

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

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

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

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

Recommendations on National Action Plans

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

Core Principles

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

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

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

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

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

Leadership

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

Accountability

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

Monitoring

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

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

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

Partnership and Consultation

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

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

Recommendations for EU Institutions

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

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

The following civil society organisations align themselves with these recommendations:

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

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