually assaulted by peacekeepers.
	Holding of elections	Women face specific obstacles in voting, in standing for election and in having gender equality issues discussed as election issues.
	Internal investments in employment creation, health care, etc.	Reconstruction programmes may not recognise or give priority to supporting women's and girls' health needs, domestic responsibilities or needs for skills training and credit.
	Demobilisation of combatants	Combatants are often assumed to be all male. If priority is granted to young men, women do not benefit from land allocations, credit schemes, etc.
	Measures to increase the capacity of and confidence in civil society	Women's participation in community organisations and NGOs is generally uneven. These organisations often lack the capacity and interest in granting priority to equality issues.

From Assessments to Action Planning

Once the assessment has been conducted, the results can be compiled and circulated for feedback and awareness-raising purposes. The key findings can be summarised in a clear and concise format in order to serve as the basis for future workshops and meetings. To break down the information collected in the WPS assessments, five different categories can be included:

▣ **Specific mandates** The relevant mandates from SCR 1325 and other WPS legislation can serve as the basis for the structure of the assessment report.

▣ **WPS policies/programmes** The mechanisms or initiatives already implemented or under implementation by a country/organisation to address issues related to WPS. For example, a national policy addressing gender-based violence or an initiative to recruit women to senior-level positions within the military.

▣ **Responsible agency/person** The individuals or departments that should lead the efforts to implement a specific WPS or SCR 1325 mandate.

▣ **Challenges for implementation** Different obstacles that might exist or arise and thus complicate the implementation of the WPS programmes and policies as well as general gaps in implementation.

▣ **Recommendations** An analysis of the existing WPS policies and programmes can yield recommendations for improving current initiatives and additional actions to take.

Once the information from the WPS assessments has been compiled into a report or specific discussion materials,

the inter-agency taskforce can hold a workshop or meeting in order to discuss the results and start developing the WPS action plan.

Step 5 Planning Meetings or Workshops

The working process can be seen as a part of an awareness-raising process and can be part of an intense gender-mainstreaming within the [Swiss] administration in regard to peace building.
– Tamara Mürger, Swiss Federal Department of Foreign Affairs

As discussed in the introduction, participatory planning methods are essential in order to create an action plan that truly represents and addresses the needs and interests of all stakeholders. In addition, involving actors from all different sectors of an institution or government can help build a sense of collective ownership, teamwork and accountability. However, participatory workshops or meetings may be difficult to organise and carry out successfully. Determining who should be included and what should be the format and content of the meetings/workshops can be both a political as well as a technical decision. Included below are specific questions and considerations to keep in mind when organising participatory planning meetings/workshops:

1. *Workshop or Meeting? What type? How many?*
2. *Who should be the facilitators? What are their responsibilities?*
3. *What should be the criteria for selecting participants?*
4. *How much time should be allotted for each meeting?*
5. *Should senior administrators and decision-makers be involved?*
6. *What activities can be included in the meetings?*

1. Workshop or Meeting? What type? How many?

Largely an issue of semantics, both meetings and workshops can be held during the action plan development process. Workshops usually include active interaction, exchange of information, and a training component while meetings are generally focused on discussion. An initial workshop could be held on WPS issues for the taskforce, followed by taskforce meetings. Workshops, meetings and/or seminars can be held with civil society and other external actors.

Different approaches are common, including:

- ▣ Separate planning workshops for each department or sector, at which specific ground-level action plans are developed and then later consolidated into an institution-wide action plan. *This strategy was employed by the UN DPKO and DDA for the development of their gender action plans.*

- ▣ A series of planning meetings for the taskforce at the end of which a comprehensive action plan for the institution is developed. *This top-down approach is often employed for national action plan creation in combination with separate consultations with civil society. For instance, the Swedish national action plan was drafted by the Inter-Ministerial Taskforce, however a half-day consultative seminar was held where civil society and government representatives discussed the first draft of the action plan.*

- ▣ One participatory workshop for all stakeholders to give suggestions that are

then included in a separate action-plan development process by the taskforce.⁹⁴ *Canada began their action plan process with an extensive two-day symposium which brought together government and civil society representatives to discuss WPS issues including a Canadian national action plan on SCR 1325 (see Annex D for their full recommendations).*

As to how many meetings or workshops should take place, this depends upon the size and mandates of the organisation or country in question. Fewer mandates and a small taskforce will need less meetings/workshops. In addition, hiring consultants to organise and facilitate the meetings/workshops can make for higher productivity and thereby less meetings.

2. Who should be the facilitators? What are their responsibilities?

The outcomes of participatory planning meetings⁹⁵ depend heavily on the skills and efforts of the facilitator. Facilitators may be members of the institution/government, members of the taskforce, or outside experts or consultants. In addition to their facilitation skills, their levels of knowledge, experience and sensitivity to issues concerning women, peace and security are important to keep in mind when selecting the facilitator. Additional tips for facilitation can be found in Box 15.

The responsibilities of the facilitator are many. It is a skill that is often taken for granted, yet a trained or experienced facilitator has the expertise to create a productive, effective and participatory working environment.

