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Implementing SCR 1325 through National Actions Plans

On October 31, 2000, the UN Security Council adopted Resolution 1325 on women, peace and security (SCR 1325). SCR 1325 calls upon Member States to address the specific security needs of women both during and after conflict, as well as to further engage women in decision making-processes and peace operations. In 2002, the President of the Security Council called upon Member States to develop national action plans (1325 NAPS) with goals and timetables to support the implementation of SCR 1325. In 2004, the Secretary-General of the UN invited Member States to develop 1325 NAPs, and has reaffirmed this need in his 2008 and 2009 reports on implementation of SCR 1325.[1]

In response, several national governments have created 1325 NAPs to guide and coordinate inter-departmental and inter-institutional initiatives on women, peace and security at the national, regional and international levels. As such, 1325 NAPs are examples of national security policies. As of February 2010, 18 states had adopted NAPs: Austria, Belgium, Chile, Côte d'Ivoire, Democratic Republic of Congo, Denmark, Finland, Iceland, Liberia, the Netherlands, Norway, Portugal, Rwanda, Spain, Sweden, Switzerland, Uganda and the United Kingdom. The NAPs of Austria and Côte d'Ivoire provide examples of good practices regarding their development process and the inclusion of indicators and participatory mechanisms for oversight of their implementation.

Austria's 1325 NAP

The thrust for the adoption of a 1325 NAP originated during the Austrian Presidency of the European Union in 2006, as Austria realised the need to enhance coordination of their training for and participation in international and regional peace missions.[2] Following almost a year of meetings with a number of ministries, coordinated by the Federal Ministry for European and International Affairs (FMEIA), the 1325 NAP was adopted in 2007.[3] In order to monitor the 1325 NAP's implementation and development, the FMEIA established a working group composed of representatives of all concerned ministries and institutions: the Federal Ministry for Health, Family and Youth; the Federal Ministries of the Interior; Justice; Defence; the Federal Chancellery and the Austrian Development Agency. The working group reports to the Council of Ministers and Parliament annually.

Ten civil society organisations and two research institutions (the University of Vienna's Department of International Relations and the Ludwig Boltzmann Institute of Human Rights) were involved in the preparation of Austria's 1325 NAP. The 1325 NAP provides for civil society representatives to be consulted during the preparation of each annual report and asked for advice on specific issues as needed.

Austria's 1325 NAP has three primary objectives:

- To increase the participation of women in the promotion of peace and resolution of conflicts, in particular by supporting local women's peace initiatives
- To prevent gender-based violence and protect the needs and rights of women and girls within the scope of peace missions and humanitarian operations (including in refugee and IDP camps)
- To increase the representation of Austrian women in international peace operations and in decision-making positions in international and European organisations

To achieve these goals, Austria has committed to undertake 29 activities at the national, regional and international levels. In addition, as a donor country, Austria commits to

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1 See for example: United Nations S/PRST/2002/32, http://www.peacewomen.org/un/UN1325/PresState2002.html (accessed February 10, 2010); S/2004/814, Report of the Secretary - General on women, peace and security, October, 13 2004, http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N04/534/14/PDF/N0453414.pdf?OpenElement (accessed February 10, 2010).

2 Council of the European Union, "Implementation of UN Security Council Resolutions 1325 and 1820 on Women, Peace and Security - elaboration and implementation of UNSCR 1325 National Action Plans", Report of Meeting, Brussels, 2 October 2009.

3 Federal Ministry for European and International Affairs, Austrian Action Plan on Implementing UN Security Council Resolution 1325 (2000), August 2007, http://www.un-instraw.org/images/files/4328_action_plan.pdf (accessed February 1, 2010).

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implementing SCR 1325 in all areas of international cooperation, with emphasis on three thematic areas: rule of law with respect to violence against women and girls; disarmament, demobilisation and reintegration; and working with civil society on conflict prevention and peacebuilding.

The implementation of each activity identified in the 1325 NAP is delegated to a particular ministry or number of ministries, and for each the 'status quo', indicators and time period in which the activity is to be completed is specified (although in some cases activities are identified as 'ongoing'). As an example: one activity identified in the 1325 NAP is to support initiatives within the framework of Euro-Atlantic Partnership Council aimed at implementing SCR 1325 in NATO-led operations. This activity is tasked to the FMEIA and the Federal Ministry of Defence, for an 'ongoing' time period. The relevant performance indicator is "rising awareness of the importance of SCR 1325 in the Euro-Atlantic Community".

States have identified the adoption and implementation of performance indicators as one of the most important and challenging aspects of 1325 NAPs. Detailed indicators are an essential tool to monitor and evaluate progress towards objectives. The Austrian experience in implementing its 1325 NAP to date reveals the challenges faced in gauging real progress towards objectives. For example, the FMEIA reports that, although it was easy to define the number of women peacekeepers as an indicator of success in increasing female participation in peacekeeping missions, it was in practice problematic to measure progress only in this way. Austria found that not enough suitable women were applying for peacekeeping missions: most applicants were too junior and the more senior candidates had family constraints that prevented them from deploying. As such, Austria found that they needed to conduct a study to analyse women's motivations for participating in peace missions, and to develop supportive measures for women peacekeepers.[4] This example shows how important it is to assess all potential factors, actors, needs and risks prior to formulating performance indicators. Such a process will help governments formulate clear, reliable and realistically-achievable indicators towards their objectives.

