

# The Nordic Implementation of UNSCR 1325

*A Comparative Evaluation*

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ACAIDE

SUOMEN 1325 VERKOSTO  
Naiset, rauha ja turvallisuus

**Disclaimer**

The authors' views expressed in this evaluation report do not necessarily reflect the views of the organizations or individual members that belong to the 1325 Network Finland.

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## List of abbreviations

CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CMC	Crisis Management Centre
CMI	Crisis Management Initiative
CSO	Civil Society Organization
DDR	Disarmament, Demobilization and Reintegration
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FBA	Folke Bernadotte Academy
FINCENT	Finnish Defence Forces International Centre
FOKUS	Forum for Women and Development
MFA	Ministry for Foreign Affairs
NAP	National Action Plan
NATO	North Atlantic Treaty Organization
NGO	Non-Governmental Organization
NORAD	Norwegian Agency for Development Cooperation
ICRU	Icelandic Crisis Response Unit
ICEIDA	Icelandic International Development Agency
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OECD/DAC	Organisation for Economic Co-operation and Development /Development Co-operation Directorate
SIDA	Swedish International Development Cooperation Agency
SSR	Security sector reform
SWEDINT	Swedish Armed Forces
UN	United Nations
UNSCR 1325	United Nations Security Council Resolution 1325
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
UNHCR	United Nations Refugee Agency
UNFPA	United Nations Population Fund
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
WILPF	Women's International League for Peace and Freedom

## Foreword

In October 2013, the 1325 Network Finland commissioned a comparative evaluation on the implementation of UNSCR 1325 in the Nordic countries. The Nordic countries are often seen as a homogenous group representing similar values in the context of the UN. The principle of gender equality functions as a guideline to the foreign aid policies in all of these countries. Therefore it is no surprise that Denmark, Sweden, Norway, Finland and Iceland were among the forerunners when they, between 2005 and 2008, wrote their National Action Plans (NAPs) to speed up the implementation of UNSCR 1325 on Women, Peace and Security and related resolutions.

But how do the Nordic countries actually implement their NAPs? In similar ways or are there perhaps some (important) differences in implementation? The main goal that the 1325 Network Finland set for this evaluation was to build awareness of the ways and practices through which the United Nations Security Council Resolution 1325 and its following resolutions have been implemented in Denmark, Finland, Iceland, Norway and Sweden.

The comparison is based on contrasting the Nordic National Action Plans against one another: pointing out differences in focal points, funding and evaluation and monitoring, as well as identifying the best practices in their implementation. In addition, the evaluation team will point out the "Nordic lessons learned" and make practical suggestions for

the Finnish actors in regards to making implementation more effective.

The evaluation process in itself was already very informative and enabled us to gain insight on how differences in implementation and in 1325 related work in general materialize in practice in the Nordic countries. However, locating relevant actors proved in some respect harder than what we had anticipated.

Indeed, the high turnover of corresponding authorities is one of the key challenges that affect 1325 implementation. Nevertheless, we managed to collect enough information in the end, and it was also a pleasure to notice that the network of actors that work to implement the UNSCR 1325 is vast, although the stratification of the field makes the forming of a comprehensive picture difficult.

We are also delighted about the response of the civil society actors from different countries when they learned about our work. By engaging in dialogue with them, we learned a lot about the subject matter of the evaluation. Also the representatives of various administrative bodies and the academia have been very helpful, taking time to answer our queries and thus helping us forward.

We wish to thank each and everyone who took part in our discussions, shared information, participated in the survey, gave tips on who to contact and what to read, and pointed out gaps in implementation that were not covered in the survey. The response we received made

us feel that the work we were doing mattered and that it had a purpose that resonated strongly with the practical work of actually implementing SCR 1325.

There is one person whose efforts need to be acknowledged and without whom neither the additional material nor the overall picture of the network of actors within the Nordic countries would have been completed. Ms.

Elina Hatakka went the extra mile, and without counting the time spent or being discouraged by the difficulties, managed to gather the necessary information. Her passion towards the theme and determination not to give up have enabled us to make visible and recognize important differences between the Nordic countries that would have been omitted had we resorted only to the official and already published data.

May 2014,

Pirjo Jukarainen & Eeva Puumala  
Acaide Oy

# 1 Women, Peace, and Security Agenda

*"UNSCR 1325 is intended to be a strategic framework for more effective and sustainable peace negotiations, peace-keeping missions and peacebuilding interventions by the international community. It encompasses a range of complex issues, such as judicial and legal reform, security sector reform, peace negotiations, peacekeeping, political participation and protection from and response to sexual violence in armed conflict."<sup>1</sup>*

The agenda of "women, peace and security" is set in the resolution described in the above quote. The main objectives and aims of the UN Security Council Resolution 1325 (adopted in 2000) can be capsulized in three main themes:

1) Supporting the **participation** of women, which in practice means

- Increasing the participation of women at all decision-making levels in peace processes
- Increased role of women in UN operations, especially among military observers, civilian police, human rights and humanitarian personnel
- Appointing more women as special representatives and envoys to pursue governing offices on behalf of the UN Secretary General

2) **Protection** of women and girls in armed conflicts, by:

- Training all peacekeeping personnel on the protection, special needs and human

rights of women and children in conflict situations

- Protecting women and girls from gender-based violence, particularly rape and other forms of sexual abuse, through:
  - Recognizing the special needs of women and girls in refugee camps and settlements
  - Emphasizing the responsibility of states to put an end to impunity and prosecute those responsible of genocide, crimes against humanity, war crimes relating to sexual violence against women and girls and excluding these crimes (where feasible) from amnesty provisions

3) **Mainstreaming gender perspective** in peace processes, by:

- Incorporating the gender perspective/a gender component into peacekeeping operations
- Adopting a gender perspective when negotiating and implementing peace agreements, which means:
  - recognizing the special needs of women and girls during the so called DDR (Disarmament, Demobilisation and Reintegration) processes and programmes
  - supporting local women's peace initiatives and indigenous processes for conflict resolution
  - respecting the human rights of women and girls as they relate to (the reform of) the constitution, the electoral system, the police and the judiciary

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<sup>1</sup> In Egnell, R., P. Hojem and H. Berts (2012). Implementing a Gender Perspective in Military Organisations and Operations: The Swedish Armed Forces Model, p. 6. Uppsala University.

As the spectrum of the resolution is wide and the objectives manifold, the UNSCR 1325 leaves each of the Nordic states many focus areas to choose from. One of the problems, however, is a somewhat contradictory understanding of the role of women and girls; the UNSCR 1325 represents them at the same time as vulnerable victims in need of protection and as full agents (in the roles of peacemakers, peacekeepers and so forth) who need recognition and empowerment. The former approach represents *difference feminism*, which offers an image of women as different from, and perhaps weaker than, men, while the latter approach can be termed as *equality feminism*, where women are seen as capable as men.

This duality, seeing women either as agents or victims, can be detected also within the wider "1325 Resolution family". Since its adoption the UNSCR 1325 has been strengthened and boosted with already six new UN Security Council Resolutions, in which women are framed as victims and as a vulnerable part of the population. Resolutions **1820** (adopted in 2008), **1888** (in 2009), **1960** (in 2010) and **2106** (in 2013) all call for stronger and more concrete measures to protect women and girls from sexual violence and abuse. Related to these, the UN General Assembly also adopted in 2008 a groundbreaking resolution (62/214), namely *A UN Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by UN Staff and Related Personnel*.

The other stream of policy, which emphasizes women's active role in peace processes, has produced two additional Security Council

Resolutions: resolution **1889** (adopted in 2009), and the most recent one, resolution **2122** (adopted in 2013). According to the WILPF analysis of the SCR 2122, the pendulum swings back from a narrower focus on sexual violence to a more holistic approach of women's security needs and the conditions of sustainable peace. It also reinforces the role of women as agents.<sup>2</sup> The new UNSCR 2122 is a welcome addition to the group of resolutions adopted thus far. We also encourage its adoption proactively as a part of the Nordic National Action Plans.