Box 15: Guidelines for a Facilitator

- ▣ Remember that beginnings are crucial.
- ▣ Honour each group member and encourage full participation.
- ▣ Keep the group space safe from interruption and distractions.
- ▣ Be adaptable, improvise and use humor, there is no one technique that will always work at a particular time for the group.
- ▣ Work with conflict, be comfortable with it and always encourage it to be expressed openly.
- ▣ Be awake, be yourself and don't be attached to your own interventions.
- ▣ Use questions and suggestions, negotiate, acknowledge and confirm.
- ▣ Be culturally sensitive and aware of power imbalances, including those between women and men.
- ▣ Monitor the energy level and take breaks or active exercises.
- ▣ Invite feedback, seek agreement and recap.

Adapted from Hunter, Bailey and Taylor, *The Art of Facilitation: How to create group synergy* (Fisher Books, 1995) 36-43.

⁹⁴ Caroline Moser, "An Introduction to Gender Audit Methodology: Its design and implementation in DFID Malawi" (Overseas Development Institute, May 2005) 24.

⁹⁵ For the sake of simplicity the term meeting will be used during the rest of this section. It is not intended to signify a preference over other formats such as workshops or seminars.

3. What should be the criteria for selecting participants?

The participants in the meetings will often be limited to the members of the taskforce. However, when determining how many participants to include on the taskforce or how many external stakeholders to invite to workshops it is important to keep in mind that involving a large number of participants is beneficial in order to build widespread consensus and support for the plan. However, this approach also requires more time and resources. Aiming for a diversity of perspectives, including as many key stakeholders as manageable, and ensuring that the participants included are willing to find common ground is crucial (see Step Two).⁹⁶

4. How much time should be allotted for each meeting?

The amount of time needed can easily be underestimated, as the meetings may involve significant disagreements and drawn-out discussions. Once again, good facilitation is key to successful and succinct meetings. The documentation and follow-up procedures may also be more time-consuming than bargained for. Therefore, being reasonably generous when calculating the time needed for each activity is important.

5. Should senior administrators and decision-makers be involved?

As discussed in the theoretical section, the effectiveness of planning activities and implementation efforts can ultimately depend on the existence of political will and the commitment of leaders, specifically those included in the planning meetings. Developing a strategy in advance to ensure the effective integration of decision-makers into the discussions

is crucial for the success of the action planning process. As Bryson maintains, regarding large group planning practices, "the methods do not work if leaders are unwilling to share power and listen to participants' views; instead, they must sponsor events, actively support them, and take the process and its results seriously."⁹⁷

6. What activities can be included in the meetings?

Below are a few suggestions of activities in order to bring out the diverse perspectives of the participants. When choosing and adapting these activities, as with any section of this guide, factors to take into account include the extent of resources available, the perspectives of the participants, the size of the group and the mandate of the institution/government.

▣ Introduction to WPS

A short introduction and orientation to the meeting is a helpful way to begin in order to make sure that participants feel comfortable and know what to expect. A quick presentation on the history and content of SCR 1325 and other WPS mandates, as well as WPS issues in general can be useful at this point. In addition, an initial set of important questions may be raised:

- *Why are we having this meeting?*
- *Why is it important to implement SCR 1325 and WPS issues?*
- *Why are we developing an action plan in order to do so?*

These questions help focus the participants, make sure that everyone is 'on the same page', and initiates

⁹⁶. Bryson and Anderson 144.

⁹⁷. Ibid.

thinking about the objectives and broader significance of the implementation of SCR 1325.

▣ **WPS Assessment Review**

After an assessment or audit has been conducted it can be presented to the group, giving the participants the chance to share reactions, personal perspectives, and other feedback. If the group is large, discussions are often more effective if the participants are broken up into smaller groups. Questions that may be discussed include:

- *Do the findings of the assessment seem accurate?*
- *What personal insights do participants have that support or contradict the findings of the assessment?*

▣ **SWOC Analysis: Strengths, Weaknesses, Opportunities, and Challenges**

This analysis is a common technique used in the strategic planning processes of organisations. The SWOC framework can help with the identification of possible strengths or good practices of the institution or country in addressing gender issues in the realm of conflict, peace and security. Participants can also clarify the challenges and critical issues or weaknesses. Then, taking all of this information into account, possible opportunities for action can be considered.

▣ **Articulating and Prioritising Objectives**

For this meeting activity, participants discuss and reach an agreement on the institution's broader goals for the implementation of SCR 1325. Two steps may be involved:

1. Formulate **long-term objectives**. This step involves addressing the question: *What ultimately should be achieved by actions taken to implement SCR 1325?*

2. Specify and prioritise **short-term objectives**. Building upon the initial assessment, participants discuss the relative importance of the different WPS mandates and then prioritise certain areas through establishing them as short-term objectives.

The negotiation involved in this step and the steps to follow is one of the more challenging aspects of the participatory planning process, due to the presumably diverse perspectives and interests of the participants involved. Good facilitation is vital.

