

Austria

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Introduction

In August 2007 Austria was one of the first EU member states to adopt a NAP on UNSCR 1325. In the context of the resolution's 10th anniversary, Austria decided to review its national objectives and measures for the resolution's implementation and adopted a revised version of the NAP² (January 2012). The second NAP will run until 2016.

The main objectives of the NAP are:

- Promoting the involvement of women in peace processes;
- Strengthening the measures to prevent violence against women and protecting the needs of women and girls in camps for refugees and internally displaced persons;
- Increasing women participation in Austrian peace missions
- Advocating for more women in management positions in international organisations such as the UN or EU.

The second NAP, while keeping the first NAP's main objectives, placed more emphasis on capacity-building activities and developed the action points to be implemented by the Austrian Development Cooperation (ADC). The second NAP also placed a greater focus on civil society cooperation, in particular with local women's networks and organisations. The NAP assigned ADC's projects and programs to three of UNSCR 1325's four core areas: participation, prevention and protection. The split into these three categories is based on the UN indicators for UNSRC 1325 implementation and the Comprehensive Approach to the EU Implementation of UNSRC 1325 and 1820.

The Inter-ministerial Working Group (IWG) was in charge of NAP revisions. The Federal Ministry for European and International Affairs (FMEIA) chairs the IWG and consists of representatives from the Federal Chancellery, (FCH: Directorate-General II) as well as the Federal Ministries of Interior, (FMol) Justice, (FMoJ) Defence and Sports (FMoDS) and the Austrian Development Agency (ADA). The revision took place in close collaboration with representatives of the informal Austria Friends of UNSCR 1325 civil society working group.

The NAP does not have a dedicated budget. As defined in the NAP, financing will be ensured *'by the responsible ministries with the funds available in their respective budget'*. CSOs regularly raise this as a challenge that the IWG must address. An attempt to estimate the cost of UNSCR 1325-related activities used the costs related to the best practices communication between agencies as an indicator of gender mainstreaming costs. Government Representatives believe that this approach could contribute to improving transparency and supporting other international actors in comparing their countries' measures, possibly constituting a good practice.

The NAP lists indicators that the monitoring process will use. Unfortunately they do not seem to be specific enough (for example, 'raising the share of gender experts, Junior Policy Officers and other experts deployed' is listed as an indicator). The NAP itself is worded in rather general terms; while it calls for promoting women's participation, it lacks clarity as to how this goal should be achieved.

The NAP has a dedicated section on EU-level engagement. Austria regularly participates in the EU informal Task Force on UNSCR 1325 in Brussels. Austria has also contributed to the Comprehensive Approach to the EU Implementation of UNSRC 1325 and 1820, contributing

¹ ASPR would like to thank all interview partners for kindly sharing their time and valuable insights.

² http://www.entwicklung.at/uploads/media/2012_NAP_1325_en.pdf

to the second EU monitoring report for the implementation of UNSCR 1325. In the context of the EU Common Security and Defence Policy, (CSDP) Austria aims to continue to ensure that WPS-related issues are increasingly visible in all CSDP missions and operations.

The NAP indicates that in 2016, the IWG should complete a review of the NAP's effectiveness. The goal is to adjust the action plan to new developments. As with the last review process, (2012) the IWG is responsible for revisions, while consultations with civil society representatives of the Austria Friends of UNSCR 1325 are also foreseen.

Design

As indicated, the IWG coordinated the first NAP's revisions. The Austria Friends of UNSCR 1325 was also involved in the second NAP's development process, and is now engaged in creating the third one as well. Established in 2008 and coordinated by CARE Austria, it provides a forum for periodical exchanges between IWG and civil society representatives (such as the National Committee of UN Women, the Ludwig Boltzmann Institute for Human Rights and the Bruno Kreisky Forum for International Dialogue). Exchanges take place at least once a year prior to preparing the NAP monitoring report and 'whenever necessary, on an ad-hoc basis'. The Friends working group is open to CSOs that wish to contribute. In this setting, WPS experts and other CSOs, like Women in Development Europe, the NGO platform Global Responsibility, Amnesty International and the Vienna Institute for International Dialogue and Cooperation are often invited, so that a continuous rethinking about potential NAP implementation improvements can take place. Angelika Gerstacker already pointed out in the 2013 EPLO Case Study publication that civil society continually brought up the need for better coordination between the ministries, as well as with CSOs.³ CSO advocacy resulted in the second NAP including the nomination of UNSCR 1325 focal points⁴ in all relevant ministries. However, the second NAP did not include other CSO suggestions, such as the establishment of a dedicated budget or an external monitoring mechanism.

CSOs and public administrators interviewed for this case study described the informal working group in a very positive light, commending its ability to facilitate networking and exchange communications between ministries and CSOs. The establishment of clear rules around the structure of this cooperation (for example UNSCR 1325 focal points, meetings with civil society representatives at least once a year prior to preparing the monitoring report and meetings held on ad-hoc basis whenever necessary) could increase satisfaction for all parties and lead to an improved NAP implementation process.