In brief, resolution 2122 brings the UNSCR 1325 into the contemporary decade. It for instance notes *women's need for access to the full range of sexual and reproductive health services*. Within the Nordic countries, related action has already been supported since 2002 by Finland in Afghanistan, where the maternal mortality rate is among the highest in the world. Finland actually decided to double its annual funding (from 500,000 €) to the Marie Stopes International Afghanistan until 2017.<sup>3</sup> UNSCR 2122 also links the *economic empowerment of women* with the stabilization of society after armed conflicts, and strongly emphasizes the *role of civil society*, including a more systematic organization of women in peacebuilding. The importance of civil society

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<sup>2</sup> WILPF Analysis of UNSCR 2122. Peacewomen - website.

[http://peacewomen.org/security\\_council\\_monitor/debate-watch/all-debates/70/security-council-open-debate-on-women-peace-and-security-october-2013?adhocpage=9653](http://peacewomen.org/security_council_monitor/debate-watch/all-debates/70/security-council-open-debate-on-women-peace-and-security-october-2013?adhocpage=9653)

<sup>3</sup> Jukarainen, P. (2012) Implementing the UNSCR 1325 Women, Peace and Security in Afghanistan. Analysis of Finland's Activities during the period of the 1325 NAP 2008–2011, 1325 Network Finland.



organizations (CSOs) is highlighted also in all current Nordic National Action Plans (NAPs).

Both SCRs 1889 and 2122 also express concerns about the inadequate representation of women in peace mediation processes. The UN peacebuilding teams and member states are also called on to *facilitate women's participation in peace mediation processes*. Moreover, *mandates for the UN peace support missions* should include provisions on the promotion of gender equality. Both of the aforementioned objectives have been serious challenges in the implementation of the 1325 resolution family even today. In fact, according to the report of the UN Secretary General in 2010 (answering the evaluation request given in SCR 1889), since 1992 women have constituted less than 8 % of negotiating delegations and less than 3 % of the signatories of peace agreements.<sup>4</sup> A research of 585 peace agreements signed between 1990 and 2010 found that only 16 % of them contained any reference to women, and even then women were represented merely as a group that required special assistance.<sup>5</sup> There has been positive and significant progress, however, during the last few years! According to the recent report of the UN Secretary General all of 12 the UN led or co-led peace negotiation processes included women in 2012. Likewise gender experts were deployed to 85 % of conflict resolution processes led or co-led by the UN, an increase from 36 % in 2011. Also consultations with women's civil

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<sup>4</sup> Women's participation in peacebuilding. Report of the Secretary General. A/65/354 – S/2010/466.

<sup>5</sup> Bell, C. & O'Rourke C. (2010) Peace Agreements or Pieces of Paper? The Impact of UNSC Resolution 1325 on Peace Processes and their Agreements. *International and Comparative Law Quarterly* 5: 4, 941–980.

society organizations were conducted regularly in all peace processes; in this respect also a significant increase from 50 % in 2011.<sup>6</sup>

In the Nordic context, we can generalize and say that *women's participation in peace processes* (in peace mediation and negotiations) is a more or less explicit priority area in all Nordic NAPs. Most clearly, however, it is a national priority in Finland, Iceland and Norway, which monitor progress in this field with different indicators (In Finland there are 3 clear indicators on the issue; in Iceland and Norway 4). According to the 2011 Progress Report, Norway has succeeded in financing gender sensitive peace processes and has included women in its own delegations to peace negotiations.<sup>7</sup>

Besides peace mediation, the objective of increasing *women's participation in military peacekeeping* remains a genuine challenge today, even for the otherwise rather egalitarian Nordic countries. This theme is a priority in all Nordic NAPs and all of the Nordic countries also have indicators to monitor progress in this field. For instance according to the 2012 evaluation report of Operation 1325 in Sweden the share of women in all agencies that are involved in peacekeeping missions is 14.7 percent, while in the armed forces the share of women is 13.1 percent.<sup>8</sup> The first-ever woman to command a UN peacekeeping force, however, comes from Norway! General Kristin

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<sup>6</sup> Report of the Secretary General on women and peace and security. S/2013/525.

<sup>7</sup> Norwegian Ministry of Foreign Affairs, Women, peace and security: Norway's Strategic Plan 2011–2013, 2011 Progress report.

<sup>8</sup> Operation 1325 (2012) Women Count. Civil Society Monitoring Report 2012. Sweden's implementation of UNSCR 1325.

Lund will start leading about 1,000 peacekeepers in Cyprus in August 2014 (UNFICYP). Also Norwegian Mari Skåre was

appointed the NATO Secretary General's first special representative for Women, Peace and Security in 2012.

2012–2013	DENMARK	FINLAND	ICELAND	NORWAY	SWEDEN
Military personnel	Data not available	2 %	No military personnel	7 % (2012)	9 %
Civilian personnel	8–10 %	33 %	60 %	50 % (police, 2012)	28 % (police) 47 % (other civilians)

**Table 1. Female personnel in Peace Support Operations**

**Note:** These figures are only rough estimates based on our questionnaire and national reporting from the years 2012–2013 (See chapter 2.1 Methods and material). The actual numbers may differ during the year.

In addition, women's discrimination and sexual harassment are reported to be problems in operations. A research by the Swedish National Defence College, conducted in 2008, found that about 30 percent of Swedish female officers on international missions have been subject to sexual harassment during their duty abroad.<sup>9</sup> One of the objectives and indicators in the Finnish NAP for instance stresses explicit Code of Conduct in peace-support operations and its monitoring. This objective aims at preventing all kinds of sexual and gender-related abuse and harassment. Sweden is also mentioning in its NAP the importance of strengthening compliance with the operational Code of Conduct in this matter.

More generally speaking, *protection of women and girls against sexual violence and support for the victims of violence* is most clearly a central theme in Norway and Iceland. In their NAPs there are several concrete activities and indicators related to this theme of the UNSCR 1325, and more specific resolutions 1820, 1888, 1960 and 2106 on sexual and gender-based violence. All Nordic countries' NAPs, however, mention this theme among the objectives.

The gender balance is much more even in civilian crisis management. For instance in Finland, according to CMC Finland's statistics, women have counted approximately for 35–40 % of all personnel on civilian missions in recent years. The Folke Bernadotte Academy in Sweden reports that of the personnel it recruited in 2012, as much as 54 % were women.<sup>10</sup> In Iceland, the majority of seconded ICRU personnel consisted of men until 2011;

<sup>9</sup> Ivarsson, and Edmark (2007). Utlandsstyrkans internationella insatser ur ett genusperspektiv. Hinder och möjligheter för implementering av FN resolution 1325. Slutrapport. Stockholm: Försvarshögskolan

<sup>10</sup> Svenska myndigheters genomförande av FN:s Säkerhetsrådsresolution 1325, Perioden 1.1.–31.12.2012.

since then the ratio of women to men has been 60/40 in favour of women.<sup>11</sup>

Besides the acknowledged substantial and thematic challenges, it needs to be noted that the language used in UNSCR 1325 and its following resolutions is rather vague, employing words such as “invites”, “encourages” and “urges”. The member states are not “required” or “obliged” to take any particular measures to guarantee the implementation of the agenda, which in practice has led internationally to varied measures and different kinds of emphasis and implementation strategies<sup>12</sup>.

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<sup>11</sup> Iceland’s reporting for the UN with reference to the request for information regarding the implementation of UNSCR 1325, May 2013.

<sup>12</sup> See also Egnell, R., P. Hojem and H. Berts (2012). *Implementing a Gender Perspective in Military Organisations and Operations: The Swedish Armed Forces Model*, p. 1. Uppsala University.

