Women, Peace, Security and the National Action Plans

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Abstract

Twenty criteria are used to analyze sixteen national action plans that focus on women, peace and security. United Nations Security Council Resolution 1325, a base for the national plans, highlights the terrible consequences of violent conflict on women and girls as well as the important role of women in all peacebuilding processes. Suggestions are made for those developing or revising plans and these include addressing the relevant points from four UN Security Council resolutions (1325, 1820, 1888 and 1889); specifying all processes and timelines; and including civil society participation in all phases of a plan’s development, implementation and assessment.

Keywords

UNSCR 1325, UNSCR 1820, UNSCR 1888, UNSCR 1889, women, girls, national action plans, Austria, Belgium, Chile, Côte d’Ivoire, Denmark, Finland, Iceland, Liberia, the Netherlands, Norway, Portugal, Spain, Sweden, Switzerland, Uganda, United Kingdom, UN Security Council, peace, security

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Introduction

This research analyzes the national action plans (NAPs) that were adopted and published between June 2005 and August 2009 as a response to the United Nations Security Council’s Resolution 1325 (UNSCR 1325) about women, peace and security. The study identifies important points in three additional UN Security Council Resolutions (1820, 1888 and 1889) and analyzes the plans based on twenty criteria. Suggestions are made for government representatives that are developing or revising national plans and for civil society representatives who are encouraging the development of a national action plan, assisting with the implementation of a plan or monitoring an existing plan.

Due, in part, to the lobbying of dozen’s of women’s organizations and UNIFEM (1325 Forum Norge 2008) and the concerted effort of the NGO Working Group on Women, Peace and Security, UNSCR 1325 was adopted unanimously on 31 October 2000. The resolution, which highlights the terrible consequences of violent conflict on women and girls as well as the important role of women in the peacebuilding and post-conflict processes, is one of the most important UN resolutions within the field of peace and security policy (Valasek, 2006, p. 1).

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5 Under the UN Charter, the UN Security Council is alone in having the power to take decisions which member states must carry out. In addition, the Security-Council; the Secretary-General; all parties to armed conflict; all those participating in planning disarmament, demobilization, and reintegration (DDR); and all parties involved in negotiating and implementing peace agreements are required to implement Security Council resolutions.
In addition to the UN Security Council president’s statement of 31 October 2002, the UN Secretary-General’s report of 13 October 2004 invited the member states to prepare NAPs in order to take strong steps towards the implementation of UNSCR 1325. While the original resolution – 1325 – did not mention, much less require, that national action plans be developed, UNSCR 1889, adopted in 2009, welcomed “the efforts of Member States in implementing… resolution 1325 (2000) at the national level, including the development of national action plans…”

In the five years following the Secretary-General’s 2004 report (October 2004 – August 2009), sixteen UN member countries publicly published NAPs for the first time or published revised NAPs. The 16 countries are Austria (2007), Belgium (Achten, 2008), Chile (2009), Côte d’Ivoire (2008), Denmark (2005, revised in 2008), Finland (2008), Iceland (2008), Liberia (2009), the Netherlands (2007), Norway (2006), Portugal (2009), Spain (2008), Sweden (2006, revised in 2009), Switzerland (2007), Uganda (2008) and the United Kingdom (2006).

There has been a pressing need for the Security Council resolutions about women, peace and security. In contemporary conflicts, soldiers are not the most numerous of casualties; instead, according to the UN Secretary-General (2008), “millions of women and children continue to account for the majority of casualties in hostilities, often in

6 It is sometimes difficult to establish the enactment dates. In most cases, the dates reported here are the dates of publication rather than enactment.
flagrant violation of human rights and humanitarian laws.”⁷ Mass displacement, use of child soldiers, and violence against ethnic and religious groups, as well as gender-based and sexual violence, are common in certain areas of the world.

As victims, women and girls are particularly vulnerable to threats of violence. They are often seen as “bearers of cultural identity” and, therefore, become major targets subjected to “rape, forced immigration, forced abortion, trafficking, sexual slavery and the intentional spread of sexually transmitted infections (STIs), including…HIV/AIDS” (UN Secretary-General, 2002, p. 2). The Secretary-General’s 2009 (pp. 2-3) report continues to note that “sexual and gender-based violence remained one of the most pernicious consequences of armed conflict [as a]… weapon of war.” The report particularly mentioned the Democratic Republic of Congo (1,100 rapes reported each month with more than 10% of the child victims being 10 years or younger), Somalia, Burundi, Myanmar, Timor-Leste, Côte d’Ivoire and Chad.

Women are both victims of, and participants in, armed conflict. In addition, they can be - and are - agents of change. The participation of women in peacemaking, peacekeeping and peacebuilding assures that their experiences, priorities, and solutions contribute to stability and inclusive governance (Heyzer, 2005, p. 54). When women are included in national peace negotiations, they can bring the views of women and girls to the discussions, for example “by ensuring that peace accords address demands for gender equality in new constitutional, judicial and electoral structures” (UN Secretary-General, 2002, p. 2).

⁷According to Henrik Urdal (2010), however, “the notion that women are more likely to die from war cannot be supported by available systemic case study evidence” and more “conflict mortality surveys” are needed.
2002, p. 3). Yet, as the 2009 Secretary-General’s report notes (p. 4) “a persistent cause of concern is that women continue to be virtually absent from the peace table and to be severely underrepresented as third-party mediators or even as representatives of the United Nations in most conflict-affected countries.” UNIFEM’s (2009) review of a sample of 21 major peace processes since 1992 found that only 2.4 per cent of signatories to peace agreements were women.

The research presented here examines the current NAPs and identifies important aspects of the plans. The NAPs are the documents that provide the specific guidelines for the national governments and the enforcement of the country-specific requirements\(^8\) of the resolution mainly depends on activities at the national level.