Implementation

Since the IWG is responsible for implementing and monitoring the NAP, it publishes a monitoring report once a year on the FMEIA website. The sixth and latest monitoring report covers the period from 1st November 2013 to 31st October 2014, which the Austrian Government adopted on 7 July 2015. The NAP notes that an annual meeting between the IWG and representatives of civil society should be held yearly, prior to the publication of the monitoring report. The IWG forwards the report to the Austrian Council of Ministers, to Parliament and to all embassies and representations, as well as the ADA. Consequently, the NAP implementation is fed back into the ongoing work of the respective agencies and UNSCR 1325 remains on the political agenda.

The FMEIA and the FMoDS implement the NAP. The FMoDS took targeted steps to increase the number of women deployed by Austria to peacekeeping missions. For example, FMoDS took steps to increase life-work balance, as well as implemented measures to attract more female soldiers into the Austrian Armed Forces. Other measures included service extensions in the form of flexitime, childcare service provisions, the promotion of women in leadership and

³ The case-study publication is available at: http://eeas.europa.eu/archives/features/features-working-women/working-with-women/docs/eplo-20-case-studies_en.pdf

⁴ <http://bmeia2014.int.t3.world-direct.at/en/european-foreign-policy/human-rights/priorities-of-austrian-human-rights-policy/womens-rights/women-peace-and-security-sc-res-1325/>

management functions and the establishment of a mentoring program for new female soldiers. Austria supported the candidacy of Judge Dr. Lilian Hofmeister to the UN Committee on the Elimination of all Forms of Discrimination against Women (CEDAW). She was elected for a four-year term from 2015 to 2018. Furthermore, several training programmes specifically address UNSCR 1325. For example, there are compulsory seminars on gender in the basic training programmes for senior officials of the European External Action Service. The FMol also includes UNSCR 1325 in their pre-deployment training modules.

Since 2012, the Austrian Study Centre for Peace and Conflict Resolution (ASPR) has held annual interdisciplinary education programmes for executives active in peacekeeping operations. The course focuses on civilian protection in armed conflicts and was developed in close cooperation with the FMoDS, as well as supported by the FMEIA and the FMol. The course devotes one part exclusively to the role of women in armed conflicts and provides basic knowledge on UNSCR 1325. All other courses at the ASPR within the Civil-Military Training Cooperation project, conducted in cooperation with the FMoDS, include the mainstreaming of gender perspectives and encourage all lectures to have a gender approach. These courses are part of the European Security and Defence College (ESDC) academic programmes.

As a contribution to the UN high-level review of UNSCR 1325's 15th anniversary and as part of the Beijing +20 campaign, Austria hosted a symposium on 'Enhancing Women's Share in Peace and Security' in Vienna (2014). FMEIA, FMoDS, Federal Ministry of Education and Women's Affairs, ADA and several civil society organisations like the Bruno Kreisky Forum, the UN Women National Committee and the International Peace Institute prepared the symposium in close cooperation. This consortium invited International experts from government, military, academia, media and civil society to discuss the achievements, remaining challenges and emerging priorities of 21st century WPS agenda implementation. The results included recommendations for regional, state and international organisations, as well as civil society and the media.⁵

UNSCR 1325 implementation is one of the Austrian Development Cooperation's (ADC) top priorities. The New Austrian Three Year Programme of Development Policy, which references UNSCR 1325 implementation, (2016-2018) focuses on gender equality and, more specifically, strengthening female participation and protection against gender-based violence at all stages of conflict resolution. The ADC supports a variety of initiatives led by CSOs on UNSCR 1325 implementation. Great emphasis lies in systematic gender mainstreaming, specific women's empowerment proposals and partner country representative measures. For example, the ADC provides financing for programmes in Nepal, Uganda and Ethiopia focused on strengthening women's participation in the political process.

Austria supports partner countries in developing their own NAP or the effective implementation of existing national action plans, particularly through the promotion of local implementation plans. Austria supported the regional program of the Global Network of Women Peacebuilders for enhanced UNSCR 1325 implementation in Kenya, South Sudan and Uganda.

Conclusion

Civil society welcomed the adoption of the NAP and remains strongly involved in the implementation, monitoring and review processes. The informal Austria Friends of UNSCR 1325 working group continues to cooperate with the relevant ministries. Numerous civil society activities aim to increase political and social awareness about UNSCR 1325 in Austria. Due to the use of indicators and the need for annual monitoring reports, there is both a clear demand for the ministries to act in the field of WPS, as well as an obligation to disclose the efforts made and measures taken.

⁵ These recommendations were published by the BMoDS and the Bruno Kreisky Forum in the form of a conference report.

However, the ministries seem limited in staffing and resources. One of the NAP's weaknesses is the lack of a dedicated budget, an important challenge given the ongoing trend to allocate fewer and fewer funds to development cooperation. Another challenge is the low numbers of women serving abroad in crisis management missions. While the ministries have put in place measures with the aim of reaching 10% of women deployed, they have not yet reached this target.