## 2 The Scope of the Study

In the light of the above introduction, the goal of this evaluation is to compare the implementation of UNSCR 1325 and its following resolutions in Denmark, Finland, Iceland, Norway and Sweden. On one hand, the evaluation aims to analyze and contrast the objectives that were set in the resolutions against the Nordic National Action Plans (NAPs). Thus, it sheds light on the differences of primary focus areas of Denmark, Finland, Iceland, Norway and Sweden. Further emphasis is placed on the evaluation of how well the NAPs and their implementation are in line with the scope and content of the SCRs. On the other hand, the study evaluates the differences that exist between the Nordic countries in actual implementation, the achievement of goals, and the amount of resources allocated for work related to UNSCR 1325.

### 2.1 Methods and Material

The documentary material for this research comprises of the 1325 resolution family, the Nordic NAPs, the “shadow” evaluation reports of the Nordic NGOs and the self-monitoring evaluations of the Nordic governments. However, civil society reports were not available from Denmark and Iceland, while several reports have been published in Sweden.<sup>13</sup> Thus there is variance in the

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<sup>13</sup> The full list of reports and official documents that have been consulted for this evaluation can be found in Appendix 1.

The more specific objectives of this study are to:

- to form a comprehensive picture of the current framework of action in the field of UNSCR 1325 in the Nordic countries
- to compare the differences in resources (both financial and human) between the Nordic countries
- to document and share insight on best practices on the implementation of the National Action Plans
- to identify and analyse challenges and gaps in implementation in the Nordic countries
- to locate and make visible silent and experience-based knowledge that the relevant actors have on implementation
- to develop recommendations for the future

amount of available material among the Nordic countries.

Information gathered through a desk study was utilized in the making of the Internet-based survey that formed the second part of the empirical data on which this evaluation is based<sup>14</sup>. As a whole, the evaluation aims to

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<sup>14</sup> This additional data set boosts the comparative part of the evaluation, as it makes it possible to compare different means of implementation and differences in

generate a genuine discussion between national objectives and actual practices of implementing UNSCR 1325 in the Nordics, and to facilitate its effective implementation and monitoring in the future. The drafted survey was sent to ministries and other relevant governmental bodies, and also to civil society organizations that work with the monitoring or implementation of UNSCR 1325 in at least one of the Nordic countries. Furthermore, researchers working on the themes of gender and conflict (resolution) were selected to participate in the survey. This selection of respondents enables the evaluation to address and make visible experience-based and tacit knowledge on implementation. In order to gain valid information and to be able to take into account each group's professional and unique perspectives on implementation, the survey forms were customized.

Themes addressed in the survey for representatives of ministries and other administrative bodies were

- (i) funding and resources
- (ii) monitoring and evaluation
- (iii) implementation
- (iv) training (if applicable)
- (v) cooperation between different actors.

All in all, the survey form addressed to the representatives of governmental bodies comprised of 18 questions.

Survey forms for the representatives of civil society organizations covered the following themes:

- (i) funding and resources
- (ii) monitoring and indicators
- (iii) promotion and implementation
- (iv) cooperation between governmental organizations and NGOs

In the survey sent to the non-governmental sector the total number of questions was 17. In these two surveys the respondents were, with the help of thematic questions, asked to reflect upon their work and its meaning together with its relation to the effective implementation of UNSCR 1325. Furthermore, there were questions that charted the most pressing points that would need to be developed in the future to enhance the implementation of UNSCR 1325.

In the survey sent to researchers, the overall research environment was charted to gain insight into whether questions related to gender sensitive conflict studies are appealing topics in terms of research funding. Another theme was the role of researchers in work related to UNSCR 1325. In relation to this theme, researchers were asked to critically evaluate the process of writing the National Action Plans, the functionality of indicators and success areas and possible gaps in implementation.<sup>15</sup>

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resourcing with regard to the implementation of UNSCR 1325.

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<sup>15</sup> The questions of the surveys are included in Appendix 2.

## 2.2 Respondents and Participants

The survey mapped out the network of relevant actors that work with the implementation of UNSCR 1325 in the Nordic countries. It was sent out to 65 respondents. The number of respondents by country and affiliation are presented in Table 1.

The first major difference that the evaluation team encountered was that in some countries

and sectors it was relatively easy to locate people who were to receive the survey. In Denmark, however, the situation was rather difficult: it proved practically impossible to find researchers whose research interests were gender sensitive conflict studies. In the end, only two people received the survey, and both let the evaluation team know that they did not have the necessary expertise.

	Denmark	Finland	Iceland	Norway	Sweden
Governmental bodies	3 (1)	8 (4)	2 (1)	7 (3)	12 (7)
CSOs	3 (2)	3 (2)	2 (2)	3 (2)	4 (3)
Researchers	2 (0)	3 (1)	4 (2)	4 (3)	5 (5)
Total number of respondents	8 (3)	14 (7)	8 (5)	14 (8)	21 (16)

Table 2. The respondents and number of responses for the survey by country and affiliation

The high response rate of the survey suggests that people working with the implementation of SCR 1325 are committed to their work. The response rate of the whole survey was 60 %. The group specific percentages were:

- 50 % for the representatives of ministries and other administrative bodies<sup>16</sup>
- 73 % for the representatives of CSOs<sup>17</sup>
- 61 % for the researchers

<sup>16</sup> There were 6 incomplete surveys of which 2 are still included in the response rate. In 4 rejected forms, the respondent had merely identified the body and country that s/he represented, while the other 2 had replied some other questions as well. The 4 empty forms - 2 from Sweden and 2 from Norway - are not included in the statistics.

<sup>17</sup> In the responses of the representatives of civil society, there was one respondent, who indicated only the kind of CSO that s/he represented and the country where the organization was based. This response has not been taken into account.

In order to gain a better view on the gender training in armed forces in each country, we carried out two extra interviews and a couple of small e-mail questionnaires. This data forms the core of analysis in section 4.2.

### ***2.3 Limits of the Evaluation***

As the scope of the evaluation is wide and its research methodology qualitative, it has not been possible to scrutinise any single aspect of the Nordic implementation of UNSCR 1325 in depth. The small questionnaire for the selected authorities and experts, and the documentary materials reveal only on a general level, how the implementation is carried out in practice and what insight various actors offer based on their

organizational involvement in the implementation. In addition, it needs to be emphasized that the evaluation focuses only on the current state of implementation and its outcomes in the Nordic countries. Thus it does not examine the way in which for example the National Action Plans have developed and whether there have been changes in implementation activity.

### 3 National Action Plans in the Nordic Countries

Next, we will present the *responsible parties* that are stated in the different Nordic NAPs. Secondly, we will briefly sketch their *focus areas*. In the third and fourth parts of this

section, attention is drawn to *the indicators* at use, and lastly we pay attention to monitoring practices and their frequency.

