



# Women: Powerful Agents for Peace and Security

## Dutch National Action Plan (2012-2015)

Equal participation by women and men in peace and reconstruction processes at all decision-making levels | Equal participation by women and men

For the implementation of UN Security Council  
Resolution 1325 on Women, Peace & Security



*Women: Powerful Agents for  
Peace and Security*

## **Dutch National Action Plan (2012-2015)**

*For the implementation of UN Security Council  
Resolution 1325 (2000) on Women, Peace & Security  
A Dutch Partnership*



## Foreword

The power of women to positively influence crisis situations was convincingly demonstrated by the 2011 Nobel Peace prize winners Ellen Johnson Sirleaf, Leymah Gbowee and Tawakkul Karman. In his words of congratulation, Dutch Minister of Foreign Affairs Uri Rosenthal said, 'The award of the Nobel Peace Prize to these three women for their struggle for freedom, peace and stability in the world is a marvellous acknowledgement that women are not victims but current and future leaders.'

Nevertheless, there is a persistent and urgent need to promote gender equality in societies affected by armed conflict. The capacity and skills of women in conflict prevention, resolution and transformation are still underutilised in many parts of the world. The exclusion of women is not only morally objectionable, it also undermines the efficiency and effectiveness of these processes. This Dutch National Action Plan (NAP) for the implementation of United Nations Security Council Resolution 1325 (UNSCR 1325) on Women, Peace and Security is therefore fully dedicated to the enhancement of female leadership and political leverage in conflict-affected societies. It is a tool for exchange of information and discussion and, above all, a call for joint action.

The signatories are proud to present this Dutch National Action Plan 1325. Drafted for the period 2012-2015, it is a continuation and an elaboration of the previous Dutch National Action Plan 1325 for the period 2008-2011. The signatories continue to commit themselves to supporting those strong women at the grassroots who have the courage to step up and become leaders in conflict mediation, resolution and reconstruction.

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This NAP is a collaboration between government, civil society organisations and research institutes. It has been signed by no fewer than three Dutch government ministries, four research institutions and over 30 civil society organisations. The partners' contribution has not been limited to a signature, however. Many people have contributed to the development and writing of this plan. The NAP is thus based on many sources of knowledge and experience, and it is designed to be both ambitious and feasible. No other NAP in the world can rely on such a broad support base.

The civil society organisations that have signed this NAP vary from multinational NGOs to women's peace movements and diaspora organisations run by volunteers. Many of these organisations have close contacts with the women on whom this plan focuses, and often the women working in these organisations have experienced situations of armed conflict themselves. The Dutch government is giving high priority to the implementation of this NAP and making ample resources available for activities associated with UNSCR 1325. Research institutions are providing knowledge on gender in conflict situations and encourage thinking beyond stereotypes and preconceptions. All these different signatories will continue to collaborate to make this NAP work.

The Dutch partners listed below (in alphabetical order) have declared their intention to support the active execution of the Dutch National Action Plan for the urgent implementation of United Nations Security Council Resolution 1325, with respect for each partner's role, mandate and expertise.

African Sky  
Arab Spring Forum  
Atria - Institute on Gender Equality and Women's History  
Burundian Women for Peace and Development  
CARE  
Centre for Conflict Studies – University of Utrecht  
Cleopatra Foundation  
Clingendael Netherlands Institute of International Relations  
Cordaid  
Defence Women's Network  
Dienst Justitiële Inrichtingen  
Dutch Police  
EIRENE - Netherlands  
Fund for the Advancement of Women's Human Rights in Francophone Africa  
Gender Concerns International  
Hivos  
ICCO and Church in Action  
Impunity Watch  
International Alliance of Women  
Justitia et Pax  
Kefeya Foundation  
Ministry of Defence  
Ministry of Education, Culture and Science  
Ministry of Foreign Affairs  
Ministry of Security and Justice  
MUCOP  
Multicultural Women Peacemakers Network  
Netherlands Council of Women  
Netherlands Institute for Multiparty Democracy (NIMD)  
Netherlands Women's Organizations for Gender and Development  
Nuffic  
Oxfam Novib  
Palestine Link  
PAX  
Peace Brigades International  
Platform Women and Sustainable Peace  
Refugee Organizations of the Netherlands  
Rights for Change  
SNV Netherlands Development Organisation  
South Sudanese Women Association in the Netherlands (SSWAN)  
Stop Aids Now!  
Sundjata Foundation  
Support Trust for African Development  
The Darfur Women Foundation in the Netherlands  
TIE Netherlands  
TIYE International  
Tosangana Foundation  
UNOY  
WADI Foundation  
Wageningen University  
WO=MEN Dutch Gender Platform  
Women for Peace  
Women for Peace on the Moluccas  
Women in Europe for a Common Future  
Women Peacemakers Program  
Women's International League for Peace and Freedom - Netherlands  
YWCA

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## Dutch National Action Plan for 1325 (2012-2015) in a Nutshell

*“Women’s organisations are working together to make themselves heard. Female parliamentarians are courageously stepping up for women’s interests. Moderate community leaders and clerics are discussing women’s rights and opportunities, and more women are joining the armed forces and police. **They are the agents of change, the role models who set examples at the forefront for others – men and women alike. They deserve our strong support.**”*

– Uri Rosenthal, Minister of Foreign Affairs of the Netherlands, at a conference on ‘Empowering Women in Afghanistan: Stability through Rural Development’, The Hague, 7 September 2011

Three Dutch government ministries, four research institutions and over 30 civil society organisations are proud to present this Dutch National Action Plan (2012-2015) for the implementation of United Nations Security Council Resolution 1325 (UNSCR 1325). UNSCR 1325 is the first formal legal document from the United Nations Security Council that requires parties in a conflict to respect women’s rights. It also calls upon all countries to support female participation in peace negotiations and in post-conflict reconstruction. The following five questions and answers capture the most important features of this Dutch National Action Plan for 1325 (NAP).

### Why do we need a Dutch National Action Plan for UNSCR 1325?

Each of the signatories to this Dutch NAP conducts a wide range of activities to support local women and their organisations in their efforts to implement UNSCR 1325. Of course, the signatories will continue to do so within their own mandate and capacity. The **added value** of this NAP is its function as a **tool for exchange of information, discussion and increased joint action** among all actors working on the implementation of UNSCR 1325. Furthermore, with their signature on this document, their intentions are now **visible**. This Action Plan is thus a **reiteration of the commitment** of all signatories to intensify their work on the implementation of UNSCR 1325 over the next four years.

### What do we want to achieve?

As this is an Action Plan for the implementation of the UNSCR 1325 on Women, Peace and Security, we want UNSCR 1325 to be known, implemented and complied with everywhere in the world, at all times. This has to happen *now*, and it has to happen *effectively*. **We have a vision of a world in which women and men are safe, live in peace and have equal rights, opportunities and political leverage.** Although a lot has been achieved in recent years, there is still a great deal of work to be done. Women’s potential roles in peacebuilding and reconstruction are still unrecognised in large parts of the world. Realistically, it is impossible for the NAP signatories to work together on every aspect of UNSCR 1325. To achieve the greatest results by our common efforts, this Action Plan will **focus on specific geographical areas and themes** over the next four years.

**Our collective, overarching goal is: to jointly facilitate the creation of an enabling environment for women's leadership and political participation in fragile states, conflict and post-conflict areas and transition countries, allowing for more inclusive, just and sustainable peace, recovery and reconstruction processes.**

**In order to achieve this goal we undertake to contribute to four specific objectives:**

1. **Equal participation** by women and men in peace and reconstruction processes at **all decision-making levels**.
2. **Consistent integration of gender and UNSCR 1325** into all Dutch signatories' **policies and actions** on fragile states and countries in transition (DAC countries) and or peacebuilding and reconstruction efforts in these states.
3. **Increased awareness** in the Netherlands, the European Union, the United Nations, and other regional and international bodies and their member states of the importance of gender and conflict and increased **public support** for UNSCR 1325.
4. **Effective and efficient cooperation** between NAP signatories and other relevant stakeholders to ensure worldwide implementation of UNSCR 1325.

#### Where do we want to achieve this?

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Because UNSCR 1325 is about women, peace and security we are focusing our attention on the places in the world that most lack peace and security: **fragile states, countries in conflict and post-conflict situations, and countries in transition**. For the sake of consistency with the existing work and contacts of the NAP signatories, we plan to intensify our cooperation within this category of states, specifically in **Afghanistan, Burundi, Colombia, the Democratic Republic of the Congo (DRC), South Sudan, Sudan, and the Middle East and North Africa (MENA) region**.

#### How do we plan to work?

After reading this NAP carefully, one might well ask where the detailed action plans are. They have in fact been omitted intentionally. We plan instead to work **flexibly**. When dealing with turbulent and rapidly changing environments, an obligation to comply with detailed action plans for the next four years can be restrictive. We want to have **the possibility and scope to respond quickly to new developments worldwide** and to make use of suddenly opening windows of opportunities. This flexibility does NOT, however, mean a lack of accountability. The flexible approach comes with new, stricter, monitoring and evaluation mechanisms. A small selection of examples of past and future activities by the signatories can be found in the boxes throughout this document.

#### Who determines what we are going to do?

The signatories of this NAP consider local women and women's organisations living with the daily reality of violence, chaos and insecurity in conflict, post-conflict and transition states to be the **key stakeholders** in this plan. **Individual local women and women's**

**organisations and movements** are the real drivers of change and their opinions as to what actions are needed are decisive. This means that the NAP signatories will adopt a **demand-driven** approach. After all, this Dutch National Action Plan for 1325 is about the **women and men at the grassroots** who often risk their own lives to create safe and peaceful communities. This plan is meant to support these strong, courageous and resourceful women and men.