▣ **Developing Strategies and Initiatives**

The next step is to brainstorm specific strategies, approaches or initiatives in order to fulfil the established objectives. Alternatively, the objectives and other documentation from the workshop can be passed on to the managerial working group

Mandate	Actions already taken	Gaps, Challenges and Good Practices	Possible actions for implementation	Agency / Department / Individual responsible
Increased representation of women as decision-makers in conflict prevention, management, and resolution.	Job descriptions that encourage women to apply to positions. Position announcement circulated to women's professional networks.	Still lacking female applicants. High positions are political appointments. Prevalent attitude that qualified women do not exist for these positions. Good practice: the creation of a list of qualified female candidates.	Capacity-building trainings for qualified women.	Training Department
			Training for recruitment staff on gender-awareness and practical initiatives to increase women's representation.	Training Department
			Additional lists of pre-vetted, qualified female candidate for political appointments.	Gender unit

or consultants in order for them to develop suggestions of specific actions. Numerous possible interventions may be suggested, in order to clarify and compare suggestions, a table can be used as in the example above.

▣ **Cost-Benefit Analysis of Suggested Initiatives**

A cost-benefit analysis is an effective way to choose between many different suggested initiatives. Comparing the various options

through listing their costs and their benefits helps clarify which initiative/s are most effective in fulfilling the objectives, and which can realistically be implemented with the limitations of available resources.

These meeting activities can be mixed and matched in order to suit the specific WPS action plan process. However, it is important to carefully plan the workshops and meetings in order to have a participatory and analytical process that can result in a thorough and realistic WPS action plan.

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Step 6 Drafting the Action Plan

After establishing the general contents of the WPS action plan the drafting can begin. As with most writing, the fewer the authors the faster. One or two but no more than three people should ideally be involved in writing the first draft. Allowing for sufficient time to broadly circulate the first, and perhaps second, draft is essential in order to obtain feedback and build consensus. This section provides an overview and analysis of WPS action plans including general recommendations for drafting gender action plans, WPS action plan components and structure, and WPS action plan contents.

General Recommendations for Drafting

To help facilitate the process of drafting gender action plans, general recommendations, summarised from a Swedish International Development Cooperation Agency (SIDA) publication on gender equality action plans, include:⁹⁸

▣ **Develop realistic implementation strategies** Planned actions should be “firmly rooted in the organisational culture of the institution.” For example, “an action plan that involves the integration of gender considerations into performance appraisals holds little possibility for success in an institution that does not have a functioning system of regular staff evaluations.”

▣ **Include measurable targets** Measurable and realistically achievable goals are crucial components of an action plan, as they are needed “to focus attention and to provide a basis for monitoring, reporting and accountability.” A reporting system can be devised to measure progress and to evaluate the performance of actors responsible for implementation.

▣ **Define the responsibilities of senior management and officials** As mentioned throughout the guide, the involvement of institutional and community leaders in implementing SCR 1325 is essential. As argued in the SIDA publication, “it is senior management action that signals the relative priorities of the organisation and provides the impetus for staff efforts.”

▣ **Specify a budget and a timeframe** These basic components of action plans should be established from the very beginning. Thus, in the final stages of action plan development, the budget and timeframe should only need clarification and perhaps some revision prior to implementation.

Since the resolution includes a wide range of issues and areas of work, a plan should identify the actors and their different responsibilities (also to be able to know who is doing what and what is not being done), the prioritised areas of work (both geographic and thematic), a time frame, and clarify how the implementation can be conducted in a clear and coherent way (linking the prioritised areas and avoiding “small different islands of implementation” and also avoiding that the implementation becomes dependent on single individuals within the organisation).

- Gunilla de Vries Lindestam

100. Beth Woroniuk et al., *Gender Equality Action Plans: A think piece* (Stockholm: Swedish International Development Cooperation Agency, 1996).

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99. DDA 8-9.

100. Ify Fayinka.

101. Gunilla de Vries Lindestam.

or consultants in order for them to develop suggestions of specific actions. Numerous possible interventions may be suggested, in order to clarify and compare suggestions, a table can be used as in the example above.

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Box 16: WPS Action Plan Structures: Norway and UN DDA

The Norwegian Government's Action Plan for the Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security (2006) is a twenty-four page document focused on five main topics which each start with direct citations from the resolution. The structure of the action plan is as follows:

- Policy Declaration
- 1. Introduction
- 2. International efforts and peace operations
 - a. National measures
 - i. Representation, participation and recruitment
 - ii. Training and education
 - iii. NGOs
 - b. Multilateral cooperation (the UN system, NATO, OSCE, EU and AU)
 - i. Representation, participation and recruitment
 - 1. The UN
 - 2. NATO
 - 3. The OSCE
 - 4. The EU
 - 5. The AU
 - ii. Training and education
 - 1. The UN
 - 2. NATO
 - 3. The OSCE
 - 4. The AU
- 3. Conflict prevention, mediation, peacebuilding
 - a. National measures
 - b. Bilateral cooperation in peace and reconciliation processes
 - c. Multilateral cooperation
 - i. The UN system
 - ii. NATO
 - iii. The OSCE
- 4. Protection and human rights
 - a. National measures
 - b. Multilateral cooperation
- 5. Follow-up, revision and cooperation

