

1325 EU Partnership

Inaugural meeting

A briefing on operational strategy in ESDP operations – 1325 in action

Thursday 11th October 2007, Brussels

Launch of the 1325 EU Partnership – inaugural meeting report

Creating better strategies for implementation of policies and resolutions is and has always been a challenge, especially in today's modern world where boundaries are eroded, cultures and attitudes shift and structures are continually changing. Engagement with all actors in peacekeeping, peacebuilding and now the recent phenomena of civilian-military interaction and the peace-security-development nexus, has become not only a mantra but is necessary to build sustainable structures, utilise local engagement and knowledge and further more, can now be evidenced as contributing to successful strategies for implementation.

Engaging with all actors means a shift in modalities and attitudes in engaging with women and embracing the gender perspectives (making women's and girl's as well as men's and boy's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated)¹ in strategies, beginning from the idea and planning phases through to implementation and exit strategies.

Creating a Strategic Partnership

October 2007 saw the launch in Brussels of the 1325 EU Partnership, which is a broad network of people and organisations (across the EU, national and international institutions (in the EU), governments, agencies, military, academia and field- and EU-based NGOs) that provides a regular meeting forum for policy makers and actors to enhance discussion and understanding of gender perspectives and implementation of UN Security Council Resolution 1325 [31 October 2000] on women, peace and security (*UNSCR 1325*), within the EU.

The initiative stems from a meeting in Brussels in November 2005, sponsored by International Alert and Search for Common Ground, to launch the toolkit on *Inclusive Security, Sustainable Peace*, developed by International Alert and Women Waging Peace.² From this meeting, participants agreed that a network or group was needed at the EU level on gender, peace and security issues, exemplifying the work of the NGO Working Group on Women Peace and Security based in New York that was developed to augment implementation and awareness of UNSCR 1325. This need was further developed in 2006 through the creation of the EPLO (European Peacebuilding Liaison Office) Gender Peace and Security working group³ - comprised of members of a network of NGOs, and chaired by ISIS Europe. The group then instigated the creation of the 1325 EU Partnership as a vehicle for a broader network of partners at the EU level to contribute to overcoming the present knowledge gap and relative paucity of coordination and communication between the different actors in relevant institutions - both at EU and national levels - and their respective field deployments, as well as linking with NGOs, agencies, UN, academia and civil society and their work in this area.

The added value of the 1325 EU Partnership lies in its opportune placement to better link the expertise and knowledge of the above actors with a long track record of working on implementation of UNSCR 1325, as well as further engaging actors that do not work on gender perspectives and UNSCR 1325, to promote and

¹ From the UN ECOSOC 1997 definition of gender mainstreaming. Full text: 'Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated' <http://www.un.org/documents/ecosoc/docs/1997/e1997-66.htm>

² Toolkit available here: http://www.huntalternatives.org/pages/87_inclusive_security_toolkit.cfm

³ A network of NGOs members from EPLO working on gender and 1325 in the field and at policy level. GPS members: Crisis Management Initiative (CMI), European Network for Civil Peace Services (EN.CPS), Field Diplomacy Initiative (FDI), German Platform, International Alert, International Center for Transitional Justice (ICTJ), ISIS Europe (International Security Information Service), Kvinna til Kvinna, Pax Christi, Peace Team Forum, Quaker Council for European Affairs (QCEA), Swisspeace. More details see www.eplo.org

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augment gender mainstreaming and implementation of UNSCR 1325 across the EU. Consequently, joint ideas on improvement in EU delivery could be identified and potentially addressed informally.

By bringing together the expertise and varied perspectives of different actors it is hoped that, with a move towards fuller implementation of UNSCR 1325, an enhancement of the capacities of the EU in the field of security, conflict prevention and peacebuilding will be possible.

In particular, the 1325 EU Partnership will achieve its aims by concentrating on highlighting practical examples, best practices and lessons learnt across various thematic areas and contexts, to augment gender awareness, understanding and mainstreaming in strategies. All are welcome to be a part of the 1325 EU Partnership to augment the understanding, usefulness and implementation of UNSCR 1325 and gender perspectives in strategies.

The inaugural meeting was a great success in linking people and networking as well as raising awareness of UNSCR 1325 and giving the practical example of how UNSCR 1325 and gender perspectives are used in the field – in this case with the ESDP civilian-military operation EUFOR RD Congo.