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# Understanding the context

## 1.1 UNSC Resolution 1325

*'This is a necessary global security imperative. Including women in the work of peace advances our national security interest, promotes political stability, economic growth and respect for human rights and fundamental freedoms. Just as in the economic sphere, we cannot exclude the talents of half the population, neither when it comes to matters of life and death can we afford to ignore, marginalize, and dismiss the very direct contributions that women can and have made.'*

– US Secretary of State Hillary Clinton on the tenth anniversary of the enactment of landmark Security Council Resolution 1325, 26 October 2010

On 31 October 2000 the United Nations Security Council unanimously adopted Resolution 1325 on Women, Peace and Security. UNSCR 1325 was the first resolution to link women to the peace and security agenda. The resolution underlines the need for women to be present and have leverage (equal to that of men) in peace and reconstruction processes. It does not focus solely on the role of local men and women living with the daily reality of conflict. It also calls upon the international community to operate in gender-sensitive and gender-just ways. Accordingly, UNSCR 1325 covers three interrelated themes:

1. participation of women at all levels of decision-making in conflict resolution and peacebuilding, including the processes within the UN;
2. protection of women's and girls' rights;
3. the gender dimension of peace operations.

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UNSCR 1325 was adopted with a transformative intent: women's participation can and should transform peace processes and security institutions. Its adoption also demonstrated a shift from the previously dominant conception of security in international bodies. The focus on security of the *state* shifted towards a more *personal* or *human* perception of security, with an emphasis on individual rights to freedom from basic insecurities (whatever the roots of those insecurities might be) rather than a focus on states and state boundaries.<sup>1</sup> Economic security, access to justice, healthcare provision and education are central to the human security implications of UNSCR 1325.<sup>2</sup> UNSCR 1325 urges signatories to engage in specific actions that enhance these rights, so as to guarantee human security.

While UNSCR 1325 is recognized as a historic and unprecedented document, it does not exist in a vacuum; many resolutions, treaties, conventions, statements and reports preceded it, and thus form the foundations of the women, peace and security policy framework.

<sup>1</sup> Human security thus goes beyond and supplements state security. The Commission on Human Security's Report of May 2005 explains that human security complements state security by being people-centered and by addressing insecurities that have not been considered threats to state security. It includes the insecurity generated by the use of force by one state against another (international armed conflict). Insecurity is also caused by state violence within the state and by state failure to provide a secure legal and economic framework and to protect against violence generated by non-state actors.

<sup>2</sup> Women's International League for Peace and Freedom (WILPF), U.S. Section, Statement on U.S. SCR 1325 National Action Plan Development, updated 11 September 2011



| 12 | Ghana, project of WILDAF

Following UNSCR 1325 the UN Security Council adopted five more resolutions related to Women, Peace and Security (WPS): UN Security Council Resolutions 1820 (adopted June 2008), 1888 (September 2009) and 1960 (December 2010) all address the issue of sexual or other violence against women in conflict, either when used systematically to achieve military or political ends or when opportunistic and arising from cultures of impunity. UN Security Council Resolution 1889 (adopted October 2009) calls for the establishment of global indicators on UNSCR 1325, reiterates its mandate to increase women's participation and reinforces calls for mainstreaming gender perspectives in all decision-making processes, especially in the early stages of post-conflict peacebuilding.

## 1.2 Women's Roles in Peace and Security

*'We cannot achieve democracy and lasting peace in the world unless women obtain the same opportunities as men to influence developments at all levels of society.'*

– The Norwegian Nobel Committee statement for the Nobel Peace Prize winners Ellen Johnson Sirleaf, Leymah Gbowee and Tawakkul Karman<sup>3</sup>

One might ask why UNSCR 1325 is so important. The answer is quite simple: both men and women suffer during war, but they suffer differently. Accordingly, different responses are required to the different needs of men and women in conflict-affected areas. Women are for example more likely to be the targets of gender-based violence. Sexual violence is often used as a weapon of war. Women repeatedly suffer an increase in domestic violence during and after conflict, which is often related to men and women's shifting gender roles. With the disintegration of families and communities, social norms blur: women and girls are sometimes forced into sex in exchange for food or even protection. In some countries, women peace activists find themselves targeted by their own state, which clings to conservative perceptions of gender roles.

But women are not only victims. They perform a variety of roles during and after armed conflict. Women can be combatants, soldiers' wives, heads of household, community leaders, initiators of or participants in formal and informal peace processes and rebuilders of societies and states.<sup>4</sup> UNSCR 1325 highlights the importance of these multiple roles of women in conflict-affected societies.

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Women are major stakeholders in mechanisms of conflict management and resolution. They are often only too aware of the links between violence, poverty and inequality, witnessing it on a daily basis. It is therefore not surprising that many women's initiatives tend to stress inclusion, participation and consensus building. Examples of these initiatives include the women in Sudan from opposing ethnic and religious groups who joined together to discuss peace, and women in Liberia who forcefully demanded that their government bring about an immediate peace and hold democratic elections.<sup>5</sup>

There are also pragmatic arguments that underline the importance of female participation in peacebuilding. Many conflict analysts, regardless of gender, note that the peace being negotiated at political level must be rooted among and accepted by the people who have to live with that peace. The input of women – representing at least half the population – is thus indispensable.

<sup>3</sup> The Nobel Peace Prize 2011 - Press Release, 7 October 2011, [http://www.nobelprize.org/nobel\\_prizes/peace/laureates/2011/press.html](http://www.nobelprize.org/nobel_prizes/peace/laureates/2011/press.html)

<sup>4</sup> Tsjeard Bouta, Georg Frerks and Ian Bannon, *Gender, Conflict, and Development* (Washington: World Bank, 2005)

<sup>5</sup> Elisabeth Rehn and Ellen Johnson Sirleaf, *Women, War, Peace: The Independent Experts' Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-Building* (Progress of the World's Women, Vol. 1) (New York: UNIFEM, 2000)

Political participation by women remains crucial after a peace agreement is signed. A certain minimum percentage of female leaders and politicians can change the focus of politics. Research shows that women are inclined to address issues that tend to be overlooked by male politicians, such as land rights, reproductive rights, social services, child care, maintenance, and violence against women.<sup>6</sup> These issues are all extremely important in the process of moving towards sustainable change and development.

Female participation is thus highly important for inclusive, just and sustainable peace and development. An increase in women's representation at all decision-making levels in the prevention, management and resolution of conflict in fragile states is therefore the main focus of this Dutch National Action Plan for 1325.

<sup>6</sup> UNIFEM, Annual Report 2008.

#### Liberia: Women demand peace

Women of Liberia Mass Action for Peace is the peace movement that brought an end to the Second Liberian Civil War in 2003. Organised by social worker **Leymah Gbowee**, the movement started by praying and singing at the centrally located fish market. Dressed in white to symbolise peace, and numbering in the thousands, these women became a political force against violence and against their government. They forced a meeting with President Charles Taylor and extracted a promise from him to attend peace talks in Ghana.

A delegation of Liberian women went to Ghana to continue to put pressure on the warring factions during the peace process. They staged a sit-in in front of the venue where the negotiations were taking place, blocking all the doors and windows and preventing anyone from leaving the peace talks before tangible results could be presented. The women of Liberia became a political force against violence. **Their actions jump-started the stalled peace talks and brought about an agreement.**

As a result, the women were able to achieve peace in Liberia after a 14-year civil war. The subsequent democratic elections brought Ellen Sirleaf Johnson – the country's and continent's first female president – to power.

On 7 October 2011 Leymah Gbowee and Ellen Johnson Sirleaf received the Nobel Peace Prize, together with Tawakkul Karman from Yemen, for their nonviolent struggle for the safety of women and for women's rights to full participation in peacebuilding work.



Yemen's Arab Spring activist Tawakkul Karman, Liberian President Ellen Johnson Sirleaf and Liberian "peace warrior" Leymah Gbowee who won the 2011 Nobel Peace Prize the jury announced on October 7, 2011.

## 1.3 Working in Fragile States and Conflict, Post-Conflict and Transition Countries

*'A Liberian woman told me: "The post-conflict phase is a window of opportunity for women. But women don't need a window through which to view a brighter future; they need a door [through] which to enter it.'"*

– Margot Wallström, Special Representative to the Secretary-General on Sexual Violence in Conflict

This Action Plan focuses on actions in fragile states and conflict, post-conflict and transition countries. These are states where the central government often does not have effective control over its own territory and is unable or unwilling to assure the provision of vital services (such as safety, security, education, health care, etc.) to significant parts of its territory. People working in these countries are likely to encounter many obstacles. Infrastructure and communication technologies are often poor, and there can be serious security risks.<sup>7</sup>

Conflict areas are often turbulent and insecure. The public mood can change rapidly. The climate of uncertainty that is a widespread phenomenon in fragile states and post-conflict transition countries makes it very hard to plan activities in the long term. Local populations are often deprived not only of physical safety but also of clean water, food, health care and education. For that reason they may give priority to basic service delivery over advocacy activities since this has a direct – albeit short-term – impact on their situation.<sup>8</sup> It is a challenge to all Dutch NAP signatories and to the women's organisations in these countries to raise awareness of the linkages between the under-representation of women in decision-making and the lack of basic services for men, women, girls and boys.

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Another factor that complicates the work of NGOs in fragile states and conflict, post-conflict and transition countries is the prevalence of societal mistrust. This mistrust can reduce the population's willingness to cooperate across societal divides.<sup>9</sup> For this reason, the NAP signatories work in partnership with local grassroots and community-based organisations that are fully aware of the societal sensitivities.

Despite the challenges, the NAP signatories are convinced that it is extremely important for UNSCR 1325 to be actively implemented in fragile, conflict, post-conflict and transition states. In view of the erratic changes that fragile states and conflict, post-conflict and transition societies constantly have to deal with, this Dutch Action Plan (2012-2015) is flexible. The partners have agreed on the outline of the plan, but will fill in the details over the next four years. In this way, the signatories will remain able to respond to current urgent and unforeseen developments, which is a precondition for efficient and effective work in fragile and transition societies.

<sup>7</sup> Michelle Dowst, 'Working with Civil Society in Fragile States,' Policy Briefing Paper 23, International NGO Training and Research Centre, Oxford, 2009

<sup>8</sup> Ibid.

<sup>9</sup> Ibid.

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What we are building on

## 2.1 The Previous Dutch National Action Plan for 1325 (2008-2011)

UNSCR 1325 calls upon all countries to translate the resolution into concrete Action Plans. As a result, on 4 December 2007 a Dutch National Action Plan for the implementation of UNSCR 1325 was adopted, with broad support. The Dutch National Action Plan is unique, the only one of its kind to be signed jointly by government and civil society.