Annex: United Nations Security Council Resolution 1325 (2000)

The United Nations Department for Disarmament Affairs' *Gender Mainstreaming Action Plan* developed in 2003 is a forty-nine page document that focuses on providing both theoretical background on gender and disarmament issue and practical gender mainstreaming initiatives and checklists. The structure of the action plan is as follows:

- 1.0 Introduction
 - 1.1 Overview
 - 1.2 Mandate for the Action Plan
 - 1.3 Gender Mainstreaming and Gender Balance definitions
 - 1.4 Reporting and monitoring
- 2.0 Action Plan Goals
- 3.0 Branch by Branch Initiatives
 - 3.1 CD Secretariat and Conference Support Branch (Geneva)
 - 3.2 Weapons of Mass Destruction Branch
 - 3.3 Conventional Arms Branch
 - 3.4 Regional Disarmament Branch
 - 3.5 Regional Centre for Peace and Disarmament in Africa (Lome Centre)
 - 3.6 Regional Centre for Peace and Disarmament in Asia and Pacific
 - 3.7 Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean (Lima Centre)
 - 3.8 Monitoring, Database and Information Branch
 - 3.9 Executive Direction and Management
- 4.0 Checklists
 - 4.1 Organizing a Panel
 - 4.2 Fact-finding Missions
 - 4.3 Public Outreach
 - 4.4 Hiring Consultants
 - 4.5 Preparation of Briefing/Speaking Notes
 - 4.6 Formulation of Project Proposals
 - 4.7 Fellowship Programmes
 - 4.8 Studies and Reports

Annex 1: Gender and disarmament themes:
How gender mainstreaming can further disarmament goals
Annex 2 : Gender and disarmament linkages

WPS Action Plan Contents

The specific context of the organisation, country or region will determine the exact contents of the action plan. However, in order to provide a quick overview of the potential information and initiatives that can be included in a WPS action plan, a short description of the contents of the UN Office for the Coordination of Humanitarian Affairs *Gender Equality Plan of Action* and the Norwegian, Danish and UK national action plans on SCR 1325 can be found in this section. In addition, Annexes C and D provide interesting input from civil society regarding the ideal content of a Canadian and Norwegian national action plan on WPS.

UN Office for the Coordination of Humanitarian Affairs *Gender Equality Plan of Action*

The OCHA plan of action is focused broadly on gender equality rather than only on SCR 1325, and is designed to be the practical arm of their policy on gender equality. In other words, the plan of action provides a roadmap on how to measure the implementation of OCHA's policy on gender equality.

The six-page plan identifies specific actors and lists activities for each of them under the sub-headings of "On-going activities" and "Specific actions." In total, circa 106 actions are listed for the ten different actors. Everyone from the Senior Management Team and the Advocacy, External Relations and Information Management Branch to the Administration Office have specific tasks assigned to them.

The activities included focus on gender mainstreaming in humanitarian assistance (including integrating gender into training modules, mainstreaming gender into

performance appraisal systems, sex-disaggregated data, recruiting a senior gender adviser and gender focal points, initiatives on the protection of women and girls, and measures to end gender-based violence) and increasing female representation and participation (including advocating for women's rights, meeting with women's organisations while on mission, increasing gender balance in the UN Disaster Assistance Coordination teams).

Specific actions include:

Actions for Senior Management » Specific actions

▣ *Request that monthly reports from HCs to the Emergency Relief Coordinator include information on protection of women and girls and measures to end gender-based violence*

Actions for the Policy Development and Studies Branch » On-going activities

▣ *Ensure that evaluations, lessons learned and major policy studies include gender issues in their terms of reference.*

Specific monitoring and evaluation mechanisms are also included in the action plan, such as yearly public implementation reports, a three-year review, incorporating gender-sensitive indicators and sex-disaggregated statistics, and the appointment of gender focal points for all branch and field offices.¹⁰³

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

*"The plan will be a living document open to changes and additions."*¹⁰⁴

Norway's plan of action is specifically

103. OCHA, "Gender Equality Action Plan" June 2005 <http://ochaonline.un.org/webpage.asp?MenuID=9896&Page=1964>

104. "Kvinner bidrar til konfliktløsning."

focused on SCR 1325 and is designed to ensure its full implementation in all the branches of the Norwegian government.

The twenty-three page plan includes eighty-nine specific actions under thematic headings: international efforts and peace operations; conflict prevention, mediation and peacebuilding; protection and human rights; and follow-up, revision and cooperation (see Box 16). Sub-headings identify the actor responsible including national measures and measures within the UN, NATO, OSCE, EU or AU. In many cases the specific actor is mentioned in the action itself such as the Ministry of Justice and Police, or the Norwegian Armed Forces. Elsewhere it is simply stated that "Norway will...."