Speaker presentations

1) The Partnership and UNSCR 1325

This inaugural meeting of the 1325 EU Partnership was opened by the Chair of the EPLO Gender, Peace and Security group, Giji Gya, who is the Programme Director of the Responding to Conflict and Gender and Security Programmes at ISIS Europe. Ms. Gya presented an explanation of the Partnership⁴ and a brief introduction to understanding the scope of UNSCR 1325⁵ and that it encompasses many aspects of women and gender perspectives in peace and security.

UNSCR 1325 affirmed the importance of involving women and addressing gender perspectives in peace and security policy and practice. Many mechanisms have been developed internationally and Europe-wide to implement 'gender mainstreaming' into policies, planning and programmes. Such mechanisms aim to address the disparities between males and females, and to challenge those normative political, military, social and cultural structures that create inequality and ignore both gender bias and the value that different perspectives and needs of men, women, boys and girls can bring.

Not many realise the base that UNSCR 1325 can provide as a framework for thematics that need to take into account women and gender perspectives in peacebuilding, security and peacekeeping operations. These are outlined in its pre-ambular paragraphs which:

- Recall UN and international documents in particular those concerning women and armed conflict;
- Note that women and children, account for the vast majority of those adversely affected by armed conflict, recognising the consequent impact this has on durable peace and reconciliation;
- Note the important role of women, gender & equal participation prevention and resolution of conflicts and in peace-building, maintaining peace and security, and decision-making;
- Affirm the need to implement the framework of international law;
- Emphasise the need for mine action to encompass needs of women & girls;
- Recognise the need to mainstream gender in peacekeeping operations;
- Recommend training personnel on the needs women & girls in conflict;
- Notes that understanding of conflict impact on women and girls contributes to international peace and security.

And in the 17 operational paragraphs which encompass the following thematics:

1. Increasing the number of women in decision making;
2. Increasing the number of women in conflict resolution;
3. Increasing the number of female UN Special Representatives;
4. Increasing the number of women in peacekeeping operations (PKOs);
5. Incorporating gender perspectives in PKOs;
6. For the UN to provide training guidelines to Member States;

⁴ See presentation at www.isis-europe.org/pdf/2007_artrel_39_1325-eu-partnership-intro-ppt.pdf

⁵ See presentation at www.isis-europe.org/pdf/2007_artrel_40_gya-1325-ppt.pdf

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7. For Member States to provide financial resources for gender training (military and civilian-military);
8. That peace agreements are to include gender perspectives in post-conflict; conflict resolution; constitution/elections/SSR;
9. International law must be respected, particularly in regards to the rights of women and girls;
10. Protect against gender based violence (GBV) and sexual exploitation and abuse (SEA);
11. That Member States are to prosecute GBV and SEA;
12. Account for the needs of women and girls in refugee camps;
13. Consider gender needs in Disarmament, Demobilisation and Reintegration (DDR) and needs of dependents;
14. Being mindful of the needs of women and girls under Article 41 UN Charter (sanctions);
15. Account for gender considerations – including local consultation with women;
16. Invites a UN study on impacts of conflict on women; women in peacebuilding; gender dimensions in conflict resolution;
17. UN Secretary-General reporting to the UN Security Council on PKO gender mainstreaming.

What is needed now are implementation and reporting mechanisms and inclusion of timeframes. So far in Europe, six countries – four of which are EU member states⁶ - have developed national action plans to implement UNSCR 1325, which include national strategies and mechanisms to augment gender awareness and perspectives at all levels.

2) Gender in perspective

Anja Ebnöther, Assistant Director of DCAF and Director of the Women and Children in an Insecure World project, then exemplified gender perspectives in a context, using the example of Security Sector Reform (SSR).⁷ She first outlined SSR as including all the organisations that have the authority to use, or order the use of force, or the threat of force, to protect individuals, communities and the state.⁸

Looking at the integration of gender perspectives and issues in SSR, Anja explained that women are highly underrepresented in security sector institutions, within Western Europe as well as post-conflict or transitional countries. Also that mainstreaming means ensuring that security and justice services are equally provided to men, women, girls and boys (for instance through increased capacity-building to address gender-based violence) and that the policies, mechanisms and capacity is in place to prevent the perpetration of human rights violations by security sector personnel (for instance through a code of conduct).