The most important goal of the National Action Plan 2008-2011 was to achieve systematic attention, recognition and support for women's roles in conflict and post-conflict situations. The plan was to serve as a launch pad for renewed cooperation among different agencies and organisations concerned with the position of women during and after conflict.

In thematic terms, the first National Action Plan focused on the physical and legal security of women and men. This included actions to ensure just legal frameworks, conflict mediation, reconstruction, international cooperation and gender-sensitive peace missions. The Action Plan set out 72 actions to be performed by state and civil society actors.

The first NAP warned that efforts must not slacken once the end date was reached in 2011. Improving the position of women on a global scale is a long-term process. Accordingly, all signatories recognise the need for this follow-up National Action Plan on the implementation of UNSCR 1325.

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## 2.2 Achievements

*'If your dreams do not scare you, they are not big enough.'*

– Ellen Johnson Sirleaf, *This Child Will Be Great: Memoir of a Remarkable Life by Africa's First Woman President*

Important initiatives and strategies were developed and executed for the first Dutch NAP for 1325 (2008-2011). There are many examples that illustrate the accomplishments of NAP signatories. A small selection of them can be found in the boxes throughout this document.

During the period of the first Dutch NAP, cooperation between individual NAP partners increased and improved. The close collaboration between government bodies (ministries and embassies) and civil society organisations, in particular, proved to be a major strength. The resulting activities had a great impact that would not have been achieved if the NAP signatories had worked separately.

The implementation of NAP 2008-2011 also demonstrated that the best results are achieved when NAP signatories cooperate on a flexible, case-by-case basis. This kind of ad hoc collaboration appeared best suited to the situations of rapid change and uncertainty that are typical of the areas in which NAP signatories work.

### **Afghanistan: women admitted to Peace Jirga**

On 28 January 2010 an international conference on the future of Afghanistan took place in London. It was held under the auspices of the United Nations. Over 70 countries and organisations participated, including a delegation of Afghan women's organisations. Initially, not a single Afghan woman had been invited to the conference.

A few weeks before the conference in London, a smaller conference had taken place, organised by NGO **Gender Concerns International (GCI)** (based in The Hague) and the **Afghan Women's Network (AWN)**. The purpose of this meeting was to generate support among the international community for a delegation of Afghan women to attend the London conference. Thanks to the active lobbying work of GCI and the Dutch government, the meeting was attended by Melanne Verwee, the US Ambassador-at-Large for Global Women's Issues. Together, they worked to ensure that the theme of women's rights was on the agenda of the reconstruction of Afghanistan. The fact that an Afghan woman was given speaking time at the conference was a direct result of these joint efforts. It made history.<sup>10</sup>

As a result of this conference and the lobbying efforts of AWN, the Dutch, US and other governments, UNIFEM and others for better representation of Afghan women in the government, more female candidates were nominated for positions in national politics. In addition, **women were to be admitted to the Peace Jirga for the first time ever**. Eventually, Afghan women were allocated 20% of the 1,200 seats at this major meeting of all the country's tribal leaders.

<sup>10</sup> Dutch Ministry of Foreign Affairs, 'The Dutch Do's on Women Peace and Security: Diplomacy, Defence and Development in Partnership', 2011

## 2.3 Lessons Learned

In 2009 the NAP signatories jointly carried out a mid-term review of their efforts for the implementation of the first NAP. Apart from providing data about the results achieved, this monitoring exercise also provided insight into which parts of the NAP could be improved. In 2011 a similar exercise was carried out for 2010. The main lessons that can be learned from these self-evaluations by the NAP signatories are:

The Dutch Action Plan for 2008-2011 consisted of 19 goals and 72 activities to be accomplished by 2011 – quite a challenge. All NAP signatories agreed that it is impossible to be involved in everything, everywhere. It was therefore concluded that the NAP 2012-2015 would need a *specific* focus and a *clear* target.

Best practice was achieved when cooperation between NAP signatories occurred on a flexible, ad-hoc basis. This kind of teamwork appeared best suited to the situations of rapid change and uncertainty that typify the areas in which NAP signatories work. It is precisely this new form of cooperation that the NAP signatories are aiming for in the Dutch National Action Plan 2012-2015.

The signatories are ready for action! The previous NAP was a major step in the right direction, indicating visions, perspectives and actors. Now the signatories are ready to take the next step: joint action. This NAP (2012-2015) therefore provides all the necessary conditions, including clear budgets to enable concrete action.

The signatories also want to know what their actions achieve. The previous NAP for 1325 was insufficiently binding due to the lack of appropriate evaluation mechanisms. However, the desire for clear evaluation should not undermine the flexible character of the NAP. The signatories have therefore decided to use flexible methods to monitor and evaluate the outcome and impact of their activities.

The development of this follow-up NAP has allowed the signatories to improve on the content, approach and procedures of the plan designed to help us to implement UNSCR 1325.

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## Let's Keep Going! Dutch National Action Plan for 1325 (2012-2015)

*'Let us look at the past 10 years as years of preparation, of building awareness of the breadth and depth of the problem, of putting in place the structures and the tools. But these 10 years of preparation have been costly to women's health and well-being. Hence the urgency of action. This second decade must be the decade of action on resolution 1325.'*

**We cannot wait another 10 years for action.'**

– Thelma Awori of the UN Civil Society Advisory Group (CSAG) on Women, Peace and Security<sup>11</sup>

This Dutch National Action Plan for 1325 (2012-2015) updates the previous National Action Plan (2008-2011). In terms both of content and of structures, tools and collaboration mechanisms, this National Action Plan builds on the previous plan. Like the former plan, it is a joint effort by the Dutch government and civil society organisations such as international development organisations, women's organisations, migrant and diaspora organisations and research institutions. Most of the signatories have close contacts with local women's organisations and networks as well as with individual women at grassroots level in conflict and post-conflict areas. They are involved in many different ways and at various levels in peacebuilding, democratisation, security, development and other activities to create safe and just societies. This NAP represents an attempt by the signatories to support the needs and priorities of these courageous local women.

In terms of its content, the focus of this Action Plan is on women's leadership and political participation. This is an important aspect of UNSCR 1325, since women in leadership at all levels of society – from the local community to the national level – and in different spheres (socioeconomic, cultural, political, etc.) are important agents for the creation of safe and just societies.

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The overall goal of this follow-up Dutch NAP is:

To jointly facilitate the creation of an enabling environment for women's leadership and political participation in fragile states and transition countries, allowing for more inclusive, just and sustainable peace and reconstruction processes.

To enhance its effectiveness and focus, this Action Plan defines four specific objectives to which all NAP signatories have committed themselves and will hold other signatories accountable for:

- Equal participation by women and men in peace and reconstruction processes at all decision-making levels.
- Consistent integration of gender and UNSCR 1325 into all signatories' policies and actions on fragile states and countries in transition and or peacebuilding and reconstruction efforts in these states.
- Increased awareness in the Netherlands, the European Union and other regional and international bodies of gender issues in fragile states and transition countries and increased public support for the implementation of UNSCR 1325.
- Effective and efficient cooperation between NAP signatories and other relevant stakeholders to ensure worldwide implementation of UNSC Resolution 1325.

<sup>11</sup> Speaking at the Open Debate on Women, Peace and Security (10th anniversary), 26 October 2010

### 3.1 Equal Participation by Women and Men in Peace and Reconstruction Processes at all Decision-Making Levels

Strong female leaders and better representation of and participation by women in peace and reconstruction processes in conflict and post-conflict states are closely related to further progress in these states.

Specific objective one of this National Action Plan is therefore:

#### **Equal participation by women and men in peace and reconstruction processes at all decision-making levels**

Arguments for the participation of women and incorporation of a gender perspective into peace and reconstruction processes are both normative and instrumental. From a normative perspective women's leverage is both a fundamental human right and a goal in itself. From an instrumental point of view it is important to bear in mind that women constitute half the world's population, and thus provide half of the world's human capital. Women also have experience and perspectives that may differ from those of men, as a result of their specific social roles. Their opinion and participation are essential to the success and sustainability of any social change.<sup>12</sup>

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UNSCR 1325 demands particular attention for peace processes, because they provide great opportunities to transform relationships, structures and institutions within a society. Since peace processes set the parameters for political, economic, security and sociocultural reform in post-conflict societies, it is vital that women be fully involved from the very start.

Women are often initiators and leaders of movements for peace and conflict prevention and mitigation within their communities. However, they are usually under- or unrepresented at formal peace negotiations at national level.<sup>13</sup> The Dutch NAP partners support the efforts of women's peace organisations in conflict and post-conflict states to make sure that women are represented at all decision-making levels, including official peace talks.

As part of the objective of **equal participation by women and men at all decision-making levels**, this Action Plan defines four different results to which NAP signatories hope to contribute.

*Result 1: **Local and national laws and policies** to be gender-sensitive, provide extra protection for women if necessary, and enhance equal opportunities for women and men to participate politically and socially. These laws to be implemented.*

<sup>12</sup> Initiative on Quiet Diplomacy, 'SCR 1325 and Women's Participation: Operation Guidelines for Conflict Resolution and Peace Processes', 2010

<sup>13</sup> Ibid.

The NAP signatories will undertake action to strengthen the capacity of national governments to guarantee women's rights under national law and to produce gender-just legislation. Old national laws and regulations that sustain inequality must be replaced. It is very important for new gender-just laws and policies to be not merely drafted and printed but also implemented. It is all too common for laws supporting gender equality to become a 'dead letter' because they are incompatible with local cultural practices. If this is the case, proper implementation of these laws needs to be promoted and reinforced, for instance by helping to build civil society capacity. Women's organisations in particular can be supported in their campaigns for gender-just legislation and its implementation, if necessary with the help of local female lawyers.

In order to support gender-just practices and the protection of women, the NAP signatories will seek to reinforce local capacity to prosecute violations of women's rights. The signatories will support lobbying activities aimed at recruiting more women to the security forces, and they will contribute to training the police and judiciary. They will also provide technical assistance step up the prosecution of gender-based violence (domestic violence, rape, etc.), from the national level down to the village level. Special attention will be focused on groups of women who are especially vulnerable because they are widowed (female-headed households), displaced (refugees and internally displaced women) or have been affiliated with the fighting forces (as sex slaves, carriers or soldiers).

