

10 POINTS ON 10 YEARS UNSCR 1325 IN EUROPE

CSO Position Paper on Europe-wide Implementation of UN Security Council Resolution 1325

This document outlines civil society's views on implementation of SCR 1325 and related women, peace and security commitments in Europe and includes 10 suggestions for further progress.

This year marks the 10th anniversary of UN Security Council Resolution 1325 on women, peace and security (WPS).¹ The passing of SCR 1325 was groundbreaking: it was the first time that the UNSC addressed the distinct experiences and contributions of women in the context of peace and security. SCR 1325 calls for full and equal participation of women and the integration of a gender perspective in all peace and security initiatives. It covers the inter-linked thematic areas of participation, protection, prevention, and relief and recovery. SCRs 1820, 1888 and 1889 strengthen and complement 1325, and the four resolutions should be considered the body of WPS commitments. Implementation of these commitments is a common concern and responsibility of each UN Member State – be it conflict-affected, donor or other.

Europe is a frontrunner when it comes to efforts to implement SCR 1325 et al. The majority of WPS national action plans (NAPs) originate in Europe. At EU-level there is the *Comprehensive approach to the EU implementation of UNSCRs 1325 and 1820 on women, peace and security*, complemented by *Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP*. There are also references to SCR 1325 in key documents and WPS-related resolutions have been adopted in parliaments.

That said there is a gap between European policy and practice. True implementation requires concrete, responsive, time-bound programmes, resources and evaluation mechanisms. Furthermore, the EU should “practice what it preaches”. It should increase the number of women working within its own institutions, appoint women to senior-level positions at the national, regional and international levels. EU Member States (MS) play a key role in furthering EU-level implementation of SCR 1325. They propose candidates for EU top jobs, develop mandates for Common Security and Defence Policy (CSDP) missions, organise pre-deployment training, punish sexual- and gender-based violence, and so on.

The 10th Anniversary of 1325 is not a one-off moment for celebrations. Instead, October 2010 should mark the start of a reinvigorated agenda for the implementation of 1325, which cannot be advanced without political leadership at the highest levels and increased resources. In addition, efforts to include women's participation in peacebuilding and to address their needs should be guided by a broader approach to gender. To be effective, 1325 should not only concern women: including men and addressing their roles in peace and security matters are critical elements for the successful implementation of 1325.

10 civil society suggestions to further implementation of SCR 1325 and related WPS commitments in and by Europe:

- 1. Prioritise, enable and strengthen the participation of women in peace and security matters**
- 2. Include a set of minimum standards in all WPS action plans / strategies**
- 3. Engage civil society organisations in the development, implementation and monitoring and evaluation (M&E) of WPS plans**
- 4. Include meaningful indicators and M&E mechanisms in WPS action plans and strategies**
- 5. Allocate specific WPS resources (financial and human)**
- 6. Appoint a high-level representative on women, peace and security**
- 7. Ensure that the European External Action Service contributes to further implementation of SCR 1325 and related resolutions, and functions in line with WPS commitments**
- 8. Strengthen the EU Task Force on WPS to further coordination and implementation**
- 9. Ensure implementation of WPS commitments in CSDP missions**
- 10. Prepare an annual report on European implementation of WPS commitments**

¹ It should be noted that 2010 is also the year of the MDG +10 review.

10 POINTS

1. Prioritise, enable and strengthen the participation of women in peace and security matters

Besides including a gender perspective in any of its own efforts, the EU should support the participation of women (including women's groups and survivors) as key actors in all peace and security initiatives. This support needs to be both political and financial. In the EU's attempts to support peace processes, for example by creating space for peace negotiations or appointing Special Representatives, the EU needs to make participation of women a specific objective and condition of its actions. When supporting the design and reform of governance institutions, the EU should support the presence and effectiveness of women in representative institutions (including via quotas and other special measures) and official public-sector entities, including police, military, judicial system and public financial institutions. More women also need to be deployed in civilian and military response teams. The Commission, Council and MS should actively promote and support the empowerment of women to participate in their bilateral and multilateral relations with states and organisations outside the Union. Moreover, there should be increased support for capacity-building to ensure women's meaningful participation in peace processes and beyond. Women need to be able to participate actively and effectively in legislative and executive bodies.

- *Indicator of success: By October 2011 there should be no EU support for peace processes where women are missing from the negotiating table.*

2. Include a set of minimum standards in all WPS action plans and strategies

The most effective way to move from words to action on SCR 1325 is through the creation of WPS action plans or strategies. For this reason, all countries in Europe should develop a WPS-specific action plan or strategy. In order to be fully efficient and maximise impacts, all action plans and/or strategies for implementation of SCR 1325 (1820, 1888 and 1889), at MS- and EU-level, should include a set of minimum standards: specific and realistic goals, objectives and priority actions; timelines; a dedicated budget; indicators, benchmarks and targets; clear lines of responsibility to specific individuals, units or functions, both governmental and non-governmental; a results-oriented and transparent reporting and monitoring mechanism, including a high-level taskforce / review committee and a system for tracking funds allocated to implementation; and mechanisms for civil society participation in the implementation, monitoring and review of the plan or strategy. Action plans or strategies need a certain level of flexibility so that situations/conditions not foreseen or anticipated can still be identified and responded to once the framework is launched.