Because so little scientific information is available about the essentials of the four UN Security Council Resolutions and the NAPs,\(^9\) this systematic research will be of interest particularly to policymakers who want to study, implement or improve plans and their

\(^8\) The language of Security Council resolutions such as UNSCR 1325, 1820, 1888 and 1889 is consensus language (Chowdhury, A.K., personal communication, March 4, 2009) and usually is rather gentle. Member states of the UN usually are asked to “consider” and are “called upon” or “urged” to undertake actions even though they are obliged to implement the identified points in Security Council Resolutions. In some cases, however, a “demand” may be made of the member states.

\(^9\) The Security Council resolutions focusing on women and the NAPs are beginning to be studied. There are explanations and discussions about UNSCR 1325 (e.g., European Peacebuilding Liaison Office, Initiative for Peacebuilding and International Alert, 2009; Binder et al., 2008; Anderlini, 2007; Mazurana et al., 2005; PeaceWomen Project, 2004) and some writing about the NAPs (e.g., Sherriff with Barnes, 2008; European Peacebuilding Liaison Office 2008; Valasek 2006; Luciak 2008 and Fritz, 2010). There also are articles about women and peace negotiations (e.g., Kvinna till Kvinna, 2009); the NATO directive about
advisers. It also will be of interest to non-governmental organizations (NGOs), community-based organizations (CBOs), as well as scientists and citizens interested in protecting women and girls of all ages (particularly in societies that are experiencing violent conflict) and/or expanding the participation of girls and women in their societies.

This article continues with a discussion of the requirements in the four particularly relevant Security Council resolutions. The section about the resolutions is followed by one about the methodology used in this study, including the categories that have been used to analyze the NAPs. The final sections are the analysis of the plans and concluding remarks.

**UN Security Council Resolutions 1325, 1820, 1888 and 1889**

While a number of important international documents (e.g., States Parties to the Convention on the Elimination of All Forms of Discrimination against Women, Convention on the Rights of the Child, UN Declaration of Human Rights, the UN Charter), the NATO directive on UNSCR 1325 and gender perspectives (NATO, 2009) and UN Security Council Resolutions (e.g., 1612, 1674, 1882) have a bearing on the full participation and advancement of women, four Security Council resolutions are particularly important in the development of the national action plans. In addition to UNSCR 1325, the others that clarify and deepen the commitment are resolutions 1820, 1888 and 1889.

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integrating UNSCR 1325 and gender perspectives in the NATO command structure (NATO, 2009); a one-year assessment of the Netherlands’ plan (Majoor and Brown, 2008) and a study of the first 11 national action plans (Gumru and Fritz, 2009).
UNSCR 1325, adopted in 2000, notes the devastating consequences of violent conflict on women and girls and the important role of women in all peacebuilding processes. Adopted on 19 June 2008, UNSCR 1820 focuses on the importance of eradicating sexual violence in armed conflict and post-conflict situations where this kind of violence is used to systematically intimidate, dominate, or humiliate, and, ultimately, endanger overall peace. While UNSCR 1325 recognizes the threat that sexual violence presents to human security and “emphasizes” (UN Security Council, 2000, 10-11) prosecution of perpetrators, UNSCR 1820 also asserts that sexual violence threatens national security. Like UNSCR 1325, it calls on various actors such as the UN, member states, and parties involved in armed conflict to implement measures that promote the elimination of gender-based violence (Realizing Rights, 2009).

On 30 September, 2009, the UN Security Council adopted resolution 1888. This resolution again focused on sexual violence. The following week, on 5 October, the Security Council adopted resolution 1889 which renewed and strengthened the Security Council’s commitment, made nine years earlier, to the objectives of UNSCR 1325.

Many of the directives in UNSCR 1325 (and the other three resolutions) are related to work within the United Nations such as urging the “Secretary-General to expand the role and contribution of women in United Nations field-based operations…” (UN Security Council 2000). Because this research focuses only on the member states, only those statements that request something should be done by member states are given attention here.

National action plans should cover topics such as Prevention; Protection; Participation and Empowerment; Promotion, Prosecution and Partnerships (collaborative
efforts within and among countries).\textsuperscript{10} While these six broad areas can include many specific points, the plans must at least include what has been mandated in the four relevant UN Security Council Resolutions.

It is important that all countries clearly understand the Security Council expectations and cover, to some extent, all the specified areas in their national plans. As the points in the resolutions are sometimes difficult to discover or recall, we include in the Appendix all the mandates for countries that want to develop or revise national plans.\textsuperscript{11} The requirements are grouped under 15 topics - including Representation/Participation in Decision-Making, Gender Mainstreaming, Gender-Based/ Sexual Violence\textsuperscript{12} and Impunity – and we indicate the relevant resolution in parentheses after each requirement.

**Methodology**

A content analysis (Berg, 2009, pp. 338-377; Colorado State University, 2008) was used to assess the 16 NAPs. The documents were each analyzed systematically as a

\begin{itemize}
  \item Many plan advisers mention at least three of these topics. The Liberian national plan (2009, p. 8) is based on “four Pillars: Protection, Prevention, Participation and Empowerment and Promotion and Sierra Leone, which adopted an NAP in 2010, has five pillars including Protection/empowerment, and Participation/representation.
  \item We hope that this approach will make it easier for countries to address all the requirements when they develop their national plans.
  \item As two of the four Security Council resolutions deal primarily with sexual violence and all four resolutions include points about this topic, it is not surprising to find that many of the requirements concern gender-based/sexual violence. It should be noted that points about gender-based/sexual violence are not only listed under that topic, but also under topics such as international legislation and impunity.
\end{itemize}
whole as well as in terms of their introduction/background, main text and appendices.\textsuperscript{13} The plans were difficult to compare as they do not follow a consistent format and they each can – and should - respond to the specific needs in their countries. When comparative information was clear, it is included here. We have emphasized what we believe would be of most interest to those developing and revising plans: identifying what could be model elements as well as problems that can be avoided.

