

Germany

Gitti Hentschel, (German Women's Security Council)

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Introduction

The German Government adopted its first NAP in December 2012. An inter-ministerial working group (WG) was formed to lead the process. The MFA coordinated the group, which also included representatives from the Ministries of Development, Family-Women-Senior-and-Youth, Defence and Justice.

Germany adopted its first NAP at the end of its UN Security Council Membership. At that time, the adoption of the NAP came as a surprise for German CSOs advocating for a NAP. Ever since 2003, the German Government, the Chancellor and MFA agreed that Germany did not need a NAP. The government argued that Germany had already adopted two other action plans relevant for UNSCR 1325; one on conflict prevention and another against domestic violence. Moreover, Germany would ensure gender mainstreaming in all peace and security policies.

CSOs working on UNSCR 1325-related issues organized discussions and exchanges meant to aid in developing and implementing the first NAP. Even though several German CSOs were asked to comment on an NAP draft, the Government aimed to finalise it by the end of 2012, leaving CSOs limited time to contribute. While the Government will review the first NAP in 2016, CSOs have received no detailed information on the process. Even though they have petitioned the Government for information, until now the Government has neither informed nor included the civil society in these discussions.

During the beginning phases of the first NAP's implementation, the inter-ministerial WG regularly invited CSOs to review and comment on the progress and challenges they identified in NAP implementation. They promised that the NAP would be a living document and that they would regularly organize meetings with CSOs. However, restructuring within the Ministry of Foreign Affairs and a change of staff in charge of the UNSCR 1325 file forced the postponement of CSO meetings. The last meeting occurred on the 4th of February 2015 and until now, the Government has not set a new date.

Implementation

The first NAP confirms German support for women's participation all levels of decision-making, such as in armed conflict prevention and resolution, at the negotiation table and in state reconstruction. It also includes strategies to combat gender-based violence in conflict, especially against women and girls. Due to sustained CSOs advocacy, the NAP also includes mentions to men as potential victims and emphasizes the necessity of prosecuting sexual offenders. It also names men as allies and confirms the necessity of addressing notions towards masculinity.

However, the NAP remains weak with regards to Human/Women's Security and conflict prevention. CSOs also repeatedly emphasised the lack of concrete steps necessary to implementing the NAP, as well as the lack of an M&E system, benchmarks and standards to measuring progress and guidelines for implementation. Moreover, no dedicated budget for NAP implementation exists.

Developments since the 1st NAP

According to the NAP focal points within the ministries, NAP reporting has become more detailed, transparent and systematic. It is no longer a list of projects implemented in the NAP framework. However civil society pointed out there is no clear separation between measures, like financing Southern development cooperation projects, as well as projects related to realizing the NAP and UNSCR 1325. The projects continue to lack sufficient focus on conflict prevention and require greater financing too.

The Government supported several CSOs events to celebrate the 15-year anniversary of UNSCR 1325, promoting the content among the German population while simultaneously identifying needs and projects focused on conflict regions such as Iraq and Syria. A Foreign Affairs Sub-Committee also organized a hearing about the needs to realize UNSCR 1325 and the NAP. The Sub-Committee invited both civil society experts (such as the GWSC and the UN Women National Committee Germany) and EU officials to share their views. Germany held the OSCE presidency in 2016 and invited CSOs to a meeting with the OSCE gender advisor, where they shared views and suggestions.

The Government will adopt a new NAP at the end of 2016, and it has requested that relevant ministers report their process of implementing the first NAP. The report should also be ready by the end of 2016.

CSOs working on Gender, Peace and Security issues (Medica Mondiale, Heinrich-Böll Foundation, WILPF, GWSC, The German Women's Council and others) organized a meeting and committed to working together on creating proposals that meet the next NAP's objectives. They also agreed to write a letter to the Minister of Foreign Affairs, asking him to consult with CSOs in preparation for the development of the second NAP. They also asked to get the current NAP implementation report upon release so they may provide informed suggestions.

The GWSC together with WILPF believe that:

- Women continue to be absent from negotiations and the decision making table during peace agreements or peace negotiations, as experienced in the debates and efforts for Syria or Libya, even though both countries have very active female peace activists and experts.
- There is too much impunity in cases of gender based/ sexual violence and not enough attention paid to the follow-up of the London Summit on gender based violence.
- Peace research and expertise from CSOs/women's organisations is lacking on all levels;
- There is a need for more programs and projects focused on prevention, gender orientated early-warning systems and a need for clearer monitoring and evaluation mechanism, especially regarding conflict prevention/good practice and reconstruction;
- Care must be integrated as a tool for conflict prevention;
- There is a need of integrating concepts of militarised masculinities in the analysis and the creation of programs especially for young men influenced and attracted by terrorist groups;

- The new „Weißbuch“ of the Ministry for Defence for 2016 does not make any reference to UNSCR 1325 and to the NAP.

CSOs developed the following requests for the NAP:

- The adoption of binding and clear monitoring and reporting mechanisms and timelines.
- Sufficient, long-term financial resources through a dedicated budget-line, invested mainly into crisis and conflict prevention, the institutional reconstruction structures and gender oriented projects.
- Multi-year projects with clear evaluation standards. Projects must combat gender-based sexual violence, as well as support victims.
- Transparent, systematic and regular reporting, alongside consistent CSO consultations.
- Projects benefitting female refugees require specific support:
 - Separate accommodation in small units and apartments;
 - Allow them to integrate into the labour market by providing specific language and qualifications courses;
 - Aid them in dealing with trauma experienced during war, treating them independently from men;
 - Accept their rights to asylum and residence;
 - Specific financing support, independent from their communities;
- Break down masculinity's militarized construction, instead treating men not only as offenders, but as allies and victims too. For example, sufficiently finance prevention projects aimed at young men that strive to combat racial ideology.
- Gender-sensitive projects, as well as protection and support-centred measures against gender based violence in war and war crimes. Systematic investigation and prosecution of gender-based violence offenders especially regarding war crimes.