Most of the actions in the plan focus on increasing gender and human rights training; integrating gender perspectives into project planning; increasing the participation and representation of women in peacebuilding processes; increasing the recruitment of women to the Norwegian armed forces, police and justice systems, and international peace operations; women's right to protection in conflict situations; and advocating for the full implementation of SCR 1325 in the UN, NATO, OSCE, EU and AU.

The specific actions called for in the plan range from broad to specific:

☐ *Norway will seek to ensure that the international community intervenes to prevent genocide, ethnic cleansing, and war crimes against humanity. International implementation of the principle of "responsibility to protect" requires special efforts to combat gender-based and sexual violence. Norway will therefore combat impunity for international crimes such as rape and other forms of gender-based and sexual violence.*

☐ *At least 25 per cent of the students attending military officer training schools will be women.*

In general, the actions read more like objectives. It is an ambitious plan that calls for a broad range of initiatives, some of which may be hard to monitor and evaluate. For instance, elusive terms such as "promote," "support," "strengthen" and "seek to ensure" allow for multiple interpretations when it comes to evaluation. On the other hand, these terms open up space for a wide variety of specific initiatives to take place. No specific funds have been allocated and the decision was made not to include a timeframe, both of which present challenges to monitoring and implementation of the plan. However, other monitoring and evaluation mechanisms are included (see Conclusion).

Denmark *Danske initiativer til national og international gennemførelse af Sikkerhedsrådsresolution 1325 om Kvinder, Fred og Sikkerhed*

The Danish national action plan also focuses specifically on SCR 1325. The thirteen-page plan includes circa eleven specific mandates which are arranged by actor: national defence administration level, national defence operational level, UN, EU, OSCE and NATO.

According to the NGO Working Group on Women, Peace and Security, the action plan address five different topics:¹⁰⁵

Participation of Women in Decision-Making and Peace Processes
A commitment to actively contribute, through its current seat in the Security Council, to the inclusion of SCR 1325 language in all relevant Security Council resolutions and to ensure the full and

105. NGOWG 60-61.

equal participation of women in the democratic processes in post-conflict societies.

Consulting and Including Women's Groups in Peace Processes

The plan includes recommendations on integrating SCR 1325 into peacebuilding operations and involving women in peacebuilding 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.

Protection of Women

The plan commits to ensuring that gender aspects are included in peacekeeping missions, and that sexual violence is subject to legal prosecution.

Gender Perspectives and Training in Peacekeeping

The action plan commits to taking a leading role in integrating SCR 1325 into European Union policy and crisis management missions.

Mainstreaming 1325 into Regional Institutions

Along with taking a leading role in integrating SCR 1325 into the European Union, the Danish National Action Plan also articulates Denmark's commitment to promoting SCR 1325 in other regional institutions: the OSCE and NATO.

Though an assessment is called for in the action plan, no provisions are made for funding, nor is a timeline or monitoring and evaluation mechanisms included.

United Kingdom UN SCR 1325 National Action Plan

The action plan is viewed as an internal working document and thus has not been publicly released. Instead, a two-page document containing high-level action points, *UN SCR 1325 – United Kingdom High Level National Action Plan* has been made public. It includes twelve clear commitments toward the implementation of SCR 1325 listed under the headings of: UK Support to the United Nations; Training and Policy within HMG [Her Majesty's Government]; Gender Justice including Gender Based Violence; Disarmament, Demobilisation and Reintegration; and Working with Non-Governmental Organisations.

Examples of commitments include:

5. HMG to raise awareness amongst key programme/project stakeholders of the importance of taking into consideration gender issues in programme/project activity. *For example, through offering officials desk-top training on SCR1325, and subsequently raising awareness on the importance of gender considerations in conflict and security.*

10. HMG to continue to implement its Sexual Exploitation and Abuse (SEA) Strategy. *For example, by systematically looking for opportunities to ensure that language against sexual exploitation and abuse is included in Security Council resolutions and in peacekeeping mandates and reports at both the UN and other international organisations.*

According to the NGO Working Group on Women, Peace and Security, the

unreleased draft contents of the national action plan focus on thirteen key areas:¹⁰⁶

▣ *Encouraging the Secretary-General to implement his Strategic Plan of Action*

▣ *Providing candidates as special representatives to the Secretary-General*

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

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

▣ *Member States to incorporate training guidelines and HIV/AIDS awareness training programmes*

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

▣ *Gender perspectives in peace agreements*

▣ *Protection of women from gender-based violence*

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

▣ *Respect for civilian and humanitarian character of refugee camps*

▣ *Different needs of female and male ex-combatants in disarmament, demobilisation and reintegration (DDR)*

▣ *Gender considerations in Security Council missions; consultation with local and international women's groups*

Within these themes the UK national action plan addresses SCR 1325 provision by provision providing concrete actions and strategies for its implementation by the UK.¹⁰⁷ It also contains detailed actions, built in timeframes and measurements for implementation.¹⁰⁸

106. NGOWG on Women, Peace and Security 55-57.

107. NGOWG on Women, Peace and Security 55.

108. Nicola Johnston-Coetier.

IV. Conclusions: Towards Implementation



IV. Conclusions: Towards Implementation

Drafting and launching an action plan on women, peace and security is only the first step in putting UN SCR 1325 into practice. Without the effective implementation of the plan it will remain words on paper. However, it bears repeating that an inclusive and participatory process of drafting the action plan, along with a plan that includes clear objectives, initiatives, and accountability, monitoring and evaluation mechanisms, greatly facilitates the implementation process.