In addition to an analysis of the documents, a number of interviews were conducted with UN personnel, country representatives and involved civil society representatives to help understand the development or implementation of the plans. This information was kept separate from the content analysis and, when used, it is noted that it comes from other sources.

In 2009, twenty criteria were used to analyze eleven national plans (Gumru and Fritz, 2009). The sixteen NAPs discussed here were analyzed using twenty criteria, but with some modifications to the original twenty. For instance, publication rather than enactment date is considered; more attention is given to civil society involvement and the requirements of three new Security Council resolutions (post-UNSCR 1325) are noted.\textsuperscript{14} For ease of use, the criteria are grouped in six categories: General Plan Elements,

\textsuperscript{13} The approach used in this study is important to researchers, but it is particularly useful for policymakers who want both detail about specific plans and comparative analysis to help them in their development of a new plan or a revision of an existing one.

\textsuperscript{14} Most of the NAPs were developed before some of the resolutions were adopted. This analysis focuses on the contents of the plans rather than the contents of the resolutions.
Preparation of Plan, Implementation of Plan, Sensitivities (age and gender), Contents of Plan; and Evaluation and Monitoring.

Analysis of the Plans

The plans were analyzed based on 20 criteria that are divided into six categories; explanations of the criteria, if needed, are provided in italics. The researchers’ concluding points about each criterion are noted in both italics and bold.

GENERAL PLAN ELEMENTS

1. Publication Date: As of August 2009, sixteen national action plans were published. Denmark was the first to adopt a plan in 2005. Three countries (Norway, the UK and Sweden) followed in 2006, three (Switzerland, Austria and the Netherlands) in 2007 and four more countries (Côte d’Ivoire, Iceland, Spain and Finland) enacted their action plans from January 2008 through October 2008. Between November 2008 and August 2009, two countries - Denmark and Sweden - revised their initial plans and Belgium, Liberia, Uganda and Portugal adopted plans for the first time.

Most countries listed their publication dates in their NAPs; a few – e.g., Côte d’Ivoire Portugal and Spain – did not. Researchers, policymakers, implementers, monitors and other interested parties find it helpful if the publication date is in the document.

2. Length: The length of the plans varies from the 14-page plans issued by Spain and Iceland15 to the 80-page documents from the Netherlands and Uganda. National action plans probably should include introductory information (for example, agents that prepared the plan, the preparation period, and enactment date); background

15 Iceland’s short plan includes a four-page appendix containing UNSCR 1325.
information including national decisions on gender-relevant considerations; clearly-stated actions regarding the points made in UNSCRs 1325, 1820, 1888 and 1889; specified implementation agents; financial allocation; and clearly identified enforcement, monitoring and feedback processes. Keeping this in mind, a national action plan probably needs at least 25-30 pages to cover all that is mentioned here. Some countries that experienced violent conflict had draft plans that were longer than the final 80-page documents.16

It should be noted that many of the countries that have action plans already have basic documents regarding gender issues. Therefore, an action plan of a country without such documents probably needs to be longer to comprehensively deal with the issues faced by women and girls of all ages.

3. General organization: The NAPs not only vary in length, but in their organization, presentation and format. For instance, ten use lists (by letter or number) to indicate their action items while the others have matrices or tables. Some countries do include tables of contents (e.g., Iceland, Norway, Spain, Switzerland, UK, Sweden) while others (Liberia, Portugal) include organizing schemes for their documents, but do not provide page numbers in their online documents. Liberia clearly indicates its priorities and Sweden organizes its plan by its level of focus (e.g., national, regional, global).

Plans should be comprehensive, well-organized and accessible. Action points should have numbers or letters so that implementers can easily reference or access the points.

16 There are times when a country can benefit from having a longer plan. It may be that a lot of detail, at least in certain sections, is thought to be helpful or necessary.
PREPARATION OF PLAN

4. Agents that led the NAP process. Inter-ministerial working groups led the preparation process in eight countries. One ministry led the process in four countries - Iceland, Liberia, Uganda and Côte d’Ivoire. In Iceland, the lead was provided by the Ministry of Foreign Affairs while in Côte d’Ivoire it was the Ministry of Family, Women and Social Affairs (the Group of Equality and Promotion of Gender). In Liberia, the Ministry of Gender Development led the process and in Uganda it was the Ministry of Gender, Labour and Social Development. Sweden indicates that its plan was “drawn up by a working group within the Government Offices” and the Netherlands lists – by name - the 18 government and NGO partners that worked together on the plan. It helps to identify a lead agency because the convener is clearly identified as a point of contact with responsibility.

5. Government agents and civil society representatives that were involved in the preparation of the plan. Ministries of foreign affairs, defense and gender are the most common actors in the preparation of an action plan. It is important that military representatives are involved particularly because of the importance of the military’s role in peacekeeping.

Mentioning the names of the specific government agencies and the specific civil society organizations (e.g., research institutes, women’s organizations, human rights groups) that were involved in the preparation of the plan is important to provide further information to the readers and support for the plan and its specified actions.

17 A ministry of foreign affairs is frequently the lead agency in a country that thinks most or much of the work called for in its national plan will take place in other countries.
Knowing the agents also can help make it possible to understand why some specific topics are or are not included in the plan.