As such, integrating gender perspectives into SSR entails two complementary strategies:

- Creating representative and participative security sector institutions: including on the basis of ethnicity, sex, geography, language and religion;
- Mainstreaming gender issues into the security sector.

The benefits of gender-responsive SSR are many, and contribute to effective strategy in implementing SSR, through the local authorities, government, Commission first pillar projects or ESDP operations under the second pillar. For example, women's organisations are not only security service providers and potential partners to increase intelligence and undertake gender training, they also serve as a bridge between policymakers and local communities and can help ensure local ownership of SSR processes.

As such, two main benefits are:

- Increased local ownership;
- Effective service delivery and comprehensive governance, oversight and accountability.

DCAF, in collaboration with the UN International Research and Training Institute for the Advancement of Women (INSTRAW) and the OSCE Office for Democratic Institutions and Human Rights (ODIHR) are

⁶ 1325 National Action Plans (NAPs): EU member states: 2004 Denmark; 2005 Sweden; 8 March 2006 United Kingdom; July 2007 Austria; *Forthcoming* Finland, Netherlands, Spain. Non-EU in Europe : 8 March 2006 Norway; 31 January 2007 Switzerland. For more information on NAPs and copies, see http://www.un.org/womenwatch/ianwge/taskforces/wps/national_level_impl.html

⁷ See presentation at http://www.isis-europe.org/pdf/2007_artrel_51_ebnother-gender-ssr.pdf

⁸ Following this definition, the security sector includes: international and regional forces, including peacekeeping missions, military, police, border guards, customs authorities, and intelligence services, government bodies that manage and monitor the security sector, parliaments, and the institutions responsible for guaranteeing the rule of law, including the judiciary and penal system.



developing a toolkit on gender and SSR which will complement the OECD-DAC Guidelines on SSR. It will be launched in early 2008. It is designed to be a resource for SSR practitioners and policy-makers and shows concretely with practical examples and lessons learnt what is meant by gender mainstreaming into the different security sectors.

In closing, Anja recommended that ESDP missions should be targets of both gender-responsive reforms and potential implementers of gender-responsive SSR. She also noted that EU parliamentarians have a key role to play in ensuring that gender issues are mainstreamed into ESDP missions and the SSR work of ESDP missions.

3) UN Security Council Resolution 1325 in the EU

As Noeleen Heyzer of UNIFEM remarks, “Implementing Security Council resolution 1325 on women, peace and security will require long-term political commitment, as well as human and financial resources. ... The resolution is also groundbreaking because of the depth of change—in procedure, assessment, delivery, attitudes and habits—that will be necessary for its implementation.”

The European Parliament followed UNSCR 1325 with its own resolution in 2000 concerned with the participation of women in peaceful conflict resolution⁹ as well as another on women in armed conflicts and their role in post-conflict reconstruction in 2006.¹⁰

Nicole Reckinger, Human Rights Unit of the Council, presented to the meeting a brief overview on how the policy framework for implementing 1325 in the context of ESDP operations was developed. She mentioned that UNSCR 1325 triggered unprecedented support from civil society and has led to pressure for action plans and mechanisms for implementation.

She explained that the EU developed documentation to address the *Implementation of UNSCR 1325 in the context of ESDP*;¹¹ in 2005. Feedback from member states, civil society, EP and others to this paper demonstrated the strong interest taken in the issue. At the beginning of 2006, this interest triggered a process of exchange by EU Member States on best practices for implementing gender awareness and perspectives in ESDP missions. Part of the recommendations coming from this exchange was to increase dialogue with the local population and women. Furthermore, EU Ministers confirmed their commitment to integrate the gender perspective in security work in the resulting Council conclusions on promoting *gender equality and mainstreaming in crisis management* in November 2006.¹² This further strengthened the process. Also in 2006, a *Checklist to ensure gender mainstreaming and implementation of UNSCR 1325 in the planning and conduct of ESDP operations*¹³ was developed. The checklist recommends a gender advisor for each ESDP mission. Guidelines on what should be addressed to include gender perspectives in ESDP missions are incorporated into the checklist.

