Regional Women's Lobby For Peace, Security and Justice in Southeast Europe

Policy Brief No. 3
Drafting and Adopting National Action Plans for the Implementation of
Resolution 1325 in the Countries of Southeast Europe.

Written By:
Ana Lukatela, MA
RWL Coordinator
http://www.rwlsee.org

Executive Summary

In the lead up to this year's ten year anniversary in October of UN Security Council Resolution 1325 (2000) there has been a global push to increase the number of National Action Plans on implementation. In our region of Southeast Europe NAPs are currently being drafted in Serbia and Bosnia and Herzegovina, and anticipated in Montenegro. In multi-stakeholder discussions on the process of developing a NAP, experts have pointed to the need to focus on clear, realistic and attainable objectives; to include cross-government strategies in the drafting and implementation process; to develop a strong monitoring and evaluation framework; and to ensure that commitments are made towards budget allocations for implementation.

Founded in 2006, the Regional Women's Lobby for Peace, Security and Justice in Southeast Europe brings together women politicians and activists from the region who are committed to the goals of deepening human security, promoting women's rights and participation in decision-making processes and breaking barriers of ethno-centric politics. The Lobby has a total of 27 members the seven different countries of Albania, Bosnia and Herzegovina, Croatia, Kosovo, Macedonia, Montenegro and Serbia.

The RWL's activities focus on lobbying and advocacy at the local, national and regional levels through meetings with politicians, seminars, roundtables, press releases and other actions. The RWL is open to requests for information, media inquiries and expertise and advising on a wide range of issues related to Women, Peace and Security in SEE.

Context

The fate of women in conflict and post-conflict zones around the world has traditionally been in the hands of national and international male diplomats, officials and leaders who have conceptualized security based on the needs of the state as opposed to the concrete security needs of individuals. For women especially, conflict and post-conflict resolutions of the 20th and 21st centuries have shown very little regard for their real needs and concerns.

In response to this gap the UN Security Council (UNSC) unanimously adopted **Resolution 1325** *Women, Peace and Security* on 31 October 2000, which marked the first time that the SC addressed the disproportionate and unique impact of armed conflict on women. Resolution 1325 approaches security not from a traditional state-centered perspective, but rather from a human security approach. As such it recognizes the critical role that women's participation in public life, politics and the security sector has for ensuring that women's rights are protected in conflict and post-conflict situations. The resolution recognizes the under-valued and under-utilized contributions women make to conflict prevention, peacekeeping, conflict resolution and peace-building, and stresses the importance of their equal and full participation as active agents in peace and security. Implementing Resolution 1325 means increasing women's visibility and participation in peace processes, strengthening protection mechanisms, and incorporating gender equality provisions across the democratic systems established once hostilities come to a close.

In 2008 the Security Council passed **Resolution 1820**, which confronts sexual violence in conflict and post-conflict situations. Key provisions of the resolution recognize a direct relationship between the widespread and systematic use of sexual violence as an instrument of conflict and the maintenance of international peace and security. The resolution commits the SC to considering appropriate steps to end such atrocities and to punish their perpetrators. SCR 1820 changes the legal and political landscape for addressing sexual violence in conflict by declaring that this violence is a tactic of war and requires a planned and trained military and police reaction.

In 2009, the Security Council recognized the slow progress of implementing Resolutions 1325 and 1820 and two more Resolutions were passed: 1888 and 1889.

Resolution 1888 builds off 1820 by requiring high-level leadership on prevention of sexual violence (appointment of an SRSG), development of rapidly deployable judicial expertise to help stop impunity, deployment of women protection officers to work with peacekeepers to develop

systems for stopping sexual violence, and core accountability tools, such as the potential to engage sanctions committees on the issue of sexual violence, and production of an annual report that will provide information on perpetrators.

Resolution 1889 is focused on women's low participation and the funding deficit for women's needs in the post-conflict peace-building phase, and in this regard builds directly on SCR 1325. It calls for an increase in appointments of women SRSGs and SESGs and for the development of a set of global indicators to track implementation of 1325. 1889 also requests the SG to submit a report to the SC within 12 months addressing women's participation and inclusion in peace-building and planning in the aftermath of conflict.

> ### Current NAPs:
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> Governments in the West that have adopted NAPs have mainly used them to address issues of Women, Peace and Security in their foreign policy and their overseas military and police missions. These include: Austria, Belgium, Chile, The Netherlands, Denmark, Finland, Iceland, Norway, Portugal, Spain, Sweden, Switzerland, and the United Kingdom.
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> Post-conflict countries that have adopted NAPs include: Burundi, Democratic Republic of Congo, Liberia, Ivory Coast, Rwanda, and Uganda. These NAPs have focused more on including women in the security sector, in government decision-making and in post-conflict reconstruction and on protecting them from gender based violence.