Côte d'Ivoire's 1325 NAP

Côte d'Ivoire has been experiencing political and military crises since September 2002. Its five-year 1325 NAP, covering the period 2008 – 2012, was designed under the lead of the Ministry of Family, Women and Social Affairs (MFWSA), with the collaboration of the Ministries of Planning and Development, Foreign Affairs, Justice and Human Rights, Economy and Finance, Defence, Interior, Solidarity and War Victims, Health and Public Hygiene and National Education and Reconstruction.[5] In January 2007, UNDP, UNFPA, the Gender Unit of the UN Operation in Côte d'Ivoire, UNIFEM and Norway launched a project to provide technical and financial support to the Government of Côte d'Ivoire in the drafting and implementation of the 1325 NAP and to support civil society organisations involved in gender issues to participate in the 1325 NAP process. Under this project, training on SCR 1325 was conducted for government officials, locally elected representatives--especially mayors and general counsellors--and civil society organisations.[6]

Côte d'Ivoire's 1325 NAP contains a detailed overview of the gender-based insecurities that women and girls in Côte d'Ivoire face, including internal and external displacement, prostitution, sexual violence and assault. It also acknowledges that security sector institutions face problems such as corruption and politicisation of the judicial environment, and that there is a lack of training for the police and the gendarmerie to deal effectively with

4   Council of the European Union, "Implementation of UN Security Council Resolutions 1325 and 1820 on Women, Peace and Security - elaboration and implementation of UNSCR 1325 National Action Plans", Report of Meeting, Brussels, 2 October 2009.

5   Ministry of the Family, Women and Social Affairs, National Action Plan for the Implementation of Resolution 1325 of the Security Council (2008-2012): Background Document, http://www.un.org/womenwatch/feature/wps/nap1325_cote_d_ivoire.pdf (accessed February 19, 2010). See also UNDP, Information Note, http://www.undp.org/cpr/whats_new/women_in_cotedivoire.shtml (accessed February 22, 2010).

6   PNUD, CIV 00055669 - Projet d'appui à l'élaboration et la mise en oeuvre d'un Plan National de Promotion de la Résolution 1325 du Conseil de Sécurité, janvier-décembre 2007, http://www.ci.undp.org/uploadoc/1325.pdf (accessed February 12, 2010).

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victims of sexual violence. These problems are impeding efforts to effectively address the gender-based insecurities of women and girls. Against this background and recognising the importance of addressing women's needs and including women in all development sectors, the 1325 NAP states that the implementation of SCR 1325 is a national priority. As such the 1325 NAP constitutes a consensual framework for reconstruction, reconciliation and sustainable peace in the country.

The overall objective of Côte d'Ivoire's 1325 NAP is to "integrate the gender approach in the peace policy in order to reduce significantly inequalities and discriminations". To accomplish this aim, the 1325 NAP identifies four priority areas:

• Protection of women and girls' rights against sexual violence, including female genital mutilation
• Inclusion of gender issues in development policies and programmes
• Participation of women and men in national peace and reconstruction processes
• Strengthening of women's participation in political decision-making and the political process

A prominent feature of Côte d'Ivoire's 1325 NAP is that it sets out a logical framework of indicators for a chain of results linked to each of its four priority areas, offering a platform for monitoring and evaluation of progress. Each priority area includes 6 -12 actions and three different types of results - "strategic results", "effect results"; and "output results". For each of the actions, a responsible party and a reporting method are identified. The logical framework also identifies risks and defines output indicators, verification sources and verification means for each of the desired results. Moreover, the 1325 NAP includes a five year budget plan broken down by activity.

The 1325 NAP envisions a National Coordinating Committee, led by the MFWSA and including civil society representatives, which updates the Government on the status of the plan and submits annual progress reports. Specific committees composed of government and civil society representatives with relevant expertise undertake monitoring and evaluation of individual projects, including tracking of indicators and financial expenditures.

In conclusion, as more states develop 1325 NAPs, it remains to be seen whether those plans are able to translate aspirations into concrete progress towards full implementation of SCR 1325 on the national and (where this is the intention) regional and international levels. Monitoring and evaluation processes, including the preparation of annual reports by bodies such as the working group in Austria and the National Monitoring Committee in Côte d'Ivoire will be key in identifying progress, challenges and lessons learnt.

► The importance of integrating gender into national security policy-making is discussed in section 3 of the *National Security Policy-Making and Gender Tool*.

► Reasons for and ways of engaging civil society organisations in security policy-making are discussed in section 4.4 of the *National Security Policy-Making and Gender Tool*.

► Challenges to and opportunities for integrating gender into national security policies in post-conflict, developing, transitional and developed contexts are discussed in section 5 of the *National Security Policy-Making and Gender Tool*.