	CURRENT SIGNATORIES	THE ROLE OF THE CIVIL SOCIETY
<p><b>DENMARK</b></p> <p>1st NAP in 2005</p> <p>2nd 2008–2013</p>	<p><i>Ministry of Foreign Affairs, Ministry of Defence, Danish National Police</i></p> <p>These signatories have the responsibility to internally plan their implementation and report for the Inter-Ministerial Working Group</p>	<ul style="list-style-type: none"> <li>• Danish civil society was consulted in the revision of the 1325 NAP</li> <li>• Danish CSOs that work in the area of humanitarian and peace operations are mentioned as the trainers of Danish soldiers &amp; police.</li> <li>• SCR 1325 will be discussed when relevant within the Humanitarian Contact Group<sup>18</sup></li> <li>• Within the Women and conflict initiative in Africa of the MFA, the Danish and African NGO's awarenessraising of the SCR 1325 and programmes to empower women are supported.</li> <li>• The Danish NGOs are mentioned as important partners in mine action activities.</li> <li>• The Inter-Ministerial Working Group (IMWG) on SCR 1325 can be used as a dialogue forum with the civil society</li> </ul>
<p><b>FINLAND</b></p> <p>1st NAP 2008–2011</p> <p>2nd 2012–2016</p>	<p><i>Ministers: for Foreign Affairs, for International Development, of Justice, of the Interior, of Defence, of Culture and Sport.</i></p> <p>Besides the signatories above, <i>Ministry of Social Affairs and Health, Office of the Ombudsman for Minorities, Finnish Defence Forces and the Crisis Management Centre (CMC) Finland</i> are also mentioned as responsible parties in several issues.</p>	<ul style="list-style-type: none"> <li>• Both the first and the revised 1325 NAPs were drafted in cooperation with the Finnish NGOs.</li> <li>• Funding NGO projects with a gender objective and the funding for UN Women are two indicators of programming.</li> <li>• The 1325 Network formed by NGOs has an important role in monitoring and evaluation. Funding for NGO's 1325 work is one of the indicators of monitoring and reporting.</li> </ul>

<sup>18</sup> The Humanitarian Contact Group strengthens cooperation between Humanitarian NGO's (such as DanChurchAid and Danish Red Cross) and Humanitarian Governmental organisations (for example Danida and the Danish Emergency Management Agency).



<p><b>ICELAND</b></p> <p>1st NAP 2008</p> <p>2nd 2013–2016</p>	<p><i>Ministry for Foreign Affairs.</i></p> <p>Besides the signatory Ministry, <i>the Icelandic Crisis Response Unit (ICRU) and the Icelandic International Development Agency (ICEIDA)</i> are mentioned as responsible parties related to the indicators.</p>	<ul style="list-style-type: none"> <li>• NGOs were consulted in the revision of the 1325 NAP.</li> <li>• Funding for the Icelandic NGOs that promote participation of women in peacebuilding and post-conflict reconstruction is one indicator of participation.</li> <li>• A minimum of 5 million Icelandic kroner should be granted annually to local and international NGOs that focus on the increased participation of women in peacebuilding and post-conflict reconstruction.</li> <li>• NGOs are provided two training courses annually on SCR 1325 (allocated budget: appr. 500,000 Icelandic kroner/per training)</li> <li>• Icelandic and International NGO's projects related to the protection against sexual violence or protection of victims of sexual violence in conflict is supported. Minimum annual funding allocated: 10 million Icelandic kroner.</li> </ul>
<p><b>NORWAY</b></p> <p>1st 2006</p> <p>2nd (strategy) 2011–2013</p>	<p><i>Ministers: of Foreign Affairs, of the Environment and International Development, of Defence, of Justice and the Police, of Children, Equality and Social Inclusion.</i></p> <p>The signatories above share the responsibility for implementation</p>	<ul style="list-style-type: none"> <li>• An annual allocation of 300 million NOK for women's rights, and 140 million NOK from the allocations for humanitarian assistance and peace and reconciliation are earmarked each year for the implementation of SCR 1325.</li> <li>• Women's organizations and networks with contacts at grassroots level are priority partners when increasing women's participation in peace processes in which Norway is involved. This is monitored with indicators of volume and financial support.</li> <li>• (Medical, psychosocial and legal) projects and campaigns related to sexual violence in conflict are supported.</li> <li>• NGOs and research institutes meet twice a year with an inter-ministerial follow-up working group.</li> </ul>
<p><b>SWEDEN</b></p> <p>1st 2006–2008</p> <p>2nd 2009–2012 (extended till 2015)</p>	<p><i>Government Offices of Sweden (Regeringskansliet)</i></p> <p>The following are listed in the NAP as key national officials involved in the implementation: <i>Ministries for Foreign Affairs, of Defence, of Justice and for Integration and gender Equality.</i></p> <p>The following agencies are also mentioned: <i>the Swedish Armed Forces, the national Police Board, the Folke Bernadotte Academy, SIDA, the Swedish Civil Contingencies Agency, the Swedish Defence research Agency, the National Defence College, the Swedish Prison and Probation Services, the National Courts Administration and</i></p>	<ul style="list-style-type: none"> <li>• The revised 1325 NAP has been drafted with the NGOs.</li> <li>• The project and later network called GenderForce involving NGOs and government agencies is mentioned as an example of good collaboration and forum to exchange information and experiences.</li> <li>• Swedish NGOs are mentioned as important partners in disseminating information nationally and co-operating with the women's organizations in partner countries.</li> </ul>

	<p><i>the Swedish Prosecution Authority. Swedish embassies and permanent missions abroad.</i></p> <p>The indicators adopted concern only the following officials: <i>Swedish Armed Forces, the national Police Board, Folke Bernadotte Academy, SIDA, the Swedish Civil Contingencies Agency, and the Swedish Prison and Probation Services</i></p>	
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**Table 3. The signatory parties and the role of the civil society in the Nordic NAPs**

### **3.1 Comparison of the Responsible Parties**

The current signatory parties in the Nordic NAPs are represented in Table 2 together with the role that the NAPs give for the civil society in the implementation of UNSCR 1325.

Comparison shows that the Ministry for/of Foreign Affairs is central for the implementation in all Nordic countries. The same concerns the Ministry of Defence – except for Iceland, where there is no standing army. The Icelandic peacekeeping forces (Icelandic Crisis Response Unit, ICRU) form a separate entity within the Ministry for Foreign Affairs.

Sweden identifies the largest list of key officials; its list of 7 indicators, however, allocates responsibility to 6 governmental officials, and thus, unlike other Nordic countries, it in a manner “frees” the mentioned Ministries from implementation

responsibility with its current indicators. This, however, derives from the fact that in Sweden since 1997, Government Offices (Regeringskansliet) has formed a single, integrated public authority and the Government Agencies are rather independent. There are no sector ministries similar to other Nordic countries.

Finland has the longest list of responsible Ministries (altogether 7), in contrast to Iceland (only one) and Denmark (2).

There are also differences in the ways and depth in which CSOs have been taken into account in the NAPs – in the formulation, revision and actual implementation or promotion of 1325. Also the amount of funding that is allocated for the work of CSOs in the NAPs varies within the Nordic countries. (See more in chapter 5.)

### 3.2 Focus Areas

Due to considerable structural differences between the Nordic NAPs, the following comparison of the national focus areas is based on the three main themes or objectives of the UNSCR 1325 that were introduced in the beginning of this report. Hence, the NAPs will be compared in terms of the efforts and measures they introduce in the focus areas,

namely in the fields of *participation* (of women), *protection* (of women and girls in conflicts) and *mainstreaming gender perspective in peace processes*. The themes are purely analytical, and as such not present in the UNSCR 1325. However, they do provide a useful framework for the comparison of the Nordic countries' national priorities.

#### DENMARK

The current Danish 1325 NAP for the years 2008–2013 has three overall objectives:

- To achieve greater, active participation of women in peace building at international and local levels;
- To enhance the recognition of the special needs and rights of women and girls before, during and after armed conflict;
- To provide protection of girls and women against violence, including gender-based violence, such as rape and sexual abuse, and ending impunity for gender crimes.

These themes are first operationalized as action lists for the relevant national organizations and the European and international frameworks in the field of *humanitarian and peace-operations*<sup>19</sup>.

Moreover, in the field of *peacebuilding and conflict resolution*, the NAP defines tasks and roles separately for bilateral cooperation, for NGOs, and for multilateral cooperation within the UN, the World Bank and the OECD/DAC.

#### Participation

The theme of *participation* is emphasized when the NAP states that Denmark aims to:

- Increase the number of women in senior international work by contributing candidates to the roster for positions within the EU and the UN
- Achieve gender balance in peace operations<sup>20</sup>

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<sup>19</sup> Here the Danish NAP lists the following organizations: the EU, OSCE, NATO, the UN and the so called like-minded countries – in which context for instance Sweden and Norway are mentioned.