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In rebuilding societies riven by conflict, it is important to support women's contributions at an early stage. Women's peace initiatives and conflict resolution efforts mostly take place at grassroots level and it is vital that these initiatives not be overlooked when formal peace negotiations at national level are being organised. The NAP signatories will seek to ensure that gender aspects are taken into account in transitional justice phases, for instance when Truth, Reconciliation and Peace Commissions are being installed. At this stage it is important that the prosecution of sexual violence crimes and other violations of women's rights under international law be explicitly excluded from amnesty agreements.

*Result 2: **Local and national mechanisms** (e.g. quotas) that demand and secure the presence of women at all decision-making levels, especially in peace and reconstruction processes, to be in place and institutionalised.*

Gender quotas have been introduced in response to the persistent under-representation of women in leadership and decision-making positions. Electoral quotas, for example, can be considered as a way of compensating for structural discrimination against women. In peace processes, effective participation requires assessment of the reasons for the absence of women in the formal negotiating processes. There could be political, social, cultural and practical obstacles for women that must be identified and addressed. Once one recognises that barriers exist that prevent women from entering the realm of formal and informal politics or official negotiation forums, quotas can be understood not as discriminating against men, but as necessary positive measures to overcome unequal opportunities. Moreover, there are indications that the mere presence of women can change the culture and focus of politics.<sup>14</sup>

<sup>14</sup> UNIFEM, 'Annual Report 2007-2008'.

However, quotas must be viewed as a temporary solution to redress a gender imbalance. They should not replace long-term strategies because they do not guarantee the emergence of a 'gender perspective' in the political process.<sup>15</sup> Political empowerment is not only a question of women's participation, it is also a matter of fostering women's *leverage* in the political realm. Female leaders need to possess the will, motivation and power to ensure an improvement in the lives of many others of the same sex.

Since the increased participation of women in decision-making often challenges existing power relations in society, it is crucial that change be sought via an inclusive approach that minimises the risks to women who take up leadership positions, and to men who become change-makers in their family, community and society.<sup>16</sup>

*Result 3: Women and men to have the **required skills and knowledge** to enable them to act effectively as leaders (political or otherwise) and peacebuilders.*

As stated above, the increased participation called for must be understood as *meaningful and substantial*, not simply representative. Simply ensuring that women are present in politics does not guarantee their influence. The presence of women must be accompanied by access to power and mechanisms that enable them to influence processes and decisions. Participation therefore requires appropriate knowledge and skills in conflict resolution, negotiation, political systems and leadership on the part of the women involved. Knowledge and skills enable women to communicate effectively and to garner support for their views, interests and agendas.

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Women are less likely than men to have opportunities to attend skills training and participate in professional learning processes. Access to training, workshops and resources remains scarce for most women for a variety of reasons, including the high cost of attending such programmes, the significant time commitment and the distance from home (opportunity costs). Training activities that target women should thus be based on local context analyses and should take external limitations into consideration.

Creating gender-just societies that acknowledge the different needs of men and women and that use the potential of both sexes is not solely a women's issue. It also requires a critical mass of male support. Exploration of gender as a marker of identity is critical in understanding the complexity of women's work for peace and security. Securing male understanding and support for UNSCR 1325 is crucial for its effective implementation. One way to achieve this is to broaden the conception of gender by including a masculinities perspective on peace and security. Investing in male allies (e.g. through training) is important, as it has been shown to increase the involvement of this vital section of civil society. Male allies are in a position to reach out to other men. They can therefore act as powerful role models for gender equality.

<sup>15</sup> Ibid.

<sup>16</sup> Cordaid and WO=MEN, 'Gender-responsive Peace and State-building: Transforming the Culture of Power in Fragile States', 2010

The NAP signatories will support and facilitate gender training for men. They will try to convince them of the importance of including women in decision-making processes at all levels of society. These training and awareness-raising activities will be directed particularly at men in crucial power positions and will focus on the recognition and reinforcement of women as community leaders and peacebuilders.

#### The Dutch Women's Peace Movement supports women around the world

Eleven women's peace organizations are members of the Dutch **Platform Women & Sustainable Peace**. Some of these peace organizations are the Dutch branches of larger international movements, like the **Women's International League for Peace and Freedom (WILPF)** and the **International Fellowship of Reconciliation (IFOR)'s Women Peacemakers Program (WPP)**. There are also organizations of diaspora women, who are committed to peace in their home countries. Others, like the NAHID Foundation, are small foundations run by passionate and determined women. The Platform itself is active in lobbying and awareness raising on UNSCR 1325. The platform is developing a leadership training project for women in different religious communities.

For over a decade, the **Women Peacemakers Program of IFOR** has been focusing on capacity building for peace activists by organizing Training of Trainers programs (ToTs) on gender-sensitive active non-violence. The first ToT cycles (2002-2008) only trained women. These training cycles proved very effective in terms of supporting and sustaining women in their work for peace. However, women activists expressed concern at the lack of male involvement in women's peace work. In 2009, therefore, WPP started implementing a (global) ToT cycle for male peace activists in order to increase the number of male allies for women's peace work. This approach proved very successful, with both male trainees and the women activists in the field expressing a need for similar regionally-focused gender-sensitive nonviolence trainings. In September 2011, the first regional ToT took place, bringing together female and male peace activists from the Middle East and Northern Africa region. The training focused on advanced instruction in the theory and practice of gender-sensitive active nonviolence, feminism and masculinities and their relation to violence and peace, participatory and gender-sensitive facilitation, transformative leadership, and movement building. It served both to build regional capacity and to strengthen and expand the partnership network in the region.

The **Nahid foundation** has set up a shelter for single women and their children in Kabul, which is run by a local partner organisation. The women who seek support from Nahid are poor and mostly illiterate. They have no way to make ends meet, but do not want to be economically dependent on men. At the request of the Afghan women, Nahid is helping to establish a collective centre for small businesses run by the women themselves. Part of the project is to arrange skills training and microcredit for those who need it. These marginalised women will thus become economically independent and contribute to the economic reconstruction of their country.



*Egyptian women shout slogans during a demonstration at Tahrir square in Cairo, Egypt, 29 July 2011*

*Result 4: **National Action Plans 1325** to be developed and implemented in the focus countries and region and in other conflict and post-conflict states.*

During the celebrations marking the 10th anniversary of UNSCR 1325 in 2010, it was established that more comprehensive, coherent and coordinated action is needed to achieve the goals of the women, peace and security framework. A more robust and coordinated approach will help to secure sufficient political will for the ongoing implementation of UNSCR 1325.

UNSCR 1325 urges governments to take action and develop National Action Plans for the implementation of 1325. These National Action Plans for 1325 encourage the development of a focused national agenda for sustainable peace. Building political will, determining responsibilities, and establishing monitoring and evaluation mechanisms remain significant challenges when developing NAPs. Nonetheless, NAPs have the potential to serve as important tools for the implementation of UNSCR 1325. It is important that adequate budgets be allocated to the implementation of the NAP. To date, 31 countries have adopted NAPs, and many others are in the process of drafting plans.

#### Costing and Financing 1325

Many NAPs have been developed in conflict-affected countries. Yet the implementation of these NAPs remains a big challenge, due to financial constraints. **Cordaid and the Global Network of Women Peacebuilders (GNWP)** have written a report on 'Costing and Financing 1325'.<sup>17</sup>

In this report Cordaid and GNWP strongly encourage both civil society and governments to identify innovative ways of generating resources, including fund sourcing through interministerial collaboration, gender-responsive budgeting and exploring partnerships with the private sector and other stakeholders. Cordaid and GNWP also challenge the private sector to do their part and provide financial and in-kind support and expertise to promote women's rights and ensure their full and equal participation at all levels of decision-making. This will not only promote a sound and more stable business environment in the countries where they operate, it is also in line with their corporate social responsibility. Piloting the recommendations taken from this report, Cordaid and the GNWP worked with Burundi's government and NGOs, as well as various UN agencies and other stakeholders, to develop a **Multi-stakeholder Financing Mechanism**. This mechanism has been tailored to the implementation of the Burundian National Action Plan for 1325. **The Dutch Embassy** in Burundi is committed to supporting this initiative and synergising its efforts with Cordaid.

Discussions with Afghan stakeholders have started on complementing the Afghans' efforts to develop their own NAP with a similar multi-stakeholder financing mechanism.

<sup>17</sup> Mavic Cabrera-Balleza, and Nicola Popovi, 'Costing and Financing 1325', Cordaid and GNWP, 2011.

## 3.2 Gender and UNSCR 1325 Dimensions to be Consistently Integrated into Dutch Policies and Actions

To support activities that enhance the participation of women, the policies of all Dutch institutions involved in this National Action Plan for 1325 (ministries, NGOs, knowledge institutes, diaspora and women's peace and other organisations, etc.) regarding fragile states, conflict and post-conflict countries and countries in transition must be gender-just and compliant with UNSCR 1325.

Specific objective two of this Action Plan is therefore defined as:

### **Consistent integration of gender and UNSCR 1325 into all Dutch signatories' policies and actions on fragile states and countries in transition and on peacebuilding and reconstruction efforts in these states**

As part of this specific objective, the National Action Plan for 1325 defines two different results to which NAP signatories will contribute.

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*Result 1: Gender analyses and measures to protect women from violence and to counter gender inequality to be integral components of the peacebuilding, security and defence policies, programmes and activities of all NAP signatories.*

It is not only conflict itself that can have devastating effects on women. They can also be negatively impacted by interventions to end or control conflict. Military interventions and peacekeeping operations usually imply that foreign troops – predominantly men – are deployed to impose a ceasefire or to control, and sometimes even fight, the local belligerent. In these male-dominated operations, the risk that 'soft' female ways will remain unnoticed is very real. Women are not only very important sources of information, they are also involved in relevant and meaningful 'alternative' peace initiatives. Women often play crucial roles in the prevention, mitigation and settlement of conflicts within their communities. Women's peace movements and networks also contribute to the peaceful resolution of conflicts at national level.