All member states of the UN are required to implement UNSC Resolutions, however in the almost 10 years since the passing of 1325, progress on implementation has been slow paced. With the goal of improving 1325 implementation many countries are now considering, planning, drafting and adopting National Action Plans for the Implementation of Resolution 1325.

In his 2004 report the UN Secretary-General called upon all member states to draft and adopt National Action Plans for implementing Resolution 1325. A NAP consists of a government's specific goals, actions and results on Women, Peace and Security. NAPs are in particular important for countries in post-conflict situations in order to establish standards for the protection of women and children during conflict but also strengthening women's roles in spheres of decision-making during and after conflict.

For the post-conflict region of Southeast Europe, NAPs present an important opening for including Women, Peace and Security in the political and security agenda. As of January 2010, Serbia and Bosnia and Herzegovina were in the process of finalizing their draft NAPs, while Montenegro is preparing the drafting process. This policy brief lays out some of the most important issues that affect the drafting and adoption of a NAP and best practices and lessons

learned for governments considering preparing NAPs in the Regional Women's Lobby region of Southeast Europe.

Policy Recommendations

The goal of the NAP is to promote implementation of Resolution 1325 but also to assess achievements and challenges and identify priorities and improvements. In multi-stakeholder discussions at a 1325 conference in Oslo[1] in November 2009, the following key points were identified for developing NAPs: the importance of focusing on clear, realistic and attainable objectives; including cross-government strategies in the drafting and implementation processes; developing a strong monitoring and evaluation framework in each NAP; and ensuring that budget lines are included.

Clear and attainable objectives

It is critical that a NAP does not set itself up for failure by formulating unrealistic outcomes. Objectives should balance a fine line between challenging and yet attainable. Priorities should be identified in the four pillars of Resolution 1325: Prevention, Participation, Protection and Relief and Recovery. Themes that a NAP can address vary according to context, and may include:

Protection of civilians

Humanitarian response

Early Recovery

Peacekeeping

Peace building

Transitional justice

Rule of law and access to justice

Governance and state building

Security Sector Reform (SSR)

Community security

Disarmament, Demobilization and Reintegration

Access to Services (health, education, water)

Gender Equality

Identifying women's needs and priorities within a post-conflict situation is one of the first steps in preparing a NAP. In the Southeast Europe region, priorities that have been earlier identified in various post-conflict needs assessments include increasing women's participation in decision-making, increasing women's participation in military forces and police services, increasing participation of women in peacekeeping missions, battling human trafficking, in particular trafficking of women in the sex trade, and systematizing training on gender equality and

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[1] http://www.fokuskvinner.no/Konferanser

Resolution 1325 in all security sector institutions. In order for goals and objectives to be clearly identified in the NAP the Regional Women's Lobby recommends a table format also be used in order to "visualize" the connections between activities, results and objectives, in addition to a narrative format.

UNIFEM provides a Draft Results Framework that gives examples of how activities feed into outputs, which then feed into outcomes and impacts. This full table can be viewed at http://www.rwlsee.org/1325.html, but below is one example of a results chain that might appear in a NAP:

Activities ⇒	Outputs ⇒	Outcomes ⇒	Impact
Training/awareness-raising of government, security forces and women's organizations in women's rights and GBV.	Policies / procedures in place to encourage recruitment, retention and promotion of women in government and in security forces	Increased representation and meaningful participation of women in leadership roles in government, elections and all levels of the police, army and judiciary.	Increased representation and meaningful participation of women in decision-making processes related to the prevention, management and resolution of conflicts

Cross-Government Strategies
It is critical that the NAP drafting process brings together all relevant government stakeholders in order to increase ownership but also to ensure that the NAP is not 'ghettoized' as solely a 'woman's issue'. If the NAP is prepared with the *full participation* of security sector institutions and in the *language* of the security sector, the commitment to effective implementation will be stronger. The drafting process can be led by either a country's gender equality agency or by the Ministry of Foreign Affairs or Ministry of Defense. In the West, we have seen that the process has typically been led by one of these two ministries, while in post-conflict settings, where political will for a NAP is more tenuous, it has been the Gender Equality Agencies that have taken lead roles. However, in the actual working group it is critical that all stakeholders are engaged regardless of who chairs the process. International organizations, such as UNIFEM in the region of Southeast Europe, can play an important role in the NAP drafting process by providing the working group with technical advice and capacity building training. If the government has already adopted a Gender Equality NAP, then the 1325 NAP can be streamlined with the goals and objectives of the GE NAP and activities can complement one another.

Cross-government strategies refer to delegating the responsibility for implementing activities, allocating budgets and for undertaking reporting, monitoring and evaluation across government bodies. Budget is particularly critical; without allocated budgets to the NAP activities, there is a danger that the NAP will be only words on paper and not actually implemented. By spreading budgets across government bodies/ministries, the costs to any one actor are reduced, and thus more acceptable, thereby increasing the chances of capturing political will.