6. Level of involvement of civil society. Countries have taken very different approaches. Bosnia and Herzegovina, for instance, has a plan under development and has asked interested civil society organizations to choose one representative to be part of the drafting group (Cehajic, M., personal communication, 6 November 2009). Serbia also is developing a plan and the Belgrade Fund for Political Excellence, a civil society organization, has organized and hosted the working group that is developing the plan. Serbia intends to distribute its draft plan for public comment (Petrovic, N., personal communication, 5-6 November 2009). While in some countries civil society organizations have been the major impetus or a key partner in the development of the plans, it is sometimes difficult to see that involvement in the written document. Sometimes civil society organizations are mentioned only as a category, but not by the names of their organizations. As civil society is expected to be involved with the plan during all phases, countries should note that they have representatives involved with all aspects of the plan - from development to evaluation/monitoring – and, if there are main civil society organizations that have been involved, at least those organizations probably should be named at some point(s) in the documents.

IMPLEMENTATION OF PLAN


Most of the plan periods have been four or five years and, in some cases, the ending date may roughly coincide with possible general elections. If the intent is to give room for a possible new government to put its stamp on a plan, it should be recognized that it
might be difficult to deal with a renewal during the first year a government is put in place and it might be advisable to have the plan overlap for more than one year.

At least five countries - Côte d’Ivoire, Denmark, Finland, Portugal and Sweden – clearly indicate their plan periods on their covers of their national plans. Setting a plan period is useful for the enforcement and evaluation of the plan. Having a set planning period encourages a country to provide very detailed information about activities within a timeline. It should be mentioned, however, that a specified end date (particularly an early one) could provide an easy way for a new government not to renew a plan.

8. Timeline for implementation: Specific timing of identified actions within the plan period. Only two countries - Austria and Liberia - include clear and comprehensive timelines for identified actions. One of the important aspects of a plan is including specific timelines as the timelines are important for both implementation and evaluation.

9. Specificity about the roles of different departments/agents. At least eight plans specify the responsible agencies for action points. Belgium, Liberia and Denmark each include a separate stakeholder responsibility matrix while some countries (e.g., Austria, the Netherlands, and Uganda) incorporate responsible actors into their tables. Iceland, Switzerland, Norway and Portugal have little or no mention of responsible departments. The action plans should not leave any holes regarding implementation and each agent should be identified.

10. Communication/cooperation of agents: Identifies the processes that provide coordination between various implementing agents. Countries have different approaches
to the leadership of their efforts as well as how the parties will communicate and the frequency of that communication. The NAPs from the United Kingdom and Iceland, for example, do not mention the coordination of agents. A number of countries mention reports (usually annual) but very few countries mention the number of formal meetings. Liberia does mention monthly meetings. **It is important to include specific information about the coordination of the implementation efforts (e.g., how and how often participants will communicate with each other and the public).**

**11. Advertising/Promotion:** Includes the approaches that will be used to introduce the plan to the society. Some countries indicate that they will publicize UNSCR 1325 and the national plan and a few others say they will publicize the plan. The Danish, Finnish and Ugandan NAPs mention organizing seminars and training, and issuing announcements in order to inform the general public. **A main challenge to overcome in the implementation of UNSCR 1325 continues to be the lack of knowledge about its existence and content (Fritz, 2008; Gumru and Fritz, 2008). So, indicating in a plan that the general public will be informed about (1) the relevant UNSCRs and a country’s NAP and (2) the kinds of specific advertising tools that will be used (e.g., NGO network campaign, radio scripts, hotline number, website) supports the implementation and evaluation processes.**

**SENSITIVITIES**

**12. Age sensitivity:** Does the plan only mention women, both women and girls, women and girls of all ages, or women and children? UNSCR1325 mentions “women and girls” when listing the statements about gender-based violence and the characteristics

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18 Liberia and Portugal indicate that they each will establish a website.
of refugee camps. A majority of the national action plans mention “women and girls” when discussing the prevention of gender-based violence. The Portuguese NAP is the only one that mentions “women, young women and girls.” The NAP from the Netherlands includes a footnote mentioning that anytime “women” is mentioned it will include “girls” as well. Almost all the plans mention women and children. The exceptions would be those countries – Switzerland, Austria and Liberia - with little or no mention of children. Women and girls of different ages should be mentioned (when appropriate) throughout the NAP. If this is not done, the intent to include girls might go unnoticed by implementers and others who read the document. Also, there can be instances when “younger women” and “older women” should be mentioned.

13. Gender Perspectives: Use and strength of specific language (e.g., gender perspective or 1325 perspective, victim or survivor, society’s challenges or women’s problems); recognition of problems facing women of different backgrounds; recognition of women’s various roles (e.g., victim, collaborator, peacemaker). Liberia and Uganda use the term survivor; the United Kingdom has little or no mention of survivor, victim, challenges or problems. Uganda identifies the different roles of women and also has detailed the possible gender dimensions of conflict. All of the countries have at least one action point or strategic objective explicitly addressing a gender perspective or gender consideration with Norway and the United Kingdom giving considerable attention to a gender perspective throughout their plans. Denmark does not use the term “gender perspective” but rather prefers to discuss a “1325 perspective” or a “women, peace and security perspective.” Denmark’s decision is particularly interesting when one considers that the gender approach is sometimes not easily understood and, at this
point, has not been embraced by some military representatives. Some military representatives may more readily accept terms that are more specific – e.g., a 1325 perspective or a women, peace and security perspective – and that are connected in a direct way to what needs to be done (e.g., tactical or operational decisions).

CONTENTS OF PLAN

14. Geographic/Political level specificity: Refers to the spatial concerns (local, national, international) of the plan including specifically naming countries or regions. Most of the countries indicate different levels of geographic focus in their plans. Nations that have peacekeeping forces and/or actions involving the EU, the UN and other bilateral and multilateral organizations propose national level actions in addition to local actions. Sweden, for instance, clearly indicates that its plan will be implemented at three levels: nationally, regionally (e.g., EU, Nordic cooperation) and globally (particularly in the UN). The Côte d’Ivoire and Liberia NAPs specify only national-level actions with Liberia having one exception. Liberia indicates it will promote its NAP at an international colloquium. Based on a review of the action plans, countries that are donor countries and/or have peacekeeping forces seem more likely to focus on or include international activities while countries that have had recent violent conflicts within their countries may be more likely to focus on in-country concerns.