Both international law and the mandates of military peacekeeping forces oblige the international community to protect civilian populations. Since the adoption of UNSCR 1325 in 2000, increasing attention has been devoted to the specific vulnerabilities of women and girls in conflict situations. The United Nations Department of Peacekeeping Operations (DPKO) has developed policies and protocols for dealing with perpetrators of gender-based violence within peacekeeping forces. Cases of sexual exploitation, harassment and abuse are being reported and investigated by the international community. However, the punishment of perpetrators is left to the national governments that supply troops. As a result, in many cases these crimes are left unpunished.

UNSCR 1325 plays a central role in the Ministry of Foreign Affairs' gender policy, which combines gender mainstreaming and stand-alone gender policy. The Ministry specifically integrates a gender perspective into its policies on conflict and post-conflict countries, fragile states and countries in transition.

Diplomacy plays an important part in brokering peace at national and international level. Dutch diplomats who are involved in such efforts promote the participation of women to the greatest possible extent and advocate the principles of UNSCR 1325.

### Ministry of Foreign Affairs

Gender equality and female leadership are important components of the security policy of the Ministry of Foreign Affairs. The Ministry believes that investing in women boosts economic growth, safety, security, and political stability. Investing in women is therefore smart economics, smart security and smart politics.

Accordingly, over the next few years the Ministry will continue to work on female leadership and women's participation in peacebuilding, transition and reconstruction processes. The joint statement on 'Supporting Women's Political Empowerment in Emerging Democracies' issued by Dutch Minister of Foreign Affairs Uri Rosenthal and US Secretary of State Hillary Clinton on 21 April 2011 underlines this commitment.

A small selection of the Ministry's current and planned programmes and activities in the field of UNSCR 1325 includes:

- implementation of the Funding Leadership and Opportunities for Women fund (FLOW; €70 million; 2012-2015). Two of its three goals (security for and political participation by women) are related to UNSCR 1325;
- financial support for local and regional initiatives to increase the political power of women in the Middle East and North Africa (MENA) region (€2 million per year) and the six focus countries of this Dutch NAP for 1325 (€2 million per year);
- continued active promotion of the implementation of UNSCR 1325 within the EU, UN, OECD, NATO and other relevant international institutions;
- call for action and presentation of concrete proposals in the European Union to strengthen the position of women in the Libyan constitutional process and the implementation of the Comprehensive Approach to the EU Implementation of UNSCRs 1325 and 1820;
- inclusion of gender in the training of diplomats, military personnel and government officials. One example is the Spanish-Dutch training course 'A Comprehensive Approach to Gender in Operations';
- inclusion of a gender perspective in analyses, plans, programmes and reports on fragile states;
- use of gender and UNSCR 1325 as assessment criteria in awarding grants from the Stability Fund.

The Dutch Ministry of Defence has developed its own action plan, in addition to this joint NAP, to ensure the implementation of UNSCR 1325 in all its military operations. In doing so, it has set an international example. The Ministry will continue this work in cooperation and coordination with other Dutch NAP partners.

Civil society actors, for their part, have all committed to integrating UNSCR 1325 into their strategies, programmes and activities in conflict and post-conflict states, fragile states and countries in transition.

#### Ministry of Defence Internal Action Plan on 1325

The **Dutch Ministry of Defence** has developed an **internal action plan** for the implementation of UNSCR 1325. Experience in conflict areas has convinced the Dutch armed forces that UNSCR 1325 is an important tool for increasing their operational effectiveness. During the execution of military missions, for example in Iraq and Afghanistan, the armed forces found it extremely difficult to create a safe and secure environment for the population if they were unable to make contact with the *entire* population. Engagement with local women thus has a direct impact on security.

The efforts of the Ministry of Defence regarding 1325 will focus on the following areas identified in the internal action plan:

- the inclusion of local women in missions;
- the incorporation of a gender component into all operations;
- the incorporation of a gender component into military training;
- sufficient female personnel;
- more visible results of gender policies.

These focus areas have been translated into concrete policy measures and actions. For example, all operational orders now include a section on UNSCR 1325, and gender forms part of the training of new recruits and of career advancement courses. To make sure that gender constitutes an element of all military planning for operations, the Operations Branch has appointed a gender advisor. Staff sent to crisis areas receive gender awareness training prior to their deployment. To increase the gender capacity of missions, an international course entitled 'A Comprehensive Approach to Gender in Operations' has been developed in cooperation with the Dutch Ministry of Foreign Affairs and the Spanish defence and foreign ministries.

The Ministry of Defence regards its work on the implementation of UNSCR 1325 as an ongoing process which requires constant attention. It is committed to carrying on with its internal action plan, in collaboration with all other Dutch NAP signatories.

Internationally, there is a new trend for governments to promote the involvement of private companies in peacebuilding, reconstruction and development. These new actors are rarely aware of issues concerning women and conflict. Nonetheless, they can influence the position of women in both positive and negative ways. It is therefore important that gender and UNSCR 1325 be taken into account when promoting trade and other involvement by private enterprises in conflict and post-conflict states.

*Result 2: Successful internal awareness-raising and advocacy within the NAP signatory organisations to ensure that all their policies, programmes and activities support the implementation of UNSCR 1325.*

The signatories should ensure that UNSCR 1325 is given high priority within their organisations. Commitment at the highest level within the ministries and civil society organisations (development, women's, peace and diaspora organisations and research institutions) is vital to ensure sustainable implementation of UNSCR 1325. Signatories must ensure that the principles of UNSCR 1325 are known and applied throughout their organisations in all their programmes and activities. Internal training and seminars can be organised to educate staff about their responsibility to implement UNSCR 1325 in the organisation's work.



*Female military involved in a discussion with village leaders*

### 3.3 National and International Advocacy and Awareness

Internationally, the Netherlands has a good reputation when it comes to the implementation of UNSCR 1325 and the development of gender-just policies. National and international advocacy and awareness-raising are needed to maintain this leading position. The Netherlands should share its knowledge and practices with other countries.

Specific objective three of this Action Plan is therefore defined as:

**Increased awareness in the Netherlands, the European Union, the United Nations and other regional and international bodies and their member states of the importance of gender and conflict and of increased public support for UNSCR 1325**

As part of this specific objective, this Action Plan defines four results to which NAP signatories will contribute.

*Result 1. Successful **advocacy and awareness-raising activities** to take place in **the Netherlands** to convince a larger segment of the Dutch public, opinion leaders and politicians of the importance of UNSCR 1325 and to inform them about common efforts to implement this NAP.*

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In order to generate a broad national support base for UNSCR 1325 and the Dutch National Action Plan for 1325, all signatories should engage in activities to raise awareness of the importance of these documents. These activities should not only target the 'usual suspects', the supporters of the organisations involved; efforts should be also made to reach new target groups, and alternative channels and means of raising awareness should be explored. Meanwhile, lobbying and advocacy directed at opinion leaders and politicians should be maintained and, where possible, improved.

The purpose of these activities is to ensure public support for gender-responsive peacebuilding and reconstruction as a central theme of the government's foreign policy. The partners should focus on building public and political support for the goals of this NAP through social and other media, opinion leaders and conferences. This will generate both vigilance and pressure that can be exerted to ensure compliance with the actions agreed in this Action Plan.

### 10th anniversary of UNSCR 1325

Joint commitment and creativity were the ingredients for the successful celebrations marking the 10th anniversary of UN Security Council Resolution 1325 which took place in the Netherlands in October 2010. The celebration took the form of a conference organised by **WO=MEN Dutch Gender Platform** and the **Coalition for Women and Sustainable Peace**, supported by the **Ministry of Foreign Affairs, Cordaid, Oxfam/Novib and ICCO**.

The celebration of 10 years of 1325 had two objectives:

- \* to ensure the ongoing commitment of Dutch politicians;
- \* to pass on the UNSCR 1325 message to a younger generation.

Both objectives were achieved on 19 October. Representatives of all major Dutch political parties were present. They reaffirmed their commitment to the implementation of UNSCR 1325 and continuation of the NAP after 2011. The audience included many young people, students and new actors in the field of women, peace and security.

The conference included several workshops to define priorities for 2011, on:

- the contribution of the defence and foreign ministries to UNSCR 1325, organised by the **Ministry of Defence**;
- sexual and reproductive health and rights in emergencies, organised by the **World Population Fund**;
- financing for 1325: a new role for business, organised by **Cordaid**;
- masculinity: the role of men in cultural change, organised by **WO=MEN Dutch Gender Platform** and **IFOR's Women Peacemakers Program**;
- the role of migrant organisations in the North, organised by **Gender Concerns International** and the **Multicultural Women's Peacemakers Network**.

The celebration of 10 years of UNSCR 1325 was an example of successful cooperation to raise awareness of UNSCR 1325 in the Netherlands.

*Result 2: Successful lobbying, advocacy and awareness-raising within the EU, UN, other regional and international bodies (including NATO) and their member states to promote implementation of UNSCR 1325 at all levels and in all relevant sectors.*

Besides our own policies, the policies and strategies of other actors and stakeholders like the European Union, the United Nations and NATO are also important for the success of the work of the NAP 1325 signatories. The Netherlands therefore engages in advocacy and awareness-raising at the European and international level by sharing its knowledge and experience. The NAP signatories aim to make sure that gender analysis and promoting gender equality are integral elements of EU, NATO and UN policies on conflict and post-conflict countries, fragile states and transition countries. At the insistence of parliament, the Dutch Government has committed itself to proactive advocacy and lobbying, especially through its embassies and Permanent Representation to the EU, for the implementation of UNSCR 1325 at European and international level.

Civil society NAP signatories will use their own regional and international channels to raise awareness, advocate and lobby for UNSCR 1325 within international and regional governmental organisations.

*Result 3: **Development and implementation of National Action Plans for 1325** by governments other than the six focus countries to be actively promoted by the Dutch NAP signatories.*

UNSCR 1325 urges governments to take action and develop National Action Plans. Unfortunately, a large number of governments have yet to develop a National Action Plan for 1325, and many have not even embarked on the process. The Dutch NAP signatories are convinced that the process of developing a National Action Plan 1325 positively influences stakeholders' political will to contribute to the international women and peace agenda. The process of developing a NAP creates awareness of the existing challenges to the full implementation of UNSCR 1325. Drafting a NAP also provides an important opportunity to elicit civil society input on priorities for both domestic and international implementation of UNSCR 1325 so as to realise its full transformative potential.