- *Indicator of success: By October 2011 all WPS action plans and strategies in Europe should (be updated to) include specific and realistic goals, objectives and priority actions; timelines; a specific budget; indicators, benchmarks and targets; clear lines of responsibility to specific individuals, units or functions; a clear reporting and monitoring mechanism; and solid mechanisms for civil society participation.*

3. Engage civil society organisations in the development, implementation and monitoring and evaluation of WPS plans

Civil society organisations (CSOs), including women's organisations, survivor groups and diasporas, in Brussels, EU MS, and conflict-affected countries, need to be actively engaged throughout the development, implementation, monitoring and review of WPS implementation plans or strategies and in other processes that can potentially target and address WPS (such as the development of Country Strategy Papers) – at the technical level but also in high-level political forums. Sharing information and consulting with CSOs increases the relevance of action and can lead to stronger monitoring processes. Mechanisms for civil society participation in monitoring need to be detailed in an action plan or strategy and institutionalised by identifying the unit or department responsible for implementation. Financial support is needed to enable civil

society to take up this task and to further develop capacity and expertise. It is important to provide specific funds to support the participation of women from conflict-affected countries in European processes, such as meetings of the EU Task Force on WPS (see point 8). EU Delegations in conflict-affected countries should regularly share information and consult with civil society organisations, including local women's groups, particularly in preparation of an annual WPS report. CSO consultations should be inclusive, transparent and announced in advance to allow for adequate preparation. The EU could also organise an annual week in which women peace leaders are consulted, similar to the UN Global Open Day for Women and Peace, followed by Delegation reports and follow-ups.

- *Indicator of success: By October 2011 there is regular, meaningful consultation between action plan / strategy implementation groups and civil society organisations, Brussels-based and beyond, and there is funding available for this purpose.*

4. Include meaningful indicators and monitoring and evaluation mechanisms in all WPS action plans and strategies

To ensure that measures stipulated in WPS action plans and strategies, at EU- and MS-level, lead to true implementation of SCR 1325 and related commitments, WPS plans and strategies need *meaningful* indicators that assess impact in conflict-affected areas too. Indicators should look at enabling factors, input (such as means and resources), process, output and outcome. The development of indicators should be an integral part of any WPS action plan or strategy drafting process. In a welcome development, the EU has included a reference to the indicators developed at UN-level in a recent Council decision; wherever appropriate, these indicators should be used.

Indicators need to be attached to good monitoring and evaluation (M&E) mechanisms and baseline data need to be gathered. M&E mechanisms should be clearly described in WPS action plans or strategies. Good monitoring requires clarity on responsibilities with respect to data collection and reporting. The EU should also ensure that specific budgets are made available for M&E – it is good practice to reserve between 5-10% of the overall budget. Monitoring should happen at national, regional and global level. Furthermore, the EU needs to recognise that civil society, when given adequate time and resources and truly included in the process, can play a constructive role in monitoring and evaluating implementation of WPS commitments.

- *Indicator of success: By October 2011 all WPS action plans and strategies in Europe should (be updated to) include meaningful indicators, benchmarks and targets, attached to transparent and well-funded reporting and monitoring mechanisms.*

5. Allocate specific WPS resources

Sufficient resources need to be allocated for the implementation of WPS commitments, including both financial and human resources. Regarding **financial** resources, the EU (including its Member States) should allocate adequate funding to support women's participation in peace and security related processes. This could include using the long-term component of the Instrument for Stability to support SCR 1325. The EU needs to further prioritise WPS in funding programmes and it should make full use of its existing financial instruments to support the SCR 1325 agenda. In particular, it should systematically earmark allocations for WPS in all financing decisions for the Instrument for Stability taken in response to specific crises (short-term component). The EU's development instruments should also prioritise support for work by women's organisations in conflict-affected areas. Donors need to ensure that funding benefits women's organisations in conflict-affected areas. Funding also needs to be made available for consultations. WPS actions plans or strategies, in turn, should include concrete funding provisions, including for M&E.

With respect to **human** resources, there needs to be an increase in the number of senior, 'single-hatted' staff working on gender within the EU and MS institutions and structures, so there is the necessary capacity, resources, oversight and authority to effectively further implementation of 1325 and other WPS

commitments. Gender staff should also not be left to work in a vacuum. Full-time, competent gender advisors need to be included in EU Delegations and CSDP missions and operations. Moreover, the European External Action Service (EEAS) should include a thematic unit on gender. Quality training is needed to ensure gender expertise at all levels of EU external action (see point 7).