<sup>20</sup> The responsible actors mentioned are the Danish Armed Forces, the Danish National Police and Danish International Humanitarian Services

- Work to increase the flexibility of EU terms and conditions for deployment, to attract more (police) women.<sup>21</sup>

### *Protection*

The theme of *protection* is present in the two priority areas set in the Danish NAP, but concrete measures of action are mentioned only in some objectives (for example):

- The Ministry of Foreign Affairs supports capacity building and training on the prevention of sexual exploitation and abuse in UN peacekeeping operations
- Denmark will prioritise adequate health care and, where necessary surgical attention to victims of gender based violence and support adequate protection to girls and women in camps.

The relative lack of attention to protection in the Danish NAP may have resulted from the need to focus more on women's active participation in peacebuilding, as one of the lessons learned after the evaluation of the previous NAP (2005–2008) was that it focused mainly on the protection of women against the effects of violent conflict.<sup>22</sup>

### *Gender mainstreaming*

In more concrete terms, Denmark operationalizes *gender mainstreaming* for instance through the following measures<sup>23</sup>:

- Working to include relevant elements of SCR 1325 into civil-military co-planning
- Mainstreaming SCR 1325 into Danish humanitarian assistance and development assistance
- Training the staff of the Danish Armed Forces, the Danish National Police and the Danish International Humanitarian Services and enhancing the understanding of SCR 1325
- Promoting the initiation of a NATO policy on SCR 1325 implementation
- Promoting SCR 1325 aspects in Disarmament, Demobilization and Reintegration (DDR) initiatives

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<sup>21</sup> The responsible party mentioned is the Ministry of Foreign Affairs.

<sup>22</sup> Denmark's 1325 NAP 2008–2013, page 11

<sup>23</sup> The list is more an indicative than a comprehensive one.

## FINLAND

In the current Finnish NAP (2012–2016), Finland emphasizes each of the three central themes outlined in the UNSCR 1325. The following groupings are used in the Finnish NAP:

- Conflict prevention, peace negotiations and peacebuilding
- Crisis management
- Strengthening, protecting and safeguarding the human rights of women and girls

Besides these broad themes, the Finnish NAP mentions three other cross-cutting sub-themes, which play a role in creating preconditions for the strengthening of women's participation in peace processes. These sub-themes are *environment and security, health, and education*.

In the Finnish NAP the theme of participation overlaps and intersects with the themes of prevention and gender mainstreaming, so it is also here treated together with the two other themes

### *Participation and prevention*

Under the themes of *prevention* and *participation*, the Finnish 1325 NAP has 3 objectives:

- To advocate UNSCR 1325 in conflict prevention, peace negotiations, peacebuilding and humanitarian aid
- To support women's economic and political participation and empowerment in conflict prevention
- To promote women's participation in environment and security related issues and in the mitigation of climate change and adaptation to its consequences

### *Participation and gender mainstreaming*

The second theme that places emphasis on women's *participation* intersecting with *gender mainstreaming* in crisis management also has 3 objectives:

- To increase the number and share of women in crisis management and strengthen the implementation of SCR 1325 both nationally and internationally
- To ensure that all crisis management personnel, their trainers and the responsible authorities possess required expertise in human rights and gender equality and good team working skills
- To ensure that the military and civilian crisis management staff has an explicit code of conduct and that it is monitored

## **Protection**

Under the third thematic focus area, namely *protection*, there are three following objectives:

- To strengthen the human rights of women and girls (internationally and locally)
- To participate in the fight against impunity
- To prevent human trafficking and sexual and other forms of violence against women, and to support the victims of these crimes

Under each of the objectives, the Finnish NAP lists from one to ten (1–10) concrete steps to be taken at the national, international and local levels (here the latter refers to countries or areas in conflict).

## **ICELAND**

The Icelandic NAP for the years 2013–2016 puts forward four main objectives under the following titles:

- *Training and Advocacy*  
Focus: the training of employees who work on UNSCR 1325 and advocacy of the 1325 resolution
- *Participation*  
Focus: women's increased participation in peace processes and in post-conflict reconstruction
- *Prevention, protection, relief and recovery*  
Focus: women and girls as victims in conflict need protection, relief and recovery and sexual and gender-based violence needs to be prevented
- *Partnership and collaboration;*  
Focus: joint work between Icelandic Government, national and international NGOs, international organizations and other like-minded countries

## **Participation**

Under the theme "*participation*" there are five expected outcomes from the implementation of the Icelandic NAP:

- ICRU recruits gender equality experts
- ICRU maintains a gender balance in staffing
- More women are recruited to senior positions both in Iceland and internationally in the field of peace and security and within the Icelandic Foreign Service
- Women from conflict-affected areas participate in peacebuilding meetings organized or attended by Icelandic officials
- Support to projects that work on increasing the participation of women, whether carried out by international organizations or national NGOs

## *Protection*

Under the *protection* theme, the outcomes of activities are the following:

- Women and girls are protected against violence and will receive relief and recovery
- Victims of sexual violence get access to professional assistance and rehabilitation
- Victims of human trafficking in Iceland receive assistance

## *Gender mainstreaming*

Under the first objective *Training and Advocacy* the implementation is set in the form of four concrete outcomes:

- Employees and seconded experts of the Foreign Service, the Icelandic Crisis Response Unit (ICRU) and the Icelandic International Development Agency (ICEIDA) possess knowledge of UNSCR 1325;
- Their job descriptions and/or project documents take UNSCR 1325 into account
- The Country Plans of Action are aligned with the UNSCR 1325
- The Icelandic government promotes, whenever possible, the implementation of UNSCR 1325

Finally, the fourth objective of *partnership* lists the following outcomes that can be related with *gender mainstreaming*:

- Cooperation with individuals with working knowledge of conflicts
- Line ministries, agencies and NGOs possess knowledge of UNSCR 1325
- Increased public awareness of UNSCR 1325
- Partnership and cooperation with the Nordic countries creates synergies in the implementation

## **NORWAY**

The current Norwegian Women, Peace and Security Strategic Plan for the years 2011–2013 prioritizes the following five areas. Furthermore, like the Icelandic NAP, each priority area has an overall agenda that it aims to put forward:

- *Peace processes and negotiations*  
Focus: to promote the participation of women and to integrate a gender perspective in peace processes and negotiations
- *International operations*  
Focus: to strengthen the gender perspective in international operations and increase the participation of women
- *Post-conflict situations and peacebuilding*  
Focus: to increase the participation of women in peacebuilding and post-conflict situations and strengthen gender perspective in reconstruction processes

- *Sexual violence in conflict*  
Focus: to prevent and protect against sexual violence, to promote the prosecution of perpetrators and provide support for victims.
- *Reporting and accountability*  
Focus: to focus strongly on monitoring the results and to increase accountability

### ***Participation and gender mainstreaming***

Similar to Finland, the theme of *participation* intersects and overlaps with the theme of *gender mainstreaming* in the Norwegian NAP. The first three priority areas that fall within the themes of *participation* and *gender mainstreaming* include the following concrete sub-goals:

- More women participate in Norwegian and international peace delegations
- Local women participate in peace processes and negotiations or in parallel processes where Norway is involved
- A gender perspective is integrated into peace agreements and peace processes where Norway is involved
- Norwegian operation personnel has knowledge and competence in SCR 1325
- A gender perspective is integrated into the implementation and evaluation of operations
- More women participate in operations, especially in leadership positions
- Local women participate in decision-making processes in peacebuilding and post-conflict reconstruction
- Women's rights and needs are emphasized in security sector reforms.