The Dutch NAP organisations will therefore raise awareness of the importance and advocate the adoption of National Action Plans. Active lobbying will take place wherever possible to convince states of the importance of NAPs.

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Women participate in a march dubbed World March of Women in Bukavu, South Kivu Province in the Democratic Republic of Congo, on October 17th, 2010.

### 3.4 Effective and Efficient Cooperation

The goals of UNSCR 1325 can be achieved only if we work together. Every NAP signatory possesses unique experience, knowledge, expertise and resources that contribute to the implementation of UNSCR 1325. Linking and learning from these experiences, capacities and resources enhance effectiveness and efficiency. For example, when ministries and NGOs join forces they can provide both the technical expertise and the financial support needed to help conflict and post-conflict countries develop their own National Action Plans for UNSCR 1325. Studies by research institutions strengthen the gender analysis performed by the Ministry of Defence. Diaspora organisations act as bridges between people in countries of origin and Dutch policymakers.

Specific objective four of this Action Plan is therefore:

#### **Effective and efficient cooperation between NAP signatories and other relevant stakeholders to ensure worldwide implementation of UNSCR 1325**

In other words: doing it together! As part of this specific objective, this Action Plan defines five different results to which NAP signatories will contribute.

*Result 1: Exchange of knowledge, ideas and strategies between Dutch NAP signatories and other stakeholders, resulting in tangible, realistic plans and constructive collaboration.*

One common criticism voiced by actors working on the gender and conflict agenda is the general lack of operational coherence in the implementation of UNSCR 1325. In order to be more effective and efficient it is important that all stakeholders working in a specific area inform each other of their activities and plans. However, this must not result in endless meetings. What is needed is purposeful information sharing that leads to the development of complementary strategies and interventions.

Information sharing, joint strategising and collaboration between NAP stakeholders lie at the core of this Action Plan. All Dutch NAP partners will join to ensure that their strategies do not undermine each other, by actively verifying whether they can reinforce or complement each others' efforts.

*Result 2: NAP signatories to actively seek to initiate and participate in international cooperation between like-minded Western actors (such as governments and international NGOs) and actors in fragile states (such as national governments, national NGOs and local women's organisations).*

There is a need for an accessible 'how to' reference for key actors to enhance women's participation (political and otherwise) in the prevention, management and resolution of conflict, as well as in decision-making on reconstruction policies. Strong ownership and leadership by national governments and women's civil society in conflict and post-conflict countries are the cornerstones of this approach.

Enhanced international coordination between different actors could serve to highlight examples of women's representation and participation for national actors in fragile states and conflict and post-conflict countries. Areas of policy and practice, measures and activities to promote women's involvement in dialogue, mediation and peace processes could also be identified. Options, challenges and specific recommendations could be presented to inform good practice and to maximise women's meaningful contribution in the areas indicated. Depending on the situation, it could also lead to the preparation of National Action Plans for 1325 that incorporate existing policies and activities and address the gaps. Funding mechanisms for NAP activities could also be defined.

*Result 3: **Demand-driven and needs-based research on gender, peace and security** in fragile states and countries in transition in collaboration with local partners. Research results to be shared with all NAP partners and all other relevant stakeholders, particularly in the focus countries.*

There is a clear need for high-quality research, particularly practical case studies that improve our current understanding of the roles of women and men in conflict and post-conflict situations. Sufficient knowledge is a prerequisite for effective strategy and policy development. The demand for research should come from local actors, who are best informed about the situation on the ground.

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*Result 4: **Diaspora, migrant, women's and peace organisations** to be actively involved in the implementation of this NAP and provide information on local situations, actors and possible partnerships.*

Diaspora and migrant organisations are important resources. They have vital information on the local situation and systems in conflict and post-conflict areas. They also maintain strong ties with people in their countries of origin. Diaspora and migrant organisations are particularly valuable as bridges between peacebuilders from the West and the South. Diaspora women's organisations that are signatories to this NAP have enjoyed particular success in their reconciliation work by developing grassroots initiatives for peacebuilding and reconstruction. They are able to link up with other diaspora peace initiatives working in other conflict areas. Moreover, they are capable of bringing together opposing parties living as migrants in the West. This can stimulate local processes in countries of origin, as members of the diaspora and migrants can set an example for the people back home.

Dutch women's peace organisations have a tradition of forming long-term partnerships with like-minded organisations in conflict and post-conflict areas. Because these ties go back a long way, Dutch women's peace organisations have access to a broad range of information. Similarly, Dutch movements for women's rights and women's networks have special access to local society and to essential information. They also have a wealth of experience in coming up with practical solutions to combat gender imbalances in Western society. Women in the global South could build on these successes. It is therefore vital for the diaspora and migrant organisations and the women's and peace organisations among the NAP partners to be actively involved and collaborate with the ministries, larger NGOs, research institutions and other NAP signatories.

### Diaspora organisations: building bridges

Many migrant and refugee women's organisations in the Netherlands are involved in peacebuilding activities. These activities take place both within their communities in the Netherlands and in their countries of origin, with which they have strong ties.

An example of assistance to communities in a country of origin, are the capacity building activities of **Women for Peace on the Moluccas (VVM)**. Moluccan women living in the Netherlands support women in Indonesia in their efforts **to end the ongoing violence between Muslims and Christians**. VVM organises village dialogues and tries to improve women's capacity for political **participation**. It helps Moluccan women to facilitate inter-religious dialogue, encourage people of different religious communities to work together, get to know each other as fellow human beings, build mutual trust and (eventually) bring about a sustainable peace.

**Support Trust for African Development (STAD)**, a women's organization from South Sudan, supports Equatoria Women Association (EWA) in its home-country. EWA is a network of women's organisations that aims to **empower women to play a central role in governance and development** in the new state of South Sudan. South Sudanese women living in the Netherlands organise capacity support for peacebuilding and female leadership for local women's organisations. They also lobby for increased representation of women in leadership positions within local and national government.

**African Sky** is a Dutch organisation run by Somali women. It is an example of how diaspora women can mobilise Dutch and diaspora expertise to support female leadership in peacebuilding and reconstruction efforts. In 2011 African Sky held an expert meeting to brainstorm about the **status of women in the new Somali constitution**.

**The Multicultural Women Peacemakers Network (MWPN)** is an umbrella organisation of migrant and refugee women's organisations in the Netherlands. Their origins are very diverse and reflect a variety of experiences with conflict in Burundi, Ethiopia, Eritrea, Indonesia, Iraq, Liberia, the Philippines, Rwanda, Somalia, South Sudan and Sudan. In addition to the activities of its individual members, MWPN also uses the network's capacity to **organise regional conferences to promote the implementation of UNSCR 1325**.

Since 2001 the Diaspora organization **Burundian Women for Peace and Development (BWPD)** has been working for inclusion of Burundian women in decision making bodies at all levels (local, regional, national). In the upcoming years BWPD will actively involve in the advancement of peace and female leadership in Burundi. It will continue to advocate for strong democratic infrastructures, the involvement of women and the empowerment of community leaders.

**E-Quality**, a Dutch research institution focusing on gender and diversity, is developing a **Diaspora Toolkit for Conflict-sensitive Strategies** to support diaspora organisations' efforts to implement UNSCR 1325 in their countries of origin.

*Result 5: **Monitoring and evaluation** of the implementation of this NAP (an annual self-evaluation and an external evaluation after four years)*

Global indicators were recently adopted for tracking and monitoring the progress of UNSCR 1325. In line with this international trend to monitor developments with UNSCR 1325, the Dutch NAP partners have developed a two-tier monitoring and evaluation system to evaluate their own performance. The collaborative initiatives of NAP signatories will be monitored annually. The outcomes and – where appropriate – the impacts of joint activities will be evaluated every two years.

## 3.5 Common Approach

### 3.5.1 Cooperation

The Dutch National Action Plan for 1325 (2012-2015) is a collaborative process. All the signatories are forming closer partnerships with one another and stepping up their joint actions in support of women in peace and reconstruction processes. However, collaboration will succeed only if UNSCR 1325 receives high priority *within* every signatory organisation. A signature on this plan serves as a visible reminder of the organisation's commitment to UNSCR 1325-related activities.

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The signatories can work together in different ways. Because many actors are involved in complex, rapidly changing environments, their forms of cooperation are flexible rather than static. This NAP, even more than its predecessor, must be considered a forum for exchange of creative and innovative ideas and experiences. This exchange should lead to concrete joint action.

Having said this, there is also a need for less time-consuming forms of information sharing. The mode of and parties involved in information sharing will therefore differ from one situation to another. Any mode is possible, as long as it effectively serves the external goals of the Action Plan.

### 3.5.2 Coordination

The development and implementation of this NAP is a joint responsibility of the Dutch government and non-governmental actors. While the Ministry of Foreign Affairs provides an institutional umbrella for it, practical day-to-day coordination is shared by the Ministry and a representative of civil society.

A principal task of the coordinators is to ensure that all NAP signatories continue to be actively involved in its execution. They are also responsible for coordinating its monitoring and evaluation.

### 3.5.3 Ownership

The NAP signatories consider local women and women's organisations in fragile states, conflict and post-conflict areas and transition countries as key stakeholders in the plan. They are the main 'owners' of the process. The NAP signatories' approach is therefore based on optimal participation by local women.

However, the concept of ownership is complex, has multiple interpretations and depends on the moment and the situation. In reality, most NAP signatories will use intermediaries to reach local women, such as local women's organisations, relevant government departments and local research institutions. These local partners in turn need to ensure that the women they represent set the agenda. This can be done by taking into account local women's needs and priorities, and any changes in them.

Local women's organisations will also advise the NAP signatories on how to collaborate and deal with other main stakeholders in the area, such as local, provincial or national administrations, councils, warring parties or other power holders.

### 3.5.4 Geographical focus areas

In the course of the previous National Action Plan (2008-2011) the signatories agreed to focus specifically on certain geographical areas and to step up their collaboration in those areas. This approach will be continued during the period 2012-2015. The focus countries are Afghanistan, Burundi, Colombia, the DRC, South Sudan, Sudan, and countries in the Middle East and North Africa (MENA) region.

