

## Follow up to 10 POINTS ON 10 YEARS UNSCR 1325 IN EUROPE

On the 10<sup>th</sup> anniversary of UN Security Council Resolution 1325 on women, peace and security (WPS), civil society organisations (CSOs) issued a Position Paper on Europe-wide Implementation of UN Security Council Resolution 1325. This paper outlined civil society's assessment of the implementation of UNSCR 1325 and related WPS commitments in Europe<sup>1</sup>. It included 10 suggestions for further progress, each of them linked to an indicator of success for October 2011. On the 11<sup>th</sup> anniversary of UNSCR 1325, CSOs now offer their analysis of progress against those 10 indicators, and make further suggestions for follow up.

### Women, peace and security: developments and set-backs in Europe in 2010-2011

One year on from the 10th anniversary of UNSCR Resolution 1325, its full implementation in the EU and beyond remains a challenge. The number of SCR 1325 National Action Plans (NAPs) increased from 25 to 31 with four European countries amongst the six new NAPs. Currently, 58% of the total NAPs (18) are European. Five EU member states revised their NAPs and moved onto their second NAP showing considerable effort in identifying concrete actions, realistic goals, clearer lines of responsibility and monitoring systems.

Earlier this year, the EU released a first [monitoring report](#) based on indicators on the implementation of UNSCR 1325 and 1820 in its policies and practices (*Report on the EU-indicators for the Comprehensive Approach to the EU implementation of the UN Security Council UNSCRs 1325 & 1820 on Women, Peace and Security*). The Committee of Women's Rights and Gender Equality of the European Parliament produced a draft report on the situation of women in war<sup>2</sup> (due to be adopted in January) which includes recommendations on strengthening women's participation in peace processes, especially in leadership positions, as well as addressing the impact of armed conflict on women.

Progress was made in the appointment of women in key positions, for instance of the 25 new Heads of EU Delegations eight are women. The EU is also about to finalise the standardised gender training modules and is currently revising its operational document on implementation of 1325 and 1820 in the context of European Security and Defence Policy (now Common Security and Defence Policy - CSDP) published in 2008. Gender Advisors are deployed in all CSDP missions bar one, in-mission gender training modules are consolidated and the number of women employed in CSDP missions has increased.

However, the gap between policy and practice remains deep. In the EEAS and CSDP missions and structures senior level position are still male-dominated; Gender Advisors in CSDP missions are often double or triple-hatted (i.e. they combine their role as gender advisor with other roles); staff in the EEAS is not receiving compulsory gender training; the percentage of women deployed in CSDP missions is still low (around 10%). Of major concern is also the current and future status of the EU Informal Task Force on Women Peace and Security, an inter-institutional working group and key driving force of EU's implementation of its comprehensive Approach to Women, peace and security. Currently the appointment of the vacant Task Force chair is being delayed and the

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<sup>1</sup> Please click [here](#) to access the position paper 10 points in 10 years UNSCR 1325.

<sup>2</sup> Please click [here](#) to access the full draft report.

absence of a swift replacement gives rise to questions as to how much gender, peace and security is prioritised in practice.

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

The recommendations have been assessed as:

- **RED LIGHT** – **limited or no progress** (2 recommendations )
- **ORANGE LIGHT** – **moderate progress** (7 recommendations)
- **GREEN LIGHT** – **good progress** (1 recommendation)

These 'lights' indicate the level of success in implementation and the urgency to address implementation gaps. Thus progress has been disappointing. The revised recommendations below reflect EPLO's analysis of the problems which have blocked the full achievement of the existing, still relevant recommendations.

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

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

## **RED LIGHT**

Progress in EU support to women's participation in peace negotiations has been scant as showed by indicators 8 and 9 of the EU monitoring report on implementation of UNSCR 1325<sup>3</sup> (the 2011 report refers to the 2007-2008 period). No conditionality for female participation in any dialogue initiatives has been imposed, nor increase in women's participation at any level been recorded.

The link between WPS and other policies remains weak across the EU and MS. For example, the UK developed a tripartite (i.e. interlinking between the departments of Defence, International Development and the Foreign Office) [Building Stability Overseas Strategy](#) in which gender was not mainstreamed. References to the new UK NAP (the UK's second) and the role of women were only inserted after advocacy from UK CSOs.

#### **Further recommendations:**

- EEAS senior staff, EUSRs and Heads of Delegations should formalise meetings and consultation with women's groups in conflict affected countries;
- Where possible, women's participation should be made a condition of EU support to peace processes.