### ***Protection***

Under the *protection* themed section related to sexual violence in conflict the following goals are set:

- Sexual violence is prevented in countries and areas where Norway is involved
- Victims of sexual violence have opportunities for rehabilitation in areas where Norway is engaged
- Perpetrators are brought to justice on a national level and, where appropriate, on an international level.

## **SWEDEN**

Sweden has set three priority areas in the 1325 NAP for the years 2009–2012 (and extendedly until 2015):



- *A considerably larger proportion of women to participate in international peace-support and security-building operations<sup>24</sup>*
- *The protection of women and girls in conflict situations should be strengthened and based on analysis in which women participate actively*
- *Women in conflict areas should participate fully and on equal terms with men at all levels in the mechanisms and institutions for conflict prevention, crisis management, peace-building, humanitarian operations and other initiatives in the post-conflict phase*

All these priority areas are implemented nationally, regionally and globally. At the national level the Swedish NAP lists altogether 25 concrete aims. Work at the regional level mentions steps and initiatives within the EU, the OSCE, NATO, and the Council of Europe. Work at the global level describes Sweden's actions within the UN system.

### **Participation**

Women's increased *participation* is mentioned in many contexts in the Swedish NAP. It means for instance work to fulfill the following objectives:

- Larger proportion of women at all levels and in different types of positions in civilian and military operations
- Equal participation of women and men in operation (in ESDP and UN operations)
- Strategic efforts to increase the proportion of female conscripts, professional soldiers and officers
- More women candidates identified and nominated for senior positions in operations
- Swedish delegations that visit conflict areas must include discussions with women

### **Protection**

The *protection* of women and girls in conflict refers to the following objectives:

- Paying attention to the security needs and protection of women and girls, including sexual and reproductive health and rights
- Developing training for the Swedish personnel in peace-support and humanitarian operations of UNSCR 1325 and 1820.

### **Gender mainstreaming**

Sweden also enhances *gender mainstreaming* by e.g. the following means:

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<sup>24</sup> Within the framework of regional and international organisations, operations are to be implemented with a gender perspective in order to increase their effectiveness.

- Integrating a clear gender equality perspective into the judicial system and the rule of law in post-conflict countries
- Dialogue with the relevant parties to a conflict covers women's participation, human and humanitarian rights, prevention of abuse and penal measures against perpetrators
- Swedish embassies and permanent missions abroad and other actors in conflict areas work with SCR 1325 in these countries
- The reform of the security sector in post-conflict countries takes SCR 1325 and the active participation of women into account
- SCR 1325 is integrated into development cooperation.
- Sweden ensures that Gender advisers in ESDP operations receive the necessary resources, authority and support.
- Sweden participates in the New York -based group of friends of UNSCR 1325

## *IN SUM*

There are considerable structural differences in the way the thematic priority areas are grouped and defined in Nordic NAPs. Broad objectives and vague language are common features of all the NAPs. The language reflects the wordings of the UNSCR 1325 itself, and thus leaves concrete measures and actions rather open and to be decided by the actors who do the actual implementation of the NAP.

Especially the Danish and Swedish NAPs seem to list more expressions of political will and determination than concrete plans for implementation with clearly measurable results. Finnish, Norwegian and Icelandic NAPs are much more clearly focused and have specific priority areas to be monitored. The objectives as such set in the Nordic NAPs often remain on a rather abstract level.

Without clear and concrete indicators, their implementation is very very difficult.

Nordic cooperation is differently present in the Nordic NAPs. Sweden only mentions it briefly and generally. Denmark refers instead to like-minded countries and mentions Sweden and Norway in this context. Finland, Iceland and Norway clearly monitor Nordic cooperation with one of their NAP indicators. Finland measures joint appearances, initiatives and projects; Iceland monitors e.g. joint training, research and other projects; Norway monitors cooperation within the Nordic Centre for Gender in Military Operations.

(See more of the actual implementation and the Nordic cooperation in practice in Chapter 4.3)

### 3.3 Indicators

As in the case of the NAPs, also the indicators at use in the Nordic countries are diverse. The following table presents an overview of the

themes and volumes of the indicators and their substance areas.

Indicators	Themes in the NAP and volume of indicators under each theme	Nordic comparison of indicators
<b>DENMARK</b>	<p>No thematic categories listed</p> <p><b>At the end of NAP there are 5 different indicators</b></p>	<ul style="list-style-type: none"> <li>Counting the number of women: 1/5 indicator</li> <li>Measuring the volume of gender expertise or personnel: 1/5 indicator</li> <li>Measuring allocated funding: 0/5 indicators</li> <li>Measuring gender training or education: 0/5 indicators</li> </ul> <p><b>Responsible Ministries are mentioned with the objectives set, no clear relation to the indicators</b></p>
<b>FINLAND</b>	<ul style="list-style-type: none"> <li>Theme 1: Policies &amp; mandates (3)</li> <li>Theme 2: Dialogues &amp; partnerships (3)</li> <li>Theme 3: Projects &amp; programmes (11)</li> <li>Theme 4: Personnel, expertise &amp; accountability (11)</li> <li>Theme 5: Ratification of international conventions &amp; their implementation (3)</li> <li>Theme 6: Evaluation, results &amp; research (4)</li> <li>Theme 7: Statistics &amp; communications (3)</li> <li>Theme 8: Monitoring &amp; reporting (4)</li> </ul> <p><b>Total 42 indicators</b></p>	<ul style="list-style-type: none"> <li>Counting the number of women: 5/42 indicators</li> <li>Measuring the volume of gender expertise or personnel: 3/42 indicators</li> <li>Measuring allocated funding: 12/42 indicators</li> <li>Measuring gender training or education: 5/42 indicators</li> </ul> <p><b>Responsible Ministries are indicated for each indicator</b></p>
<b>ICELAND</b>	<ul style="list-style-type: none"> <li>Theme 1: Training and advocacy (4)</li> <li>Theme 2: Participation (5)</li> <li>Theme 3: Prevention, protection, relief &amp; recovery (3)</li> <li>Theme 4: Partnership &amp; collaboration (4)</li> </ul> <p><b>Total 16 indicators</b></p>	<ul style="list-style-type: none"> <li>Counting the number of women: 3/16 indicators</li> <li>Measuring the volume of gender expertise or personnel: 2/16 indicators</li> <li>Measuring allocated funding: 8/16 indicators</li> <li>Measuring gender training or education: 5/16 indicators</li> </ul> <p><b>Responsible ministries and officials are mentioned in relation to the objectives; no clear relation to the indicators</b></p>

<b>NORWAY</b>	<ul style="list-style-type: none"> <li>• Priority area 1: Peace processes (6)</li> <li>• Priority area 2: International operations (10)</li> <li>• Priority area 3: Post-conflict situations &amp; Peacebuilding (7)</li> <li>• Priority area 4: Sexual violence in conflict: (7)</li> <li>• Priority area 5: Reporting &amp; accountability (5)</li> </ul> <p><b>Total: 35 indicators</b></p>	<ul style="list-style-type: none"> <li>• Counting the number of women: 5/33 indicators</li> <li>• Measuring the volume of gender expertise or personnel: 7/33</li> <li>• Measuring allocated funding: 8/33 indicators</li> <li>• Measuring gender training or education: 8/33 indicators</li> </ul> <p><b>Responsible ministries are indicated for each activity but not explicitly for the indicators</b></p>
<b>SWEDEN</b>	<p>The NAP for 2009–2012 has no indicators.</p> <p>In the autumn 2012 the Swedish Government adopted <b>7 different indicators.</b></p>	<ul style="list-style-type: none"> <li>• Counting the number of women: 2/7 indicators</li> <li>• Measuring the volume of gender expertise or personnel: 1/7 indicators</li> <li>• Measuring allocated funding: 3/7 indicators</li> <li>• Measuring gender training or education: 0/7 indicators</li> </ul> <p><b>Responsible officials are indicated for each indicator</b></p>

**Table 4. An overview of the indicators used in the Nordic countries.**

When compared, Finland stands out with the most extensive and explicit list of indicators. The Finnish NAP lists altogether 42 different indicators that have been divided in 8 sub-themes. The themes of the indicators are not exactly the same as the Finnish priority areas, but rather reflect concrete means of implementation, such as policy papers and advocacy, specific projects, personnel and ratification of conventions.