The Middle East and North Africa region has recently become a focus area for NAP partners as a result of the Arab Spring. This development exemplifies the unpredictability of conflict and insurrection. A flexible approach is thus crucial. Other new focus countries or regions could therefore be added in the course of the current plan.

## 3.6 Common Accountability

To be able to learn from our work and improve it in the future, the signatories of this NAP need to know what their actions achieve. Regular monitoring and evaluation are therefore needed.

As the previous NAP has shown, it is very difficult to measure accurately changes in people's attitudes and behaviour. Such changes take place slowly, over a long period of time, while the duration of the plan is relatively short. Furthermore, where changes are apparent, it is hard to attribute them to our interventions. There are usually many factors that lead to change in conflict-affected areas.

Another difficulty is that monitoring must not undermine the flexibility of this NAP. We want to have the capacity to respond quickly to moments of opportunity in changing environments. It is therefore almost impossible to set fixed indicators for the coming four years at this stage.

For these reasons, the signatories have agreed that this NAP requires an alternative, innovative monitoring and evaluation system. Monitoring and evaluation will take place at two levels, as detailed below.

### 3.6.1 *The quantitative level*

Collaborative efforts will be evaluated first. A monitoring matrix has been developed for this purpose, listing different forms of collaboration between the different types of Dutch NAP signatory organisations.<sup>18</sup> The results of collaboration on every specific objective of this NAP will be measured annually, in all the focus countries, including the MENA region.

The two coordinating organisations will ensure that the signatories complete the matrix every year. This first level of evaluation must bring about the concerted action needed if we are to achieve our ultimate goal: an enabling environment for women's leadership and political participation in fragile states, conflict and post-conflict areas and transition countries, in the interests of more inclusive, just and sustainable recovery and reconstruction processes.

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### 3.6.2 *The qualitative level*

The second level of the monitoring and evaluation package for this NAP is more complex. However important effective collaboration may be, it remains a tool for achieving our goal. We also need to know whether and how the actions arising from our cooperation contribute to positive changes in the lives of women and men in the focus countries.

The NAP signatories want their interventions in fragile states, conflict and post-conflict areas and transition countries to bring about changes in the behaviour and attitude of people and of societies as a whole. Qualitative evaluation tools are more appropriate than quantitative methods for measuring this kind of effect. The outcome and – where appropriate – the impact of the activities will therefore be monitored and evaluated using innovative participatory techniques, such as the Most Significant Change (MSC) technique.<sup>19</sup> MSC involves storytelling to collect information about activities. Designated stakeholders help select stories about the interventions that have prompted the most significant change. This is a participatory method that stimulates discussion among stakeholders about the outcome and impact of their activities. The process also includes discussions about the future direction of programmes concerning UNSCR 1325. In this way, monitoring and evaluation at this level also help improve coordination and cooperation.

<sup>18</sup> See Annex 1: M&E Matrix

<sup>19</sup> Rick Davies and Jessica Dart, 'The "Most Significant Change" (MSC) Technique: A Guide to Its Use', 2005, p. 8.

Monitoring and evaluation at this second level – examining the outcome and impact of the interventions using qualitative, participatory methods – will take place once every two years. In December 2013 a mid-term review will be performed, following by a final evaluation in December 2015. The final evaluation will be carried out by independent external evaluators.

# 4

## Resources

Financial and personal commitments to 1325 activities are vital to make this Action Plan a success and to ensure accountability to each of the signatories. These are examples of commitments in financial and/or human resources for the implementation of UNSCR 1325 for the upcoming four years. This list will be completed by all the signatories and will be assessed on an annual basis.

	2012	2013	2014	2015
<b>Ministries:</b>				
Foreign Affairs <sup>1</sup>	€4.000.000	€4.000.000	€4.000.000	€4.000.000
Defence	€ 60.000	€ 60.000	€ 60.000	€ 60.000
<b>Research institutions:</b>				
Clingendael Netherlands Institute of International Relations	1232 hours	1232 hours	1232 hours	1232 hours
<b>Civil society</b>				
Burundian Women for Peace and Development	€ 75.000	€ 75.000	€ 75.000	€ 75.000
Cordaid	1.750.000 and 2 fte			
Defence Women's Network	€ 10.000 and 500 hours			
E-quality	€ 60.000	€ 60.000	-	-
Fund for the Advancement of Women's Human Rights in Francophone Africa	416 hours	416 hours	416 hours	416 hours
Multicultural Women Peacemakers Network	€ 50.000	€ 50.000	€ 50.000	€ 50.000
Netherlands Council of Women	€ 33.000	€ 33.000	€ 33.000	€ 33.000
Netherlands Women's Organizations for Gender and Development	192 hours	192 hours	192 hours	192 hours
Platform Women & Sustainable Peace	€ 12.000 and 1672 hours			
Oxfam Novib <sup>2</sup>	€ 4.225.000	€ 4.225.000	€ 4.225.000	€ 4.225.000
Stichting Tosangana	364 hours	364 hours	364 hours	364 hours
The Darfur Women Foundation in the Netherlands	€ 50.000	€ 50.000	€ 50.000	€ 50.000

<sup>20</sup> These 4.000.000 euros a year are reserved for collective action on 1325 and have not been claimed by any specific organization yet. Apart from these 4.000.000 euros a year the Ministry of Foreign Affairs is spending more than 70.000.000 on 1325-related activities the upcoming for years.

<sup>21</sup> These funds cover work on conflict transformation with a special focus on female leadership in conflict affected areas, and work to strengthen national and international capacity to influence policies contributing to better civilian protection, above all of women, in conflict situations.

## Resources

	2012	2013	2014	2015
Sundjata Foundation	500 hours	500 hours	500 hours	500 hours
Support Trust for African Development (STAD)	2880 hours	2880 hours	3240 hours	3240 hours
TIYE International	€ 90.000	€ 90.000	€ 150.000	€ 150.000
WO=MEN Dutch Gender Platform	€ 30.000 and 1500 hours			
Women for Peace on the Moluccas	€ 50.000	€ 50.000	€ 50.000	€ 50.000
Women in Europe for a Common Future	160 hours	160 hours	160 hours	160 hours
Women's International League for Peace and Freedom - Netherlands	384 hours	384 hours	384 hours	384 hours
Women Peacemakers Programme / International Fellowship of Reconciliation (WPP)	€ 336.000	€ 336.000	€ 336.000	€ 336.000
YCWA	200 hours	200 hours	200 hours	200 hours



Colombian women protesting against violence against women, 2008.

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# Abbreviations

AWN	–	Afghan Women’s Network
DAC	–	Development Assistance Committee
DRC	–	Democratic Republic of the Congo
DPKO	–	Department of Peacekeeping Operations (UN)
EU	–	European Union
MENA	–	Middle East and North Africa
M&E	–	Monitoring and evaluation
MSC	–	Most Significant Change
NAP	–	National Action Plan
NATO	–	North Atlantic Treaty Organisation
NGO	–	Non-governmental Organisation
OECD	–	Organisation for Economic Cooperation and Development
UN	–	United Nations
UNIFEM	–	United Nations Development Fund for Women
UNSC(R)	–	United Nations Security Council (Resolution)
WPS	–	Women, peace and Security

# 6

## Definitions

The term **gender** refers to the socially constructed and assigned characteristics, roles and responsibilities of women and men in any given culture. These characteristics are constructed on the basis of sex combined with other factors, such as age, religion and national, ethnic and social origin. Gender is not static; it responds to changes in the social, political and cultural environment.

**Gender equality** refers to the equal rights, responsibilities, treatment and valuation of women and men. Gender equality exists when individual rights and opportunities are independent of sex. When there is gender equality, women's interests, needs and concerns shape political, social and economic decisions as much as those of men.

There are many different interpretations of **fragile state**. However, the situation in the focus countries of this new National Action Plan is best described as follows: 'A state is fragile when the central government does not exert effective control over its own territory and is unable or unwilling to assure the provision of vital services (such as safety, security, education, etc.) to significant parts of its territory. The legitimacy of the government is weak or non-existent and violent conflict is a reality or a great risk.' We have broadened the scope of this definition to include states that are emerging from conflict or are in post-conflict transition, which often suffer from the same problems with service delivery and legitimacy.

**Female leadership** generally means two things. First, it means that women are in decision-making positions. Second, it refers to a certain kind of leadership, often described as more considerate and transformative than male leadership.

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## Useful websites

- [www.isis-europe.org](http://www.isis-europe.org)  
Isis Europe (International Security Information Service) gives an overview of recent EU, UN, NATO and OSCE publications on women, peace and security.
- [www.peacewomen.org](http://www.peacewomen.org)  
PeaceWomen is a project of the Women's International League for Peace and Freedom (WILPF).
- [www.womenwarpeace.org](http://www.womenwarpeace.org)  
This website was set up by the United Nations Development Fund for Women (UNIFEM).
- [www.womenpeacesecurity.org](http://www.womenpeacesecurity.org)  
The NGO Working Group on Women, Peace and Security promotes gender equality and women's involvement in maintaining international peace and security.
- [www.nap1325.nl](http://www.nap1325.nl)  
The official website of the NAP 1325 partnership.