Several countries – particularly Austria, Denmark and Iceland - clearly mention activities in specific countries or regions in their NAPs. Austria, in an appendix, provides a list of current and completed international projects. There are 21 projects and 15 of them are concerned with countries or regions in Africa. Denmark indicates that it should give priority commitment to Uganda, Sudan, Afghanistan and Nepal (and other unnamed
states) and Iceland describes its activities in several areas including the Balkans, Liberia and Afghanistan. *It can be useful to identify national and/or international geographic priorities or, at least, indicate that priorities will be set.*

15. Contents in comparison to what is specified in the four UNSCRs 1325, 1820, 1888, 1889 with a special concern for gender-based/sexual violence. *As noted previously, the contents of the action plans differ among countries as action plans should address what is specified in the relevant UNSCRs and also the local context and concerns.* UNSCR 1325 includes calls for action by UN entities and member states about critical issues such as the prevention of gender-based violence toward women, increased representation of women at all decision-making levels, involvement of local women in peace processes, and preventing impunity for war and gender-based crimes. All of the NAPs mention the prevention of gender-based violence, but with big differences. Some countries (e.g., Austria, Belgium, and Uganda) have made this a priority. Three countries were particularly weak in this area. One country, for instance, only asks that the foreign ministry “consider” rather than require the use of “the principle of ‘responsibility to protect’ in relation to sexual violence and gender.”

Only nine of the plans clearly mention impunity. Of these, special note should be made of the action plans from Denmark (as ending impunity is one of the three main objectives), Uganda (a section on ending impunity in the region as well as action points are included) and the Netherlands (a discussion of the culture of impunity is there and the need for laws to address impunity is noted.)

All the plans mention the increased representation of women and most make it a priority. In Spain’s plan, for instance, three of the six objectives are about representation
and participation while in Côte d’Ivoire’s plan, representation is emphasized in two of the four priorities. Some plans discuss rosters of candidates and give specific goals.

All of the plans discuss increasing the participation of women in peace activities. Some talk about increasing the role of women in mediations and negotiations. Switzerland has specific goals, Portugal has a baseline and specifies percentages of increase and the Netherlands has a complete section about mediation and promoting the equal representation of women in negotiations.

The points that are not mentioned in some of the action plans are the consideration of a gender perspective in the planning of refugee camps; disarmament, demobilization and reintegration processes and the inclusion of local women in peace processes. Some of the action plans go beyond the specifications of UNSCR 1325 and include other action areas. For example, Finland includes as one objective that it “will call attention to gender-based effects of climate change.”

_It is important that countries consider the Security Council statements regarding member states (included here in the Appendix) when developing their action plans. By doing this, none of the areas of concern will be overlooked._

**16. Priority areas.** Most of the plans mention three or four priorities or objectives, but this is usually done in a general way. Some countries are more specific. In addition to Finland’s concern with climate change, at least two other plans deserve our special attention. Côte d’Ivoire’s plan is unusual because one of the four priorities includes protection against female circumcision and Switzerland’s plan has three objectives/priorities but also includes future priority areas.
Inclusion of a gender perspective in a society’s policies and programs can require a great deal of work in many nations. A specific implementation process, for what can be a demanding, large-scale task, may move more quickly if priorities are determined and, specific targets are set within an established time frame.

EVALUATION AND MONITORING

17. Performance measures: Identifies the elements that determine the success of the plan. Performance measures are tied to priorities, specific objectives and timelines. Only about half of the NAPS have performance indicators. Of particular interest would be the NAPS from Côte d’Ivoire and Liberia. Côte d’Ivoire has a time frame (2008-2012) with “output results” that specify, for example, that “at least 30% of the decision-making positions” are to be held by women. Liberia uses tables to mention outputs and indicators for each action. Identifying specific outcomes will not only make it easier to measure the success of the plan, but also will provide a framework for identifying problems and modifying the action plan.

18. Reporting and feedback: Refers to the existence and details of the reporting and feedback processes. Almost all of the NAPs have references to reporting and feedback (usually involving at least an annual meeting and/or report), but the plans from Chile, Finland and the United Kingdom are weak in this regard. The plans that deserve our particular attention are the ones from Austria, Liberia, Norway and Uganda. Uganda’s plan is very detailed and refers to annual as well as more frequent reports, Austria and Norway include some specific dates by which reports must be submitted, and Liberia gives details about yearly and final reports from the government and “shadow reports” from civil society. Specifics about the reporting and feedback processes
should be included in plans as they are important to assess performance and for the further development of plans.

19. Financial allocation. Only one country, Côte d’Ivoire provides a very detailed chart concerning financial allocations connected to priority areas while five or six countries indicate money will be allocated in a general way (e.g., “ensured in ministry budgets,” “ministries… will arrange the financing required…” or action points call for “gender budgeting”). Sweden’s final line in its plan indicates that “implementation of the plan will be financed within the framework of existing appropriations and funds and regular budget and other control processes.” The other countries have little or no mention of the budgetary requirements necessary for full implementation. Financial allocation is important because implementation can depend on adequate financing. A realistic financial framework should be provided in relation to the priority of activities and implementation of the plan even if funding will come from the existing budget. It appears that funding in some countries will have to come from outside sources. It would be very good, for planning purposes, if those sources could be identified.