Common challenges to the implementation of women, peace and security plans and policies include:

Increase funding One of the largest obstacles to the implementation of gender policies and programmes, the issue of funding is decisive. Ideally, the departments/institutions should take full financial responsibility for the commitments made in the action plan. In reality, gender issues are rarely seen as a high priority and securing adequate funding can become a long, up-hill struggle.

In order to prevent funding from becoming too much of a hindrance, include realistic objectives and initiatives in the action plan and start securing funding commitments during the process of developing the plan. In addition, concerted efforts to raise awareness and build political will can pay off when it comes time to implement the plan. Gender budget analysis can also be a useful tool in order to demonstrate how the implementation of WPS policies and programmes is under-funded.

Ensure political will Without responsibility, enthusiasm and action, it is nearly impossible to fully implement a women, peace and security plan of action. A lack of understanding of the importance of gender issues or resistance to change can result in an attitude of dismissal. Lack of political will can stop WPS initiatives in their tracks and is essential to address through awareness-raising and advocacy.

Build capacity The individuals responsible for the implementation of the WPS action plans (as gender mainstreaming is on the agenda, implementation is the responsibility of a large number of people) must have adequate tools, training and support in order to successfully and fully implement the plan of action. Toolkits, guidelines and additional materials might need to be developed along with holding specific capacity-building sessions.

Strengthen coordination With different actors at different levels working on women, peace and security issues, ensuring the coordinated implementation of the action plan can be challenging. Wide gaps between the policy and field levels combined with a reluctance to share information results in duplication and ad-hoc implementation. In order to avoid this scenario and increase coordination, the creation of a task force for implementation and/or focal points for implementation of the WPS action plan is essential.

Institutionalising monitoring and evaluation The goal is to create a systematic and comprehensive system of monitoring and evaluation (M&E) which

"The main challenges for the implementation of the national action plan will likely be resource-related, both financial resources and human resources, but this has yet to be determined."

– Chantale Walker, Foreign Affairs Canada

is neither overly bureaucratic and time-consuming nor under-funded and overlooked. Without it, there is no way of knowing whether the action plan is being fully or successfully implemented. Effective M&E provides the information to determine which initiatives have been successful, which need to be changed and which should be discontinued. M&E also holds the actors responsible for their part in implementation and thus serves as an incentive.

Most WPS action plans, whether UN or national plans, address this concern through including provisions for monitoring and evaluation within their action plans. For example, Norway's SCR 1325 national action plan includes:

Follow-up, revision and cooperation

▣ *The authorities' work on the action plan will be carried out by the relevant ministries and directorates, which will develop their own guidelines for implementation and reporting.*

▣ *Each ministry and each responsible unit will appoint a person to coordinate the follow-up of the plan. The overall responsibility lies with the Ministry of Foreign Affairs.*

▣ *A consultative body will be set up consisting of an inter-ministerial working group, relevant directorates, research institutions and NGOs. This body will meet twice a year to exchange information, knowledge and experience of ongoing projects.*

▣ *All training materials will be evaluated regularly.*

▣ *The action plan will be evaluated once a year in connection with the UN anniversary of Resolution 1325 in October.*

The evaluation will be drawn up by the Ministry of Foreign Affairs and will be based on reports from the relevant ministries, which must be completed by 15 September. The annual evaluation will provide an opportunity for revisions, changes and additions. The action plan and the annual evaluations will be published. Standard criteria for the ministries' reports will be developed.

The UK takes another approach where:

Each government department will oversee the implementation of the Action Plan, but ultimately the FCO will continue to have oversight of the process. The Action Plan details lead departments, stakeholders, review dates, milestones, progress and the opportunity to comment on progress. As UK Ministers endorsed the Action Plan, they will ultimately have responsibility for its implementation.¹⁰⁹

The importance of M&E to the implementation of a WPS action plan cannot be overstated.

Taking these challenges into account and investing in awareness-raising, capacity-building, coordination, M&E and advocacy initiatives is essential for the successful implementation of women, peace and security action plans. As most of the WPS action plans have just been developed, specific lessons learned regarding implementation will emerge in the next few years.

It is the responsibility of not only United Nations Member States but of all the individuals, organisations, and countries that work with peace and security issues to go beyond gender awareness to gendered action. It is not enough to be conscious of the existence of UN SCR 1325 on Women, Peace and Security, now is the time to take concrete steps to

109. Ify Fayinka.

implement this ground-breaking resolution. Creating a women, peace and security action plan is a first step towards turning international policy such as SCR 1325 into practice. A first step towards gender equality, peace and security for all.

Annexes

ANNEX A: United Nations Security Council Resolution 1325 on Women, Peace and Security

Security Council Resolution 1325 was passed unanimously on 31 October 2000. It is the first resolution ever passed by the UN Security Council that specifically addresses the impact of war on women, and women's contributions to conflict resolution and sustainable peace.