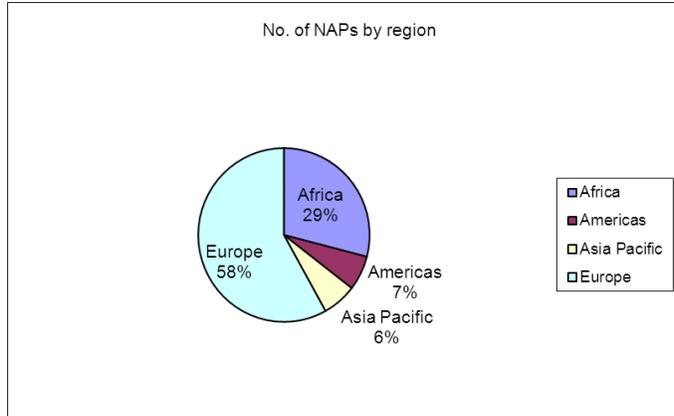
### **2. Include a set of minimum standards in all WPS action plans/strategies**

*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*

<sup>3</sup> Report on the EU-indicators for the Comprehensive Approach to the EU implementation of UNSCR 1325 & 1820 on Women, Peace and Security.

or functions; a clear reporting and monitoring mechanism; and solid mechanisms for civil society participation.

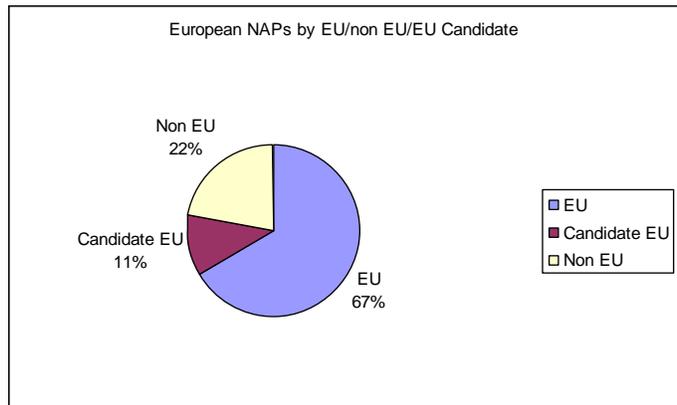
## ORANGE LIGHT



In 2011, four more European countries adopted their first NAPs (Croatia, Estonia, France, Italy); of the five countries that have moved onto their second NAP (Denmark, Netherlands, Sweden, Switzerland and the UK), all show significant improvements in terms of concrete actions and clearer, better indicators; however specific budget allocations are still rare. As the charts show, Europe and the EU itself far outstrip other regions in terms of developing NAPs. Whatever the quality of the NAPs, the extent to which they are being implemented and

their impact is significantly less clear partly due to the weakness of monitoring mechanisms in first phase NAPs.

This year the Member State meeting to discuss implementation of 1325 in the framework of the EU Informal Task Force on WPS will not take place due to lack of resources and time. This is a missed opportunity to assess Member State's implementation of their WPS commitments and to exert peer pressure on those Member States that do not have clear WPS policies in place.



### Further recommendation:

- In 2012 the EU Member State meeting to assess implementation of UNSCR 1325 should be organised as a matter of priority by the EU Informal Task Force on WPS.

### 3. Engage civil society organisations in the development, implementation and monitoring and evaluation (M&E) of WPS plans

*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.*

## ORANGE LIGHT

The consultation of civil society during NAP development varies widely: in Italy, despite civil society efforts, the plan was developed with limited CSO consultation, whereas in the UK the second iteration of the NAP saw much higher levels of consultation. Whether in developed or conflict-affected and/or less developed countries, consultation is sometimes *ad hoc* rather than formal.

Some countries have task forces (e.g. Spain's inter-ministerial group) or consultative groups (e.g. Sweden), but they vary in how well resourced they are, how often they meet, the powers they have to follow up on implementation and the extent to which CSOs are involved.

**Further recommendation:**

- Member States and EU institutions should formalise and fund CSO consultation, including women's organisations from conflict-affected countries, in NAP development, implementation and monitoring mechanisms.

**4. Include meaningful indicators and M&E mechanisms in WPS action plans and strategies**

*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.*

**ORANGE LIGHT**

As the examples of the second phase European NAPs show (see above, point 2) Member States started to develop higher quality second phase NAPs, especially with regard to meaningful indicators. However, there are still only four second phase NAPs globally and it is too early to assess their impact. More information is needed about the 9 EU countries that do not have NAPs, in terms of their other WPS policies or NAP development plans. See below on point 10 for analysis of the EU monitoring exercise.

**Further recommendation:**

- All new and revised NAPs in 2012 should include meaningful indicators, benchmarks and targets, attached to transparent and well-funded reporting and monitoring mechanisms.

**5. Allocate specific WPS resources (financial and human)**

*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.*

**ORANGE LIGHT**

EU Monitoring Report states that "in total the EU and the Member States reported spending about € 200 million in 2009 and early 2010 on women, peace and security related activities" however, as the report itself notes, these are estimates and are not based on earmarking or systematic tracking. Funds available for civil society work on women, peace and security and specifically on UNSCR 1325 remain limited.