- *Indicators of success:* Financial resources: The external relations instruments in the framework of the next financial perspectives include clear reference to implementation of SCR 1325; WPS issues are prioritised in the annual action programmes of current instruments for 2011 and beyond. Human resources: By October 2011 there is an increase in the number of senior, single-hatted EU gender staff.

6. Appoint a high-level representative on women, peace and security

A high-level leadership function (possibly EU Special Representative) on women, peace and security should be created at EU-level. This person should be mandated to co-ordinate, ensure consistency of policies and activities, monitor implementation of commitments and facilitate the exchange of good practices in the field of WPS by the EU at large. The high-level representative should be appointed on merit. Furthermore, the function should be provided with appropriate resources, competencies and mandate, including a WPS support office. There should be a direct link between the WPS focal point and the EU High Representative for Foreign Affairs and Security Policy, as well as with other senior level staff working in relevant areas, in the EU Institutions and at Member State level. The WPS representative should also work in close cooperation with the European Institute for Gender Equality. Furthermore, the high-level representative should chair the EU WPS Task Force (see point 8). Similar positions could also be created at MS-level.

- *Indicator of success:* By October 2011 there is an EU high-level representative on WPS, mandated to monitor and report on implementation of SCR 1325, and supported with adequate financial and human resources.

7. Ensure that the EEAS contributes to further implementation of SCR 1325 and related resolutions, and functions in line with WPS commitments

The new European External Action Service (EEAS) should contribute to further implementation of SCR 1325 and related commitments. Gender mainstreaming is only part of the answer. The EEAS also needs a high-level representative for WPS with a specific unit or office connected to her/him. Moreover, staff tasked with gender issues should be senior and 'single-hatted', so they have the necessary resources, oversight and authority to further implementation of WPS commitments. EU Delegations have a key role to play in monitoring implementation of SCR 1325 and related resolutions in their countries and in informing and consulting local CSOs. Every Delegation should include a gender focal point. Furthermore, there should be equal numbers of men and women at senior level in the EEAS. In this respect, gender quotas and targets for EU top jobs are necessary, and an overall quota of 50% is strongly recommended. Specific attention to peacebuilding and conflict prevention is also important to furthering the 1325 agenda. The EU's central commitment to the prevention of violent conflict and building sustainable peace is an opportunity to develop a new type of normative foreign policy able to work constructively with non-state actors and to ensure increased participation of women in all peace and security initiatives, in mechanisms for conflict prevention and resolution, in negotiations, in the implementation mechanisms of peace agreements and as EU Special Representatives.

- *Indicators of success:* Of the 10 EEAS top jobs, 5 should be given to women; by October 2011 at least one full-time gender adviser, with adequate resources and directly linked to senior staff, is included in every EU Delegation.

8. Strengthen the EU Task Force on WPS to further coordination and implementation

The EU Task Force on Women, Peace and Security (TF), set up by the EU Comprehensive Approach, is of great importance to furthering coordinated implementation of WPS commitments EU-wide. It should be

strengthened in this role, for example by having its meetings chaired by an EU high-level representative for WPS, with the participation of the High Representative whenever appropriate. The TF should peer-review the adoption and implementation of NAPs by EU Member States. The TF could also play a critical role in applying a systematic gender analysis to CSDP missions and operations' mandate and main activities as well as to the work of EU Delegations in conflict-affected countries. MS should prioritise attending the meetings of the TF in Brussels. Civil society, Brussels-based and beyond, should be regularly informed about and consulted by the TF. Funding should be made available to support CSO representatives, including those from conflict-affected countries, to participate in every second meeting of the TF.

- *Indicator of success: By October 2011 there is regular, meaningful consultation between the EU Task Force on WPS and civil society organisations, Brussels-based and beyond.*

9. Ensure implementation of WPS commitments in CSDP missions

WPS and gender-mainstreaming must be considered a priority for the EU's CSDP missions and not a matter of ticking the box. Mandates should always include reference to implementation of SCR 1325. A gender expert should be consulted when drafting a mission's mandate. Furthermore, all missions should have competent gender advisers / units, adjusted to the size of the mission, to set procedures ensuring that gender analysis is applied to and women's participation institutionalised in all aspects of its work. Gender expertise should be in place from the start to ensure a gender action plan is ready by the starting date of the mission. Gender advisers need to be directly linked to the Heads of Mission and other senior staff. Moreover, missions should have adequate public complaint procedures. This would particularly help in reporting sexual and gender-based violence (SGBV). The six-monthly evaluation of CSDP missions should include detailed reporting on women, peace and security matters. Furthermore, EU missions need to regularly inform and consult with civil society organisations, in particular local women's groups. They also need to include women within the missions, including in senior positions, if necessary through the introduction of quotas. It is also necessary to reiterate the important role that MS play in furthering implementation as they are for example in charge of nominating women for top positions, pre-deployment training, punishment of SGBV, and drafting mission mandates. More generally, the EU needs to increase the resources, expertise and leadership it has available for civilian missions, which will also further implementation of WPS commitments.