20. Monitoring by civil society. Monitoring refers to the close observation of a situation in order to see if further action is necessary. According to Guzman and Verstappen (2003), monitoring is carried out (constantly or periodically) over an extended period of time, involves collecting or receiving a lot of data, uses standards to objectively assess the situation, uses established tools to identify how the situation compares with the standard and usually results in a report that can serve as a basis for further action.
All but two of the countries mention the role of civil society in evaluating or monitoring each NAP. The weakest plans, in this regard, are from Sweden and the United Kingdom. The notable plans are from Uganda, Switzerland and Liberia. Liberia (2009, p. 45) discusses a Civil Society Monitoring Observatory (CSMO) “that will monitor the implementation process from the perspectives of civil society and women’s groups.” Switzerland specifies the ways for civil society to be involved and Uganda consults survivors and also involves civil society in dialogues about corruption. It is important to include civil society in all phases - the development, implementation, evaluation and revision - of the NAPs. The role of civil society as monitors should be explicit and encouraged.

Conclusions and Recommendations

Each country has a responsibility to inform its citizens about UNSCR 1325 and its own national plan. As Fritz (2008) has noted, too frequently even groups working on issues faced by women do not know about the existence and potential of UNSCR 1325 much less the other relevant security council resolutions.

It has been helpful to have the national plans fully available, in a timely way, on a well-publicized UN website as well as other sites. It also is important that the plans

should appear in at least several languages. Articles and books evaluating UNSCR 1325 and the national plans should be announced on the site or available through it. The site also should include up-to-date contact information for the site manager as well as a way to identify the person or agency in each country with a national plan so that information and advice regarding the plans are easily available.

One of the first interests of a country developing a national plan may be to identify relevant principles and models. It may be helpful to look at the principles for a model plan that were developed for the 2007 high-level policy dialogue for government representatives in Latin America (Luciak 2008, pp.38-42) or the checklist provided by the NGO Working Group on Women, Peace and Security (n.d.). It might be useful to start with the 20 points mentioned here as an initial list for the development of a plan and look at the specific national plans singled out in this analysis for ideas and suggested language.

It also might be useful to find one of the existing plans or sections of a plan that can be used as a model. A country looking to develop a comprehensive plan (one that focuses on national goals as well as international aid and assistance) does not have a model that meets all or almost all of the 20 points identified in this article.

Three plans that could be useful to review are all recent plans - the ones developed by Finland (although it has some weak areas – e.g., outcomes, reporting, financial

Operation 1325 (see “material and publikationer” and then “från andra”)

http://www.operation1325.se/content/view/21/36/.

20 A country certainly can add additional points.
allocations – it does deal with most of the 20 criteria and is clear, well-organized and frequently detailed); Côte d’Ivoire (gives priorities, provides detail about finances and implementers) and Liberia (noted for its collaborative development and its “comprehensive monitoring and evaluation mechanisms” (UN Secretary-General 2009, p. 10). A country that has been in a recent violent conflict might want to begin with the plans developed by Liberia and Côte d’Ivoire. Liberia has had two recent civil wars (approximately 1989-1996 and 1999-2003) and Côte d’Ivoire recently emerged from a civil war (2002-2007) and its plan focuses on national goals.

While all the NAPs will be different, reflecting the countries’ different backgrounds, interests and priorities, we think that an NAP should at least: (1) cover or refer to all of the basic statements that are directed to member states in UNSCR 1325, 1820, 1888 and 1889 when developing the contents of a plan so that no requirement is overlooked; (2) identify the publication date, note the implementation agents; specify necessary financial allocations; and set priorities. Priorities need to include an emphasis on a gender or 1325 perspective, zero tolerance for gender and sexual violence; ending impunity; and women as decisionmakers and peacebuilders; (3) be lengthy enough to be as specific as possible; (4) specify girls as well as women throughout the plan; (5) provide time frames for implementation; (6) specify the enforcement, monitoring, evaluation, reporting and feedback processes. Specifying the indicators that will allow the evaluation of the plan is one of the most important areas of concern; (7) specify the levels of activities (e.g., local, national, regional, international); (8) have a creative and effective publicity campaign for the relevant UN Security Council Resolutions and the national plan; (9) indicate specifically how NGOs and the broader public will be actively
involved in all phases of the plan - development, implementation, evaluation and monitoring. *The national plans are instituted by national governments and civil society has to be invited and accepted as monitors by the governments;* and (10) consider going beyond the requirements of the UN resolutions to deal with the realities of the problems in one’s own country. *For instance, a country could deal with only those rapes that result from a civil war or with the harmful cultural practices that accept or tolerate rape or domestic violence even when there is no war.*

In closing, we would like to make four points. First, only 18 out of 192 UN member states have national plans.21 It is true that countries can meet the objectives of the four Security Council resolutions without having national plans, but a national plan can be an indicator of the serious commitment of a country to address the problems faced by women and girls in its own country and the countries in which it has commitments.

Second, we need to be concerned about the possible revisions that are going to be made to the existing NAPs. While the emphasis in this article has been on putting a plan in place, some organizations in countries that have plans are concerned with how to sustain or build upon the commitment/political will that initially put a plan in place as well as improve the plan’s processes and outcomes. Also, in several countries, civil society representatives have indicated that the concern with military activities may have

21 In addition to the 16 plans analyzed here, Sierra Leone (a country “with not a single conviction resulting from the thousands of sexual violence cases reported” in 2009) (UN News Center, 2010) and the Philippines have now put national action plans in place.
meant that a basic commitment to a culture of peace\(^\text{22}\) has been diminished, muted or lost. As a number of countries will be revising their plans in the next few years, attention needs to be paid to these concerns.

Third, the discussion about the national plans has allowed interested parties to see the limited definition of security that is still held by many. Security (for some this is the “new” definition of security) now should mean state security AND human security; security involves “protect[ing] people against a broad range of threats… [as well as] empower[ing] them to act on their own behalf” (Commission on Human Security, 2004). This definition includes the safety, wellbeing and real inclusion of girls and women.