There are some positive developments at EU-level: in the Peacebuilding Partnership, which supports civil society peacebuilding (part of the Instrument for Stability), women, peace and security is one of three priority areas (although just € 5 million in total has been allocated for all three priority areas, covering all regions of the world). Separately, €1.5m has been specifically

earmarked for women, peace and security however this has been allocated to a joint UN Women/UNDP action on civil society involvement in the implementation of UNSCR 1325. A small amount of funding is also available under the so-called PAMF3<sup>4</sup> of the Instrument for Stability, with an indicative allocation of € 500,000 for urgent actions on women peace and security. In the current seven-year EU spending round (Multiannual Financial Framework 2007-2013) a key problem has been that the EU's larger funding instruments, the development and regional programmes, do not prioritise (or even include) peace and security issues, even in conflict-affected countries. Thus, they have not been a source of funding for work on women, peace and security. It is hoped that this will change in the future spending round, Multiannual Financial Framework 2014-2020, currently under discussion.

There has been no increase in senior, single-hatted EU gender staff (though there is an increase in less senior, multiple-hatted gender staff; it may be a moot question as to whether that is "better than nothing", or fails to achieve the specific goal). The replacement of the gender focal point in the Human Rights Guidelines and Multilateral cooperation Division of the EEAS (who also chairs the Informal Task Force) is under discussion.

**Further recommendation:**

- The next annual action plan for the Instrument for Stability should envisage funds under the Women Peace and Security component open to CSOs.

**6. Appoint a high-level EU Special Representative on women, peace and security**

*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.*

**RED LIGHT**

This has not been achieved. CSOs have continued to advocate on this throughout the year, drawing parallels with the useful contributions of UN Special Representative of the Secretary General (SRSG) on Sexual Violence in Conflict (and former EC Commissioner) Margot Wallström.

**Further Recommendation:**

- MS should champion this initiative and provide EEAS with a list of senior level WPS expert candidates for selection and appointment before October 2012.

**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**

*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.*

**ORANGE LIGHT**

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<sup>4</sup> Instrument for Stability Third Facility for urgent actions involving Policy Advice, Technical Assistance, Mediation and Reconciliation for the benefit of third countries affected by crisis situations

The EEAS continues to face significant challenges in terms of human resources. The 50% quota for the top jobs at EEAS has not been met with one woman out of five Corporate Board members, one woman out of seven Managing Directors and only one woman out of eight EU Special Representatives (EUSRs). In the last year three new EUSRs were appointed (for Kosovo, the South Caucasus and the Crisis in Georgia, and the Southern Mediterranean) all of whom were male, leaving Rosalind Marsden EUSR for Sudan as the only female amongst the eight EUSRs. There is no full-time gender focal point and the post of chair of the EU Informal Task Force is vacant (see point eight below). EEAS is constrained in its recruitment by Member States failing to put forward female candidates for consideration.

**Further recommendation:**

- MS States should step up their efforts to propose female candidates for senior level and other positions in the EEAS and for seconded positions in CSDP missions aiming at 50% ratio.

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

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

**ORANGE LIGHT**

The Task Force has been instrumental in boosting EU's implementation of the commitments enshrined in the EU Comprehensive Approach to UNSCR 1325 and 1820. With the current uncertainties in the personnel changes in the EU Informal Task Force on WPS, CSOs feel it is important to urge the HR to ensure that a gender focal point in the EEAS and leader of the EU Informal Task Force on WPS is appointed as a matter of priority to consolidate and build on the remarkable work done so far.

The consultation between CSOs including women and women's organisations and the Task Force has been strong during the year with both informal and more formal meetings (a total of five, including one on the EU monitoring report). Attendance from the non-Brussels based organisations is unpredictable and remains subject to available (limited) funding.

**Further recommendation:**

- A senior level gender expert should be recruited with no further delay to act as gender focal point in the Human Rights Policy Guidelines and Multilateral Cooperation Division and leader of the EU Informal Task Force on WPS.

**9. Ensure implementation of WPS commitments in CSDP missions**

*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.*

## ORANGE LIGHT

There has been significant progress on this indicator, but it is still far from complete. Gender advisors have been successfully fielded in all but one of the CSDP missions (EUBAM/Rafah). Good language on gender has been included in all CSDP mission operational plans (OPLANS) although not consistently in Joint Actions. Gender is still not adequately considered at the strategic and planning level and only included at the operational level. A “seasonal approach” to gender is perceived in the countries where the missions are deployed, relying on committed individuals and often detached from long-term gender policies.

### Further Recommendations:

- Responsibilities for the implementation of GPS commitments in CSDP missions should be attributed to senior level staff and not solely to Gender Advisors;
- All Joint Actions should be gender-sensitive and contain reference to UNSCR 1325.

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

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

## GREEN LIGHT

The production of the EU monitoring report in May 2011 must be highlighted as a notable achievement, for which particular credit is accorded to the EU Informal Task Force as the coordinator of and driving force for the process. The high level of participation from EU institutions and Member States was notable with 100% of CSDP missions and 88% of Member States responding to the questionnaire. However, the quality of the data was highly variable and the indicators in place – generally quantitative and process-oriented – are not capturing impact on the ground. Given the heavy reliance in the EU’s Comprehensive Approach on training, it was of concern that details about the objectives and impact of training delivered could not be provided by CSDP missions or Member States.

### Further recommendation:

- The EU should revise its monitoring indicators for its 3<sup>rd</sup> monitoring report to include more qualitative and impact oriented indicators.

### For more information, please contact:

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