Nicole told the meeting how the process was launched through a progressive, realistic, step by step approach. It was also important to take into account that there were - and still are - important differences in the level of implementation in between Member States, thus the strategy in choosing deliberately to advance by incremental steps. Continuing strategy includes a focus on training, explaining and deepening the understanding of gender and security. The final objective is to fully integrate gender perspectives into daily work. The process is ongoing, with a lot of learning from experience. There are several elements, that in combination, have the potential to produce the same kind of positive effects as an EU wide action plan – such as: good cooperation, coordination and exchange of good practices between EU member states. Obviously a 1325 action plan at the level of the EU would be much more complicated to achieve than at a national level. It is possible however that the national experience with action plans in a growing number of EU Member States will have an impact on developments at EU level.

⁹ European Parliament resolution 2000/2025 INI, rapporteur: Theorin MEP.

¹⁰ European Parliament resolution 2005/2215 INI, rapporteur: De Keyser MEP.

¹¹ Council Secretariat Document 11932/02/05 Rev2, September 2005. <http://register.consilium.europa.eu/pdf/en/05/st11/st11932-re02-en05.pdf>

¹² Conclusions of the General Affairs and External Relations Council (GAERC) of the Council of the European Union Secretariat document 14884, 13 November 2006. www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/gena/91617.pdf

For more information on gender and security in the EU, see ‘The Importance of gender in ESDP’, by Giji Gya, *European Security Review* no. 34, July 2007 and ‘Gender and Security’ by Aline Dewaele, *European Security Review* no. 30, September 2006. www.isis-europe.org

¹³ Council Secretariat Document 12068/06, July 2006. <http://register.consilium.europa.eu/pdf/en/06/st12/st12068.en06.pdf>



Nicole finished by noting that the EUFOR RD Congo mission, as discussed today, demonstrates an essential element in the strategy: the use of a gender adviser.

4) Practical example – EUFOR RD Congo

Charlotte Isaksson, Gender Advisor to the Swedish Armed Forces, founder partner of Genderforce and the former gender advisor to EUFOR RD Congo¹⁴ gave a dynamic presentation¹⁵ on the challenges that she faced as the first gender advisor in an ESDP mission. This was then complemented and reinforced by the words of Lieutenant General Karlheinz Viereck, Commander Bundeswehr Operations Command, Potsdam and former Commander, EUFOR RD Congo.

Being the first ESDP mission to have a full-time gender advisor, many recommendations came from the experience of the EUFOR RD Congo mission. Isaksson and Viereck's points on incorporating gender as operationally strategic in the mission are as follows.

They iterated that UNSCR 1325 is an adequate and good base to use, in conjunction with complementary documents such as the Council of the European Union outline on Implementation of UNSCR 1325 in the context of ESDP and the Generic Standards of Behaviour for ESDP operations (which outline guides against SEA and GBV). However implementing them in context is the difficulty.

Part of implementation of UNSCR 1325 is that in operations, you need to have the population on side and need to address local women in operational planning and strategy. UNSCR 1325 is a fundamental instrument in this regard in that it recognises the importance of women in operations, as well as the disproportionate effects of conflict on women and children. Implementation of policies will never succeed if the strategy is just allowed to 'flow'. Strategy must involve ensuring that messages on gender and UNSCR 1325 are well received at the lower echelons. This can be done through early integration of gender perspectives in all phases of the mission from pre-planning onwards and also devising clear standard operating procedures.

Part of the EUFOR RD Congo strategy entailed the establishment of a good team between the operational headquarters and the gender advisor in the field. Especially essential is that the person on the ground, in this case Charlotte, is a driver for conceptualising and contextualising the policy into strategic implementation. A mission needs a vision on how to incorporate gender into the planning and operations. EUFOR RD Congo learnt a lot as it went along on how to incorporate gender perspectives into the mission and vision.

Important elements for a successful mission include a strong respect for the people; discipline, credibility and impartiality of the mission personnel. The latter is an essential element to gain respect of the people. Another element is the ability to look broadly at gender perspectives and awareness. Implementation must go beyond just SEA. The military-political interface of the mission is also a decisive facet. EUFOR RD Congo had contacts both in the arena of operations and on the political side in governments to enable implementation of gender perspectives. Additionally, working with NGOs proved invaluable, as the mission received information that it would not have otherwise without NGO consultation and contact.