- *Indicator of success: By October 2011 at least one full-time gender adviser, with adequate resources and directly linked to senior mission staff, is included in every CSDP mission and operation.*

10. Prepare an annual report on European implementation of WPS commitments

A specific, detailed EU report on implementation of WPS commitments in Europe should be prepared by October each year. The EU annual report on WPS should go to the (proposed) EU high-level representative on WPS (see point 6) and the Council, including a formal presentation at the Political and Security Committee (PSC). It should also be presented to the European Parliament (EP), national parliaments and the United Nations Security Council. This report should include information about how the EU (including its MS) have *concretely* tried to further implementation of 1325 (1820, 1888 and 1889) in the preceding year. It should be prepared by the EU Task Force on WPS (see point 8), with contributions from MS and civil society. MS should share their annual reports with the Task Force. Regarding implementation of the EU Comprehensive Approach and the complementary CSDP document, indicators recently developed can be used for this purpose. However, these need to be expanded to further assess changes in the protection and empowerment of women in conflict settings and post-conflict situations. The European Institute for Gender Equality should play a support role in relation to indicator development and data-gathering. EU Delegations, in turn, should provide details on implementation in their respective countries, in consultation with local CSOs.

- *Indicator of success: By October 2011 a first, comprehensive EU report on implementation of WPS commitments is prepared.*

The following organisations and networks explicitly align themselves with these recommendations:

1325 Network of Finland
ANIMA – Center for Women’s and Peace Education, Montenegro
Antalya Kadın Danışma ve Dayanışma Merkezi, Turkey
Association des Femmes de l’Europe Méridionale (AFEM)
Belgrade Fund for Political Excellence, Serbia
Berghof Conflict Research
CARE International
Catholic Organization for Relief and Development (CORDAID),
The Netherlands
CEE Network for Gender Issues
Civil Society Conflict Prevention Network KATU
Club de Madrid
Coalition for Gender Equality in Latvia
Conciliation Resources
Conseil des Femmes Francophones de Belgique
Coordination française pour le lobby européen des femmes (CLEF),
France
Cyprus Women’s Lobby
Cypriot women’s NGO Hands Across the Divide
Czech Women’s Lobby
Democratic Union of Women, Poland
European Centre for Conflict Prevention (ECCP)
Engender, Scotland, UK
European Women’s Lobby
Federation of Kalé, Manouch, Romany & Sinté Women
Federation Polish Women’s Lobby
FOKUS (Forum for Women and Development)
Gender Project for Bulgaria Foundation
German Women Security Council
Gunda-Werner-Institute, Heinrich Böll Foundation
ICCO
IFOR Women Peacemakers Program (IFOR/WPP)
Institute for Gender Studies, Malta
International Alert
International Crisis Group
Journalists for children and women rights and protection
of environment in Macedonia
Ka-Der Ankara, Turkey
Kerk en Vrede, The Netherlands
Kosova Womens Network
Kvinna till Kvinna
LEF Italia
Life & Peace Institute
Macedonian Women’s Lobby
National Women’s Council of Ireland
National Council of German Women’s Organizations
National Council of Women of Belgium (Dutchspeaking)/
Nederlandstalige Vrouwenraad
NEAG Alternatieven voor Geweld / Alternatives to Violence
Netherlands Council of Women / Nederlandse Vrouwen Raad (NVR)
Netherlands YM Religious Society of Friends (Quakers)
NIWEP (Northern Ireland Women’s European Platform)
Operation 1325, Sweden
Oxfam Novib
Pax Christi International
People Building Peace Nederland
Plataforma Portuguesa para os Direitos das Mulheres
Platform Vrouwen en Duurzame Vrede, The Netherlands
Quaker Council for European Affairs (QCEA)
Regional Open Network for Peace (Otvorena mirovna mreža - OMM)
Search for Common Ground
Stichting Eigen Kracht Centrale, The Netherlands
Stichting World Peace is Possible, The Netherlands
Swedish Women’s Lobby
swisspeace / Center for Peacebuilding
TERRE DES FEMMES
The 1.6 million club for women’s health, Sweden
The International Council of Jewish Women
Trócaire
University Women of Europe
Women’s International League for Peace and Freedom (WILPF)
Women’s NGOs Cooperation Network of Latvia
Women in Church of Sweden
World Organisation Against Torture (OMCT)

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