Fourth, increasingly countries will be asked about the effectiveness of their NAPs. Civil society now expects much more than reports on how much advertising has been done and how many meetings have been held. Interested parties are looking for specific outcomes such as much higher rates of women’s participation, huge decreases in violence against women and girls, successful prosecution of those who initiate violence against women and girls, and significant percentages of women involved in leadership positions in government and in government-initiated peacebuilding activities. In order to measure effectiveness, indicators need to be included in plans,\(^\text{23}\) gender-specific data needs to be

\(^{22}\) Ambassador Anwarul Chowdhury (2004), former UN Under Secretary-General and High Representative, noted that a culture of peace (involving “trust, dialogue and collaboration” and freedom from “poverty, hunger, discrimination, exclusion…”)) is “absolutely the most essential vehicle of realizing the goals and objectives of the United Nations in the twenty-first century.”

\(^{23}\) Article 17 of UNSCR 1889 asked the Secretary-General:

to submit to the Security Council…, for consideration, a set of indicators for use at the global level
available to assess changes and resources need to be available (and shared among countries through partnership arrangements) that will allow countries to meet their goals.

References


to track implementation of its resolution 1325 (2000), which could serve as a common basis for reporting by relevant United Nations entities, other international and regional organizations, and Member States, on the implementation of resolution 1325 (2000) in 2010 and beyond.

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**Appendix**
The requirements of the four particularly relevant Security Council Resolutions (1325, 1820, 1888, and 1889) are grouped under 15 topics – from Participation in Decision-Making to Reports from Member States. The relevant resolution is indicated in parentheses after each requirement.

1. REPRESENTATION/ PARTICIPATION IN DECISION-MAKING

- Urges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions; (1325)
- Encourages all parties to facilitate the equal and full participation of women at decision-making levels; (1820)

2. UN SPECIAL REPRESENTATIVES/ ENVOYS

- ...Calls on Member States to provide candidates as special representatives and envoys... to the Secretary-General, for inclusion in a regularly updated centralized roster; (1325)

3. TRAINING

- ...Invites Member States to incorporate... training guidelines and materials on (1) the protection, rights and the particular needs of women, as well as on (2) the importance of involving women in all peacekeeping and peacebuilding measures (and 3) HIV/AIDS awareness training... into their national training programmes for military and civilian police personnel in preparation for deployment; (1325)
- Encourages Member States to provide all military and police personnel with adequate training to carry out their responsibilities; (1888)

4. GENDER PERSPECTIVE/ GENDER MAINSTREAMING

A. Post-Conflict Reconstruction/ Peacebuilding

- Calls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including... the special needs of women and girls during
repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction; (1325)

• Urges Member States to ensure gender mainstreaming in all post-conflict peacebuilding and recovery processes and sectors; (1889)

• Urges Member States, United Nations bodies and civil society, including non-governmental organizations, to take all feasible measures to ensure women and girls’ equal access to education in post-conflict situations, given the vital role of education in the promotion of women’s participation in post-conflict decisionmaking; (1889)

B. Conflict Resolution, Peace Processes and Peacekeeping

• Urges Member States to ensure increased representation of women (in) all… mechanisms for the prevention, management, and resolution of conflict; (1325)

• Calls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including 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; (1325)

• Encourages troop and police contributing countries, in consultation with the Secretary-General, to consider steps they could take to heighten awareness and the responsiveness of their personnel participating in UN peacekeeping operations to protect civilians, including women and children, and prevent sexual violence against women and girls in conflict and post-conflict situations, including wherever possible the deployment of a higher percentage of women peacekeepers or police; (1820)

• Urges the Secretary General, Member States and the heads of regional organizations to take measures to increase the representation of women in mediation processes and decision-making processes with regard to conflict resolution and peacebuilding; (1888)

• Encourages Member States to deploy greater numbers of female military and police personnel to United Nations peacekeeping operations (1888)

• Urges Member States, international and regional organisations to take further measures to improve women’s participation during all stages of peace processes, particularly in conflict
resolution, post-conflict planning and peacebuilding, including by enhancing their engagement in political and economic decision-making at early stages of recovery processes, through inter alia promoting women’s leadership and capacity to engage in aid management and planning, supporting women’s organizations, and countering negative societal attitudes about women’s capacity to participate equally; (1889)

C. Protection of Human Rights

- Calls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including 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. (1325)

5. INTERNATIONAL LAW

- Calls upon all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls, especially 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 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; (1325)

- Notes that rape and other forms of sexual violence can constitute a war crime, a crime against humanity, or a constitutive act with respect to genocide; (1820)

- Urges States to undertake comprehensive legal and judicial reforms, as appropriate, in conformity with international law, without delay and with a view to bringing perpetrators of sexual violence in conflicts to justice and to ensuring that survivors have access to justice, are treated with dignity throughout the justice process and are protected and receive redress for their suffering; (1888)
• Urges all parties to a conflict to ensure that civilian superiors and military commanders, in accordance with international humanitarian law, use their authority and powers to prevent sexual violence, including by combating impunity; (1888)

• Reiterates its call for all parties in armed conflicts to respect fully international law applicable to the rights and protection of women and girls; (1889)

• Strongly condemns all violations of applicable international law committed against women and girls in situations of armed conflicts and post-conflict situations, (and) demands all parties to conflicts to cease such acts with immediate effect; (1889)

6. GENDER-BASED/ SEXUAL VIOLENCE (From Prevention to Survivor Assistance)

• 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; (1325)

• Demands the immediate and complete cessation by all parties to armed conflict of all acts of sexual violence against civilians with immediate effect; (1820)