The Security Council,

Recalling its resolutions 1261 (1999) of 25 August 1999, 1265 (1999) of 17 September 1999, 1296 (2000) of 19 April 2000 and 1314 (2000) of 11 August 2000, as well as relevant statements of its President and recalling also the statement of its President, to the press on the occasion of the United Nations Day for Women's Rights and International Peace of 8 March 2000 (SC/6816),

Recalling also the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the twenty-first century" (A/S-23/10/Rev.1), in particular those concerning women and armed conflict,

Bearing in mind the purposes and principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

Expressing concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and recognizing the consequent impact this has on durable peace and reconciliation,

Reaffirming the important role of women in the prevention and resolution of conflicts and in peace-building, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution,

Reaffirming also the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts,

Emphasizing the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls,

Recognizing the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard noting the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693),

Recognizing also the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peacekeeping personnel on the protection, special needs and human rights of women and children in conflict situations,

Recognizing that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security,

Noting the need to consolidate data on the impact of armed conflict on women and girls,
☐ **Urges** Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;

☐ **Encourages** the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes;

- ▣ **Urges** the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;
- ▣ **Further** urges the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;
- ▣ **Expresses** its willingness to incorporate a gender perspective into peacekeeping operations and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;
- ▣ **Requests** the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;
- ▣ **Urges** Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children's Fund, and by the United Nations High Commissioner for Refugees and other relevant bodies;
- ▣ **Calls** on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia: (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction; (b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements; (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;
- ▣ **Calls** upon all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention Security Council - 5 - Press Release SC/6942 4213th Meeting (PM) 31 October 2000 on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court;
- ▣ **Calls** on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;
- ▣ **Emphasizes** the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, war crimes including those relating to sexual violence against women and girls, and in this regard, stresses the need to exclude these crimes, where feasible from amnesty provisions;
- ▣ **Calls** upon all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolution 1208 (1998) of 19 November 1998;
- ▣ **Encourages** all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants;
- ▣ **Reaffirms** its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;
- ▣ **Expresses** its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups;
- ▣ **Invites** the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of

women in peace-building and the gender dimensions of peace processes and conflict resolution, and further invites him to submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;

▣ **Requests** the Secretary-General, where appropriate, to include in his reporting to the Security Council, progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;

▣ **Decides** to remain actively seized of the matter.

ANNEX B: WPS National Action Plan Contact Information

Canada

Government Contacts

Department of Foreign Affairs and International Trade

Human Rights, Gender Equality, Health and Population Division

125 Sussex Drive
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http://www.international.gc.ca/foreign_policy/human-rights/women_peace-en.asp

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Civil Society Contacts

Canadian Peacebuilding Coordinating Committee

Gender and Peacebuilding Working Group (GPWG)

C/O Canadian Peacebuilding Working Group
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Ottawa, Ontario K1N 7B7 CANADA
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Website: <http://www.peacebuild.ca/working/?load=gender>

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Denmark

Government Contacts

Ministry of Foreign Affairs of Denmark

Department for Gender Equality

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Civil Society Contacts

Women's International League for Peace and Freedom - WILPF

(Kvinderness Internationale Liga for Fred og Frihed)

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Norway

Government Contacts

Ministry of Foreign Affairs

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Civil Society Contacts

Forum Norge 1325

FOKUS – Forum for Women and Development

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Nordic Women's Peace Network

(Nordiske Kvinneres Fredsnettverk)

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Sweden

Government Contacts

Swedish Ministry of Foreign Affairs

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Civil Society Contacts

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Switzerland

Government Contacts

EDA Federal Department of Foreign Affairs

Political Affairs Division IV (Human Security)

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CH-3003 Bern SWITZERLAND

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Civil Society Contacts

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United Kingdom

Government Contacts

Foreign & Commonwealth Office

Conflict Issues Group

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Civil Society Contacts

International Alert

Peacebuilding Issues Programme

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ANNEX C: SCR 1325 National Action Plan Recommendations from the Centre for Gender Equality in Norway ¹¹⁰

A Norwegian Plan of Action

The Centre for Gender Equality in Norway suggests that a national plan of action should prioritise the following 10 issues:

1. A Norwegian Committee for the implementation of SC Res 1325

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

The Committee could consist of experts from:

- ▣ The Ministry of Defence
- ▣ Research institutions
- ▣ Gender expertise institutions
- ▣ 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 SC Res 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 SC Res 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, Norway 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. The Centre for Gender Equality recommends that all negotiation delegations working with peace processes financed or facilitated by Norway should have at least 40 percent of both sexes.