Challenges included the realisation of gender awareness. For example, EUFOR patrols had difficulty in entering and engaging with the population in the slums, until women were added to the patrols to engage with the local women that controlled the social structure of the slums. The mission also had to grapple with the realisation that women don't automatically support a 'women's agenda'. Thus building trust and respect of the locals and for the mission was needed to enable successful implementation of gender aspects of the mission, not just the assumption that women will accept the gender work. To ensure this, the mission undertook a huge effort for training personnel in gender awareness.

Future recommendations include looking more at best practices and creating a useable database of contacts for consulting with all the actors in the field of operation, including for example local women's groups and NGOs, and contacts for gender advisors. Also, having gender advisors both in Headquarters and field

¹⁴ The EUFOR RD Congo mission was undertaken from July-November 2006. More information: www.consilium.europa.eu/cms3/fo/showPage.asp?id=1091&lang=en&mode=q

¹⁵ See presentation at www.isis-europe.org/pdf/2007_artrel_41_isaksson-eufor-rdcongo-ppt.pdf

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theatres of the operation would greatly enhance operability and success. Finally and a missing element that would greatly improve implementation and strategy, would be also having a parallel gender focal point in the EU in Brussels for the mission to engage and consult with.

Following guidelines from Council, the EU Operation Headquarters of the mission compiled a Final Report on Gender Work inside EUFOR RD Congo, giving practical examples. It is available here:

http://www.honvedelem.hu/files/9/8008/eu_operation_headquarters_final_gender_report_eufor_rd_con.pdf

Next steps for the 1325 EU Partnership

The success of this meeting and the excellent level of interest and participation indicate that a similar format of meetings on practical examples of implementation of gender in security and peacebuilding are useful and fill a gap in the EU scene. These meetings will continue to bring together actors, raise awareness and highlight strategies for implementation of policies and resolutions on gender.

Thus, the 1325 EU Partnership will continue to hold meetings on thematic of UNSCR1325 in Brussels and possibly extending to other centres. Information on UNSCR 1325 implementation, resources on training and announcements of events and conferences will be circulated through the Partnership email list and individuals and organisations are welcome to join the Partnership and email list and contribute speakers and suggestions for upcoming meetings. For more information, please contact Giji Gya giji.gya@isis-europe.org

1325 EU Partnership - Gender, Peace and Security Resources

Resources: institution webportals

- CIMIC and Gender http://www.cimicgroupnorth.org/ccoe_cic/cic_gender.html
- EC-UN Partnership on Gender Equality for Development and Peace www.gendermatters.eu
- NATO Committee on Women in NATO Forces http://www.nato.int/issues/women_nato/index.html
- OECD gender tipsheets
http://www.oecd.org/document/34/0,3343,en_2649_34541_1896290_1_1_1_1,00.html
- OSCE Women in Conflict Prevention www.osce.org/secretariat/18123.html
- Women War Peace (UNIFEM) www.womenwarpeace.org
- Women Watch: Women, Peace and Security (UN) www.un.org/womenwatch/feature/wps/index.html
- UN DPKO Peacekeeping Best Practices unit www.un.org/Depts/dpko/lessons/
- UN DDA gender and disarmament <http://disarmament.un.org/gender.htm>
- UN-INSTRAW Gender, Peace and Security Programme www.un-instraw.org/en/index.php?option=content&task=view&id=954&Itemid=209

Resources: training

- Genderforce www.genderforce.se
- International Alert www.international-alert.org
- Kvinna til Kvinna www.iktk.se/english/index.php

Resources: networks & NGOs

- DCAF www.dcaf.ch/activities/gender-children-security-programme.cfm?nav1=3
- EPLO Gender Peace and Security working group www.eplo.org/index.php?id=239
- Initiative for Peacebuilding
- GAPS UK
- NGO Working Group on Women Peace and Security www.womenpeacesecurity.org
- PeaceWomen - NGOs www.peacewomen.org/WPS/Index.html

Resources: publications

- Eldis - Gender www.eldis.org/go/topics/resource-guides/gender
- EPLO Gender Peace Security working group member publications www.eplo.org/index.php?id=261
- ISIS Europe www.isis-europe.org/index.php?page=gender

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