The only problem with this creative and thorough list of indicators is that it is perhaps too detailed to be taken seriously – even if the responsibility is clearly indicated for each Ministry and office. The opposite is found in the Danish NAP, which has no themes at all and none of the indicators are directly related to the priority areas. Iceland and Norway have linked their indicators both to the general thematic priority areas and under

these to specific objectives. Sweden has adopted 7 indicators for 4 different objectives, which are derived from the three general aims set in the NAP.

Iceland and Sweden are countries that measure progress most clearly through funding allocated to UNSCR 1325 related activities. From all the indicators in the NAPs, as much as 50 % are economic in Iceland and 42 % in Sweden. In the Finnish NAP, 28 % of all indicators measure allocated funding, while the same share in Norway is 24 %. These types of indicators include financial resources allocated for different gender sensitive projects, for the UN Women, DDR and SSR programmes, for the NGOs or women’s networks, and for gender training. In Denmark none of the five indicators are economic.

Iceland is the only country that has clearly earmarked a budget allocation for implementation in the NAP and its indicators. Other countries relate objectives to specific economic indicators. Finland for instance mentions in the NAP that it continues active support and funding for the Victims Trust Fund of the International Criminal Court (ICC)

and its UNSCR 1325 related projects. Likewise the 1325 Network Finland must be provided financial support by the administrative branches as it has an important role in the monitoring and evaluation of the Action Plan. These two objectives are monitored with separate indicators.

	General evaluation of the national differences (Pros and cons)
<b>DENMARK</b>	5 different indicators are more like concrete, operationalized objectives than monitoring tools. Indicators are linked to the 3 objectives.
<b>FINLAND</b>	42 indicators are innovatively categorized and linked both to the political objectives and different types of action (policies and mandates, dialogues and partnerships, projects and programmes personnel and expertise, ratification of conventions, evaluation, statistct etc.)  It is mentioned which indicators are also used by the EU and/or the UN. This makes it easier for the officials to report for them.
<b>ICELAND</b>	Indicators are very concrete and mostly rather easy to use. Some of the 16 indicators include also objectives (like the expected percentage share of women).  Responsible actors are not named. Earmarked budget allocation in some of the indicators.
<b>NORWAY</b>	35 indicators have a specific time frame. Responsible ministries are named.  Creative indicators are easy to follow and clearly linked to the set goals and concrete activities.
<b>SWEDEN</b>	The NAP for 2009–2012 has no indicators. In the autumn 2012 the Swedish Government adopted 7 indicators of which 6 are quantitative.  Civil society organizations have criticized of not being consulted during the drafting of the indicators.

### *3.4 The CSOs and Academic Respondents' Evaluation of the Indicators*

The representatives of the CSOs were asked to evaluate whether the indicators that are used in their country are functional, and whether the official monitoring of the NAP is effective. We also asked whether the organization has been consulted or participated in the creation of the national indicators. The representatives of the academia were also asked to what extent academic knowledge and research results had been taken into account when drafting the NAP and deciding about the indicators.

In general, over 64 % of all representatives of the CSOs felt that the indicators and/or monitoring are not effective. The two **Icelandic CSO respondents**, however, were satisfied with the monitoring and/or indicators, and their own organizations had been consulted in defining them. Representatives from the academia were consulted, but the academic respondent felt that the Ministry for Foreign Affairs relied more on practitioners knowledge from the field than academic research when deciding about the indicators. Another researcher saw that the Icelandic NAP should identify more clearly who is responsible for each task in the plan. There is also a risk that Iceland focuses only on the easily measurable objectives that can be tracked with "numbers".

The **Finnish representatives of the CSOs** were divided in their opinions. One expressed dissatisfaction towards the indicators and pointed out that there should be more concrete issues for the NAP to be effectively monitored. Another respondent considered

that the indicators and monitoring mechanisms were good as such, but was skeptical whether they will be systematically used. Indicators of the current NAP had been valid for less than a year at the time of this evaluation. Both of the CSO representatives had participated in drafting the indicators, but according to our academic respondent from Finland, research results or academic knowledge were not adequately used in the process.

The strongest critique towards the indicators came from **Sweden**. The CSO representatives felt that the indicators were not adequate or relevant to monitor the implementation of the Swedish NAP and they had not been consulted when the indicators were set – only informed of them afterwards<sup>25</sup>. It was seen as inappropriate that the authorities that should be monitored had the absolute power to define what should be monitored. More measurable goals and activities should also be set according to this critique. One CSO respondent considered the measurement of allocated funding as an inappropriate way to evaluate the progress in objectives that have been tied to them. Also the methodology for reporting should be strengthened, in the view of the survey respondents, and when revisions are made to the NAP the CSO sector should be involved in the production of the indicators. The Swedish academic respondents were not able to estimate whether academic knowledge had

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<sup>25</sup> See also Operation 1325 (2013): Women count: Civil Society Monitoring Report 2013, Sweden's Implementation of UNSCR 1325.

been used when drafting the NAP or indicators.

When looking at how academic knowledge and research has been used in drafting the NAP and its indicators, **Norway** stands out as an exception among the other Nordic countries. Norway’s NAP was written by two researchers in cooperation with a civil servant from the Ministry of Foreign Affairs. According to our academic respondent, relevant ministries were open to using academic knowledge and research results.

However, the Norwegian NGOs were not satisfied with the monitoring or indicators. The indicators at use in Norway are connected to the two years strategic plan of 2011–2013. The strategy says that it is an

updated version of the 2006 Action Plan, which “will still apply and provide guidelines for the broader implementation of SCR 1325”.

The representatives from the civil society organizations pointed out that the indicators of the strategy are hardly at use when the actual reporting is done.

It was also considered difficult to track down how the implementation is carried out in practice, how much funding different ministries use and how funding is allocated. The CSOs have requested a specific budget line from the officials to be able to track the finances, but, in the words of one respondent “so far without luck”. The CSOs have also requested annual reporting for the Parliament on the issue.

### 3.5 Monitoring Mechanisms

In the following table we will present the practices and mechanisms of monitoring that – according to the NAPs – are used or should be used in the Nordic countries to follow-up on the implementation of UNSCR 1325. It also takes up some of the respondents’

comments from our survey to evaluate the actual monitoring practices. After the table, we will have a more thorough look at the critique of the monitoring mechanisms and practices brought up by the CSO sector and academia.