• Demands that all parties to armed conflict immediately take appropriate measures to protect civilians, including women and girls, from all forms of sexual violence, which could include, inter alia, enforcing appropriate military disciplinary measures and upholding the principle of command responsibility, training troops on debunking myths that fuel sexual violence, vetting armed and security forces to take into account past actions of rape and other forms of sexual violence, and evacuation of women and children under imminent threat of sexual violence to safety; (1820)

• Urges troop and police contributing countries to take appropriate preventative action, including pre-deployment and in-theater awareness training, and other action to ensure full accountability in cases of (sexual exploitation and abuse) involving their personnel; (1820)

• Urges all parties concerned, including Member States… to support the development and strengthening of the capacities of national institutions, in particular of judicial and health
systems, and of local civil society networks in order to provide sustainable assistance to victims of sexual violence in armed conflict and post-conflict situations. (1820)

- Reiterates its demand for the complete cessation by all parties to armed conflict of all acts of sexual violence with immediate effect; (1888)

- Demands that all parties to armed conflict immediately take appropriate measures to protect civilians, including women and children, from all forms of sexual violence, including measures such as, inter alia, enforcing appropriate military disciplinary measures and upholding the principle of command responsibility, training troops on the categorical prohibition of all forms of sexual violence against civilians, debunking myths that fuel sexual violence and vetting candidates for national armies and security forces to ensure the exclusion of those associated with serious violations of international humanitarian and human rights law, including sexual violence; (1888)

- Urges all parties to a conflict to ensure that all reports of sexual violence committed by civilians or by military personnel are thoroughly investigated and the alleged perpetrators brought to justice; (1888)

- Encourages States, relevant United Nations entities and civil society, as appropriate, to provide assistance in close cooperation with national authorities to build national capacity in the judicial and law enforcement systems in situations of particular concern with respect to sexual violence in armed conflict; (1888)

- Encourages States, with the support of the international community, to increase access to health care, psychosocial support, legal assistance and socio economic reintegration services for victims of sexual violence, in particular in rural areas; (1888)

- Encourages leaders at the national and local level, including traditional leaders where they exist and religious leaders, to play a more active role in sensitizing communities on sexual violence to avoid marginalization and stigmatization of victims, to assist with their social reintegration, and to combat a culture of impunity for these crimes; (1888)
• Urges the Peacebuilding Commission to encourage all parties in the countries on its agenda to incorporate and implement measures to reduce sexual violence in post-conflict strategies; (1888)

• Urges troop and police contributing countries (in United Nations peacekeeping operations) to take appropriate preventative action, including pre-deployment and in-theater awareness training, and other action to ensure full accountability in cases of (sexual exploitation and abuse) involving their personnel; (1888)

• Calls upon all parties to armed conflicts to respect the civilian and humanitarian character of refugee camps and settlements, and ensure the protection of all civilians inhabiting such camps, in particular women and girls, from all forms of violence, including rape and other sexual violence, and to ensure full, unimpeded and secure humanitarian access to them; (1889)

7. IMPUNITY

• Emphasizes the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, and war crimes including those relating to sexual and other violence against women and girls, and in this regard stresses the need to exclude these crimes, where feasible from amnesty provisions; (1325)

• Calls upon Member States to comply with their obligations for prosecuting persons responsible for such acts (sexual violence), to ensure that all victims of sexual violence, particularly women and girls, have equal protection under the law and equal access to justice… (1820)

• Stresses the importance of ending impunity for such acts (sexual violence) as part of a comprehensive approach to seeking sustainable peace, justice, truth, and national reconciliation; (1820)

• Stresses the need for the exclusion of sexual violence crimes from amnesty provisions in the context of conflict resolution processes; (1820)
• Emphasizes the responsibility of all States to put an end to impunity and to prosecute those responsible for all forms of violence committed against women and girls in armed conflicts, including rape and other sexual violence; (1889)

8. **REFUGEE CAMPS AND SETTLEMENTS**

• 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 (of refugee camps and settlements)... (1325)

9. **EX-COMBATANTS AND THEIR DEPENDENTS**

• 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 (1325)

• Calls upon all those involved in the planning for disarmament, demobilization and reintegration to take into account particular needs of women and girls associated with armed forces and armed groups and their children, and provide for their full access to these programmes. (1889)

10. **NEEDS, DATA COLLECTION AND PLANNING (INCLUDING FINANCIAL, TECHNICAL, AND LOGISTICAL SUPPORT)**

• 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 Office of the United Nations High Commissioner for Refugees and other relevant bodies; (1325)

• Requests the Secretary-General to ensure that relevant United Nations bodies, in cooperation with Member States and civil society, collect data on, analyze and systematically assess particular needs of women and girls in post-conflict situations, including, inter alia, information on their needs for physical security and participation in
decision-making and post-conflict planning, in order to improve system-wide response to those needs; (1889)

• Urges Member States, United Nations bodies, donors and civil society to ensure that women’s empowerment is factored into subsequent funding disbursements and programme activities, including through developing transparent analysis and tracking of funds allocated for addressing women’s needs in the post-conflict phase; (1889)

• Encourages Member States in post-conflict situations, in consultation with civil society, including women’s organizations, to specify in detail women and girls’ needs and priorities and design concrete strategies, in accordance with their legal systems, to address those needs and priorities, which cover inter alia support for greater physical security and better socio-economic conditions, through education, income generating activities, access to basic services, in particular health services, including sexual and reproductive health and reproductive rights and mental health, gender-responsive law enforcement and access to justice, as well as enhancing capacity to engage in public decision-making at all levels; (1889)

11. REPORTS FROM MEMBER STATES

• Requests the Secretary-General to ensure that all country reports to the Security Council provide information on the impact of situations of armed conflict on women and girls, their particular needs in post-conflict situations and obstacles to attaining those needs; (1889)