¹¹⁰. Likestillingssenterets, "Norge for Kvinner, Fred og Sikkerhet," August 2005
<http://www.likestilling.no/artikkel.html?id=907>

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, the women involved in the work for peace may not wish to participate in the 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 are included into the agendas of the formal groups. This way, the peace process will ensure the inclusion of women, hence 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 needs and experiences of both men and women are taken into consideration. In this way, gender budgeting is one way to integrate the gender equality perspective. Based on gender budgeting, we 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 ensures that all Norwegian aid, private and governmental, divides all financial support 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 hereby proposes that Norway initiates methods and practices that encompasses existing experiences and knowledge among the various NGO agents working with peace processes and reconstruction. An increased and more integrated level of involvement of non-governmental organisations 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 plan of action should place more emphasis and efforts on issues related to the elimination on 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 of women and children as sexual commodities, a national plan of action should forbid buying 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 unrecognised and unpunished. In addition, Norway needs

to make greater efforts to eliminate such crimes at a national level. The Norwegian justice system has thus far seemed incapable of ensuring sufficient legal protection for women and girls that have been exposed to various forms of sexualised violence. It is problematic to work for gender equality internationally while not being accountable at home. We cannot operate with double standards in these questions.

The Centre for Gender Equality also proposes that Norwegian development aid prioritise 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 abilities 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.

10. Education

[Information and training on] Gender-based violence, its forms, expressions and consequences ought to be obligatory within educational programs at all levels in Norway.

ANNEX D: Recommendations for Canada's National Action Plan on the Implementation of Resolution 1325 ¹¹¹

Resources

▣ New resources will be necessary to implement the NAP effectively.

Political Will and Buy-in

▣ The drafting of the NAP, and its implementation, should be prioritized at a high level within the Government of Canada.

▣ Canada must work to create and maintain will at the international level. Canada could start, for instance, by outlining what prioritizing the Peacebuilding Commission means concretely with regards to promoting gender awareness through Canadian foreign policy and Canada's contribution to the establishment of the Commission.

▣ The Standing Committee on Foreign Affairs and International Trade and the Parliamentary Women's Caucus should take an interest in this file and even play a role in implementation.

▣ The NAP should address who to focus on and engage to build political interest (i.e. PCO, PMO, Parliament, Cabinet, senior officials, as well as working-level officers).

▣ Officials must be directed by senior management to deliver the gender message to more challenging fora (e.g. UN Reform discussions).

Whole-of-government Approach/Coherence

▣ The NAP should address diplomacy, development, defence and trade, and the mandates of domestic departments, when appropriate.

▣ The Interdepartmental Working Group on Gender and Peacebuilding should work with civil society to conduct a needs assessment to identify gaps in Canada's implementation.

▣ The NAP should be specific about what each department is committed to do at the international and domestic levels.

▣ To ensure policy coherence and a whole-of government approach, all relevant government departments should be involved in implementation, which will be coordinated by DFAIT.

▣ The NAP should encourage departments to build from best practices.

▣ The NAP should allow for education/awarenessraising among key actors.

▣ Canada's implementation strategy should be consistent with Canada's development priorities and commitments, as well as the Millennium Development Goals.

▣ The NAP should address Canadian engagement in conflict prevention and management, as well as post-conflict reconstruction.

Accountability

▣ The NAP should underline the need for transparency (through regular public reporting, for example) and accountability in all government departments.

▣ DFAIT should chair a consultative process among government departments to develop indicators and measures of accountability, and to determine responsibility for various actions.

▣ The NAP should include needs assessments and follow-up mechanisms.

¹¹¹. Department of Foreign Affairs and International Trade, Canada, "Third Annual Symposium of the Canadian Committee on Women, Peace and Security: Towards a Canadian National Action Plan to Implement Security Council Resolution 1325 on Women, Peace and Security," Ottawa, 17-18 October 2005, 2-3. <http://www.dfait-maeci.gc.ca/foreign_policy/human-rights/report-wps-en.asp>.

Training

▣ Military and civilian personnel in peace support operations should be trained to understand what women's participation in peace processes should look like, how to identify and address a rape/gender-based violence case, etc.

▣ Canada should explore training civilian peacekeepers (possibly through the Canada Corps).

▣ Front line officers in relevant departments should receive systematic and periodical gender training.

▣ Post-deployment debriefs should inform gender training curriculum reviews.

▣ More work should be undertaken on standardizing gender training and curriculum development.

▣ The NAP should address how to create and maintain political will/interest in ensuring that there is systematic support for training in gender awareness and integrating gender into policy decisions.

Roles of Non-government Actors

▣ Civil society should define how it will contribute to implementation of the NAP (e.g. playing a role in raising awareness of the NAP in the media).

▣ The drafting of the NAP should be a collaborative process that includes academics and civil society.

Communications

▣ The NAP should include a media strategy.

▣ Canada should develop communications products to raise awareness at the UN, for example, of the work that (Canadian) women have done in postconflict reconstruction.

Momentum

▣ The energy for developing a NAP should be maintained even once the document is written (the NAP must not be an end in itself).

▣ The NAP drafting process should not overshadow/replace current initiatives.

Country-specific Issues

▣ To address the relative absence of gender in the International Policy Statement, the NAP should provide strategic directions and guidelines for specific regions and serve as a tool for geographic working-level officers in government departments.

▣ The NAP should address issues specific to failed and fragile states and the 25 development partners listed in the International Policy Statement.