NAP Components:

1. Introduction (government bodies that participated in drafting the plan, etc);
2. Background (other national gender equality mechanisms and security and peace issues and country context);
3. Statement of actions relating to the thirteen points of Resolution 1325;
4. Implementation responsibilities;
5. Budget allocation;
6. Monitoring and evaluation framework (indicators for each activity, output, outcome, responsible agency and budget).

Not only are government stakeholders critical, but also the participation of civil society and particularly women's groups. Including women's civil society organizations in the process also increases ownership and political will for implementation, as civil society groups are a mechanism for demanding accountability from the government on the priorities in the NAP. Civil society can also have a role to play in the monitoring and evaluation process by conducting its own external evaluation of the implementation process.

Monitoring and Evaluation Framework
Monitoring refers to the continual review of activities and results in accordance with the stated goals, while *evaluation* refers to the assessment of ongoing or completed activities.

The importance of monitoring and evaluation frameworks in NAPs cannot be underestimated. By measuring results we are able to identify successes and failures. Success can then be used to consolidate support and increase political will, while failures can provide lessons learned and direction for improvement. Without ongoing monitoring, the government cannot be held accountable on the NAP's goals.

A monitoring and evaluation framework consists of baseline data that is collected prior to the implementation of the NAP activities against which results are later compared. Baseline and ongoing data are collected in accordance with a set of indicators that remain the same over time as to allow comparability from one year to the next.

There are various types of indicators; simply put indicators can be *quantitative* (ex. the number of trainings) or *qualitative* (ex. the effect of the training); they can measure short-term changes or broader, long-term changes. Generally speaking, indicators measuring the output level of the results chain are quantitative and short term, while indicators measuring the outcome level are qualitative and long-term. Below is a table outlining the different levels of indicators based on a similar table developed for the background paper to the Oslo 2009 conference mentioned above:

Level of Indicator	Goal?
Activity/Input Indicator	What resources have been used in implementation? (i.e. the budget allocated and the type of activity).
Output Indicator	Quantitative short-term results. (i.e. number of people attending a training, number of workshops held, number of reports produced).
Outcome/Impact Indicators	Qualitative results at a broader policy and societal level (i.e. changes in social norms, changes in opinions of trainees).

The data gathered in the monitoring and evaluation process is extremely valuable; data can be used for evidence-based advocacy, which is a very effective way to influence policy and legislative processes. This is one reason why it is critical to advocate for National Statistical Offices to collect sex disaggregated data. In many countries, gender experts also advocate for including certain indicators within the official national census questionnaire. Data can also be gathered from government self-reporting mechanisms; reports by Security Sector Institutions to the Executive; civil society reports; international organization reports, etc. The more data s collected on the status of women in peace and security issues, the better that advocates can identify priorities and goals and measure progress towards achieving them.

Resolution 1889 asked for a global set of indicators to be developed by April 2010 that would measure global progress towards achieving the goals of 1325 on Women, Peace and Security. The governments of Southeast Europe should monitor this process and the resulting report and endeavor to include the global indicators in eventual NAPs and other government strategies.

Regional Action Plan

With 1325 NAPs currently being drafted in Serbia and Bosnia and Herzegovina and anticipated in Montenegro, the region of Southeast Europe has a unique chance to become the first post-conflict region in the world to cooperate to develop a region wide Action Plan for Implementing 1325. Cross-regional cooperation would be an extremely effective way of implementing Resolution 1325 as many of the priority issues concerning Women Peace and Security in the countries of SEE have regional aspects. Cross-regional cooperation on issues of rule of law, transitional justice, trafficking in women and women in politics would have a very positive effect on implementation of 1325.

Conclusion

The Regional Women's Lobby believes that the implementation of 1325 in the region of Southeast Europe is the best way to empower women and ensure peace, justice, security and increased quality of life. Security in the lives of ordinary citizens across Southeast Europe is related not to state-based security, but rather the security of their day-to-day lives and priorities. Implementing 1325 encourages a move away from traditional security perspectives and towards a 'human' definition of security. In order for 1325 to be implemented and these initiatives to succeed, the highest levels of government in the region must display strong political will.

Recommended Reading

Beetham, Gwendolyn and Nicola Popovic. Monitoring the implementation of UNSCR 1325: Background Paper. Prepared for International Conference in Oslo, organized by NGO Fokuskvinner and Norwegian Ministry of Foreign Affairs. November 2009. http://www.fokuskvinner.no/Konferanser

Gender Action for Peace and Security. http://www.gaps-uk.org

UNIFEM, Peace and Security. http://www.unifem.org/gender_issues/peace_security/

UN-INSTRAW, Texts of Various National Action Plans on Resolution 1325. http://www.un-instraw.org/en/gps/gps-homepage/national-action-plans-on-resolution-1325-8.html