# 8

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## Annexes

## Annexe 1: M&E Matrix

### *Annual Result Matrix*

*The NAP partners evaluate their own activities and the joint activities of NAP partners and other stakeholders on an annual basis.*

*It should be noted that in reality the activities may be interlinked and contribute to additional result areas not listed in this matrix.*

**Impact: to jointly facilitate the creation of an enabling environment for women's leadership and political participation in fragile states, conflict and post-conflict areas and transition countries, in the interests of more inclusive, just and sustainable peace, recovery and reconstruction processes.**

**Specific objective 1** Equal participation by women and men in peace and reconstruction processes at all decision-making levels

Common activities per country/ region (Afghanistan, Burundi, Colombia, DR Congo, MENA-region, Sudan, Republic of South Sudan, other) per year	1 or more between MFA and NAP-partners	1 or more between MoD and NAP-partners	2 or more between embassies and NAP-partners	1 or more between knowledge institutes and NAP-partners	2 or more between different NGO NAP-partners	1 or more between International Organizations; other Member States and NAP-partners
<b>RESULTS</b>  1. Local and national laws and policies to be gender-sensitive, provide extra protection for women if necessary, and enhance equal opportunities for women and men to participate politically and socially. These laws to be implemented.						
<i>Budget, per activity, per stakeholder</i>						
2. Local and national mechanisms (e.g. quotas) that demand and secure the presence of women at all decision-making levels, especially in peace and reconstruction processes, to be in place and institutionalised.						
<i>Budget per activity, per stakeholder</i>						

<p>3. Women and men to have the required skills and knowledge to enable them to act effectively as leaders (political or otherwise) and peacebuilders.</p>					
<p><i>Budget per activity, per stakeholder</i></p>					
<p>4. National Action Plans 1325 to be developed and implemented in the focus countries and region and in other conflict and post-conflict states.</p>					
<p><i>Budget per activity, per stakeholder</i></p>					
<p><b>Other</b></p>					
<p><i>Budget per activity, per stakeholder</i></p>					

**Specific objective 2** Consistent integration of gender and UNSCR 1325 into all signatories' policies and actions on fragile states and countries in transition and or peacebuilding and reconstruction efforts in these states

Common activities per country/region (Afghanistan, Burundi, Colombia, DR Congo, MENA-region, Sudan, Republic of South Sudan, other) per year	1 or more between MFA and INAP-partners	1 or more between MoD and INAP-partners	2 or more between embassies and INAP-partners	1 or more between knowledge institutes and INAP-partners	2 or more between different NGO NAP-partners	1 or more between International Organizations; other Member States and NAP-partners
<b>RESULTS</b>						
1. Gender analyses and measures to protect women from violence and to counter gender inequality to be integral components of the peacebuilding, security and defence policies, programmes and activities of all INAP signatories.						
<i>Budget per activity, per stakeholder</i>						
2. Successful internal awareness-raising and advocacy within the NAP signatory organisations to ensure that all their policies, programmes and activities support the implementation of UNSCR 1325.						
<i>Budget per activity, per stakeholder</i>						
<b>Other</b>						
<i>Budget per activity, per stakeholder</i>						

**Specific objective 3** Increased awareness in the Netherlands, the European Union and other regional and international bodies of gender issues in fragile states and transition countries and increased public support for the implementation of UNSCR 1325

Common activities per country/ region (Afghanistan, Burundi, Colombia, DR Congo, MENA-region, Sudan, Republic of South Sudan, other) per year	1 or more between MFA and NAP-partners	1 or more between MoD and NAP-partners	2 or more between embassies and NAP-partners	1 or more between knowledge institutes and NAP-partners	2 or more between different NGO NAP-partners	1 or more between International Organizations; other Member States and NAP-partners
<b>RESULTS</b>						
1. Successful advocacy and awareness-raising activities to take place in the Netherlands to convince a larger segment of the Dutch public, opinion leaders and politicians of the importance of UNSCR 1325 and to inform them about common efforts to implement this NAP.						
<i>Budget per activity, per stakeholder</i>						
2. Successful lobbying, advocacy and awareness-raising within the EU, UN, other regional and international bodies (including NATO) and their member states to promote implementation of UNSCR 1325 at all levels and in all relevant sectors.						
<i>Budget per activity, per stakeholder</i>						

<p>3. Development and implementation of National Action Plans for 1325 by governments other than the six focus countries to be actively promoted by the Dutch NAP signatories.</p>						
<p>Budget per activity, per stakeholder</p>						
<p><b>Other</b></p>						
<p>Budget per activity, per stakeholder</p>						

**Specific objective 4** Effective and efficient cooperation between NAP signatories and other relevant stakeholders to ensure worldwide implementation of UNSC Resolution 1325

Common activities per country/ region (Afghanistan, Burundi, Colombia, DR Congo, MENA-region, Sudan, Republic of South Sudan, other) per year	1 or more between MFA and NAP-partners	1 or more between MoD and NAP-partners	2 or more between embassies and NAP-partners	1 or more between knowledge institutes and NAP-partners	2 or more between different NGO NAP-partners	1 or more between International Organizations; other Member States and NAP-partners
<b>RESULTS</b> 1. Exchange of knowledge, ideas and strategies between Dutch NAP signatories and other stakeholders, resulting in tangible, realistic plans and constructive collaboration.						
<i>Budget per activity, per stakeholder</i> 2. NAP signatories to actively seek to initiate and participate in international cooperation between like-minded Western actors (such as governments and international NGOs) and actors in fragile states (such as national governments, national NGOs and local women's organisations).						
<i>Budget per activity, per stakeholder</i>						

<p>3. Demand-driven and needs-based research on gender, peace and security in fragile states and countries in transition in collaboration with local partners. Research results to be shared with all NAP partners and all other relevant stakeholders, particularly in the focus countries.</p>						
<p><i>Budget per activity, per stakeholder</i></p>						
<p>4. Diaspora, migrant, women's and peace organisations to be actively involved in the implementation of this NAP and provide information on local situations, actors and possible partnerships.</p>						
<p><i>Budget per activity, per stakeholder</i></p>						
<p>5. Monitoring and evaluation of the implementation of this NAP (an annual self-evaluation and an external evaluation after four years).</p>						
<p><i>Budget per activity, per stakeholder</i></p>						
<p><b>Other</b></p>						
<p><i>Budget per activity, per stakeholder</i></p>						

## Annexe 2: Security Council Resolution 1325 (2000)

The Security Council:

*Recalling* its resolutions 1261 (1999) of 25 August 1999, 1265 (1999) of 17 September 1999, 1296 (2000) of 19 April 2000 and 1314 (2000) of 11 August 2000, as well as relevant statements of its President and recalling also the statement of its President, to the press on the occasion of the United Nations Day for Women's Rights and International Peace of 8 March 2000 (SC/6816),

*Recalling* also the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the twenty-first century" (A/S-23/10/Rev.1), in particular those concerning women and armed conflict,

*Bearing in mind* the purposes and principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

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*Expressing concern* that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and recognizing the consequent impact this has on durable peace and reconciliation,

*Reaffirming* the important role of women in the prevention and resolution of conflicts and in peacebuilding, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution,

*Reaffirming* also the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts,

*Emphasizing* the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls,

*Recognizing* the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard noting the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693),

*Recognizing also* the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peacekeeping personnel on the protection, special needs and human rights of women and children in conflict situations,

*Recognizing* that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security,

*Noting* the need to consolidate data on the impact of armed conflict on women and girls,

1. *Urges* Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;
2. *Encourages* the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes;
3. *Urges* the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;
4. *Further urges* the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;
5. *Expresses* its willingness to incorporate a gender perspective into peacekeeping operations and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;
6. *Requests* the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peacebuilding measures, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;
7. *Urges* Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children's Fund, and by the United Nations High Commissioner for Refugees and other relevant bodies;
8. *Calls on* all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia: (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction; (b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the

- implementation mechanisms of the peace agreements; (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;
9. *Calls upon* all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention Security Council - 5 - Press Release SC/6942 4213th Meeting (PM) 31 October 2000 on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court;
  10. *Calls on* all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;
  11. *Emphasizes* the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, war crimes including those relating to sexual violence against women and girls, and in this regard, stresses the need to exclude these crimes, where feasible from amnesty provisions;
  12. *Calls upon* all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolution 1208 (1998) of 19 November 1998;
  13. *Encourages* all those involved in the planning for disarmament, demobilisation and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants;
  14. *Reaffirms* its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;
  15. *Expresses* its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups;
  16. *Invites* the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peacebuilding and the gender dimensions of peace processes and conflict resolution, and further invites him to submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;
  17. *Requests* the Secretary-General, where appropriate, to include in his reporting to the Security Council, progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;
  18. *Decides* to remain actively seized of the matter.

## Annexe 3: National Action Plans

To date, 46 countries have adopted a National Action Plan on UNSCR 1325 (in alphabetical order):<sup>22</sup>

Australia – 2012  
Austria – 2007, revised in 2012  
Belgium – 2009  
Bosnia-Herzegovina – 2010  
Burundi – 2011  
Canada – 2010  
Chile – 2009  
Cote d’Ivoire – 2007  
Croatia – 2011  
Denmark – 2005, revised in 2008  
DRC – 2010  
Estonia – 2010  
Finland – 2008, revised in 2012  
France – 2010  
Gambia – 2014  
Georgia – 2011  
Germany – 2012  
Ghana – 2012  
Guinea – 2009  
Guinea-Bissau – 2011  
Iceland – 2008, revised in 2013  
Iraq – 2014  
Ireland – 2011  
Italy – 2010  
Kyrgyz Republic – 2013  
Liberia – 2009  
Lithuania – 2011  
Nepal – 2011  
Netherlands – 2007, revised in 2011  
Nigeria – 2013  
Norway – 2006, revised in 2011  
Philippines – 2010  
Portugal – 2009  
Republic of Korea – 2014  
Republic of Macedonia – 2013  
Rwanda – 2010  
Senegal – 2011  
Serbia – 2011

<sup>22</sup> Source: [www.peacewomen.org/pages/about-1325/national-action-plans-naps](http://www.peacewomen.org/pages/about-1325/national-action-plans-naps)

Sierra Leone – 2010

Slovenia – 2011

Spain – 2007

Sweden – 2006, revised in 2009

Switzerland – 2007, revised in 2010

Uganda – 2008

United Kingdom – 2006, revised in 2012

United States of America – 2011

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Institute for Multiparty Democracy (NIMD), Netherlands Women's Organizations for Gender and Development, Nuffic, Oxfam Novib, Palestine Link, PAX, Peace Brigades International, Platform Women and Sustainable Peace, Refugee Organizations of the Netherlands, Rights for Change, SNV Netherlands Development Organisation, South Sudanese Women Association in the Netherlands (SSWAN), Stop Aids Now!, Sundjata Foundation, Support Trust for African Development, The Darfur Women Foundation in the Netherlands, TIE Netherlands, TIYE International, Tosangana Foundation, UNOY, WADI Foundation, Wageningen University, WO=MEN Dutch Gender Platform, Women for Peace, Women for Peace on the Moluccas, Women in Europe for a Common Future, Women Peacemakers Program, Women's International League for Peace and Freedom - Netherlands, YWCA