	RESPONSIBLE FOLLOW-UP GROUPS	OFFICIAL REPORTING AND DOCUMENTED MONITORING
DENMARK	<ul style="list-style-type: none"> <li>• <b>The Inter-Ministerial Working Group (IMWG)</b> meets every six months</li> <li>• <b>A yearly dialogue session hosted by the Ministry of Foreign Affairs with Civil Society Organizations</b> – given there is interest</li> </ul> <p>Comment by an CSO representative:  <i>"There is no monitoring group for an NGO</i></p>	<ul style="list-style-type: none"> <li>• Participating Ministries (of Foreign Affairs, of Defence and of Justice, represented by the Danish National Police) must provide <b>interim reports for the IMWG.</b></li> <li>• <b>The IMWG produces an annual NAP progress report</b> and publishes it in the Internet</li> <li>• <b>In 2011 (mid-period) the NAP would be reviewed and updated,</b> based on the annual progress reports of the IMWG.</li> </ul>

	<p><i>to join, but for the updating process of NAP a working group within the NGO Network FORDI has been established.”</i></p>	
<p><b>FINLAND</b></p>	<ul style="list-style-type: none"> <li>• <b>National inter-ministerial follow-up group</b> with members from national NGOs and the academia. Regular meetings several times per year; chair: the Ministry for Foreign Affairs</li> <li>• <b>Crisis management Centre CMC Finland has a 1325 Steering Group</b> to monitor and develop gender mainstreaming in civilian crisis management recruitment and training.</li> </ul>	<ul style="list-style-type: none"> <li>• The responsible authorities (Ministries, CMC Finland, the Finnish Defence Forces) must <b>report to the national follow-up group</b> at least once a year. A standardized reporting template will be developed for this.</li> <li>• The ministry for Foreign Affairs makes a <b>yearly report to the Parliament</b> (its Foreign Affairs Committee). The evaluation is more comprehensive halfway and at the end of the NAP period</li> <li>• All administrative branches are required to collect relevant <b>statistics and information differentiated by gender</b>.</li> <li>• <b>Reporting to the CEDAW Committee and UN Human Rights Council</b> are mentioned</li> <li>• <b>The 1325 Network of the NGOs</b> has an important role in the monitoring and must be provided financial support.</li> </ul> <p><b>Additional comment by a representative of a ministry:</b>  <i>"Different Embassies report on their activities on the implementation of the NAP as part of their normal reporting obligation several times a year."</i></p> <p><b>Critique by a government representative:</b>  <i>"The problem is not the human resources, but the high turnover of staff members. When one person with 1325-expertise leaves, the information gets lost, and the wheel needs to be invented again. Usually just one person in the organization actively takes care of the 1325 follow-up."</i></p>
<p><b>ICELAND</b></p>	<ul style="list-style-type: none"> <li>• <b>An expert team on gender equality within the Ministry for Foreign Affairs</b> monitors the implementation; it has representatives from MFA and Icelandic International Development Agency ICEIDA.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>An expert team of MFA and ICEIDA makes an annual progress report</b></li> <li>• The Minister for Foreign Affairs <b>reports annually to the parliament</b></li> <li>• <b>MFA gender focal point</b> summarises its progress in an <b>annual report</b></li> <li>• <b>Seconded experts to international operations (via ICRU) report annually to MFA</b> on their work in the field and how the received training benefitted their work</li> <li>• <b>All bilateral (peace-building) projects are analysed using OECD/DAC gender Equality Policy Marker</b></li> <li>• <b>A mid-term assessment of the NAP</b> will be done in 2014/2015 to determine if the objectives, activities and indicators are still pertinent</li> </ul>



<p><b>NORWAY</b></p>	<ul style="list-style-type: none"> <li>• <b>Inter-ministerial working group</b> meets several times per year; chair: the Ministry of Foreign Affairs</li> <li>• <b>Network between inter-ministerial working group, relevant directorates, research institutes and NGOs</b> meets twice a year</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Responsible Ministries</b> (of Foreign Affairs, of Defence, of Justice and the Police, of Children, Equality and Social Inclusion) <b>report annually</b> of their activities and indicators; the network will review these annual reports.</li> <li>• <b>Exchange of knowledge within the UN</b> system emphasized</li> </ul> <p><b>Critique (by the NGOs &amp; academia):</b>  <i>"Official progress reports extensive but mostly about activities carried out, not measuring progress over time or overall result."</i></p> <p><i>"The reports are public, but should also be an annual hearing in parliament (with the Committee on Foreign relations and defence issues)."</i></p> <p><i>"Plans for an external evaluation in 2014 look promising."</i></p>
<p><b>SWEDEN</b></p>	<ul style="list-style-type: none"> <li>• No specific monitoring group named in the NAP</li> <li>• <b>Annual meetings with relevant Government Offices and NGOs</b> organized by the Ministry for Foreign Affairs several times per year</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Agencies that train or deploy personnel to international operations provide annual reports and prepare gender-disaggregated statistics</b> for the Government</li> <li>• Reporting agencies: Swedish Armed Forces, National Police Board, Folke Bernadotte Academy, Sida, Swedish Civil Contingencies Agency, Swedish national Defence College, Swedish Prison and Probation Service)</li> <li>• <b>An evaluation when the NAP expires</b></li> </ul> <p><b>Critique by the NGOs:</b>  <i>"The NAP must be revised with measurable goals, time frames, effective monitoring and budget. The process to produce indicators must be more transparent and inclusive."</i></p>

**Table 5. Frameworks for monitoring, follow-up groups and documented monitoring in the Nordic countries.**

Within the Nordic countries, there is variation in monitoring activity, the amount of collaborative partners in the implementation and the number of parties among whom the responsibility for the implementation and reporting has been divided.

In their survey responses, quite a few representatives of the ministries and other governmental agencies in both Sweden and

Finland pointed out that the "ownership" of the implementation is not clear. One Finnish respondent considered the 5-year timeframe of the NAP as challenging and highlighted the importance of mid-term evaluation so that the course of actions can still be corrected to achieve more effective implementation in the end. Also the need to adopt clear budget lines and to overcome the stratification of the UNSCR 1325 among

different actors within the government was clearly pointed out.

In **Finland**, the monitoring of the implementation of the UNSCR 1325 is done, besides steering group meetings, through surveys, seminars, round-tables, and work-based routine email communication. The steering group is comprised of the representatives from different ministries, NGOs and the academia. The Ministry for Foreign Affairs asks different ministries and embassies to report on their activities on the implementation of the Finnish NAP as a part of their normal reporting obligation. The amount of reporting depends on the organization and embassy, and for example one respondent stated that 2013 was the first year when such a report was requested from the ministry s/he represented.

The **Norwegian** respondents pointed out that there are regular meetings with the civil society in terms of monitoring and evaluating the implementation, but the survey responses provided by the representatives of the NGOs pointed out that the group "*Samarbeidsorganet for kvinner, fred og sikkerhet*" has met only once per year. Also, one Norwegian respondent from a NGO was not aware of the existence of such a monitoring group at all. Furthermore, the representative from a NGO pointed out that it is difficult to gain information from the official bodies, which in turn makes it difficult to monitor the actual practices of monitoring how the NAP is implemented. According to one respondent from a CSO, the official progress reports that are carried out in Norway are extensive, but the focus is mostly

on activities carried out, not on measuring progress over time or the overall results in implementation. While the reports are published, the respondent raised the need to have annual hearings about the implementation of the NAP in the parliament. Apparently, Norway plans also to carry out an external evaluation in 2014, which was regarded as a positive sign.

In **Denmark** emphasis was placed on the reports to the EU and UN on the indicators, while the other Nordic countries focused in their answers on internal monitoring. There is no national monitoring group the NGO's could join in Denmark. However, an internal assessment of mid-term results was planned in early 2011, when the Danish Ministry of Foreign Affairs invited Danish CSOs and other relevant stakeholders for a public meeting to share the results so that the others could learn from the CSOs experiences of implementing SCR 1325. Ultimately, however, the meeting was cancelled due to limited interest from the potential participants. No further evaluation has been carried out in Denmark. Thus, there is a clear contradiction with the actual practices of reporting and monitoring progress and the goals set in the Danish NAP, which mentions the preparation of annual progress reports that will report on the indicators and be based on reports from the participating institutions. However, in the context of updating the national action plan, a working group within the NGO network FORDI has been established.

The representatives of the **Swedish** governmental actors reported that the

implementing parties are responsible for providing a report once per year to the government on the work that they have done. The Folke Bernadotte Academy is responsible for compiling the report of governmental agencies to the government. However, some actors had taken on self-imposed responsibilities of drafting their own annual action plan of how they implemented the NAP within their own organization, or of upholding knowledge and capacity on issues that are of relevance to the NAP based on the need within the crisis management system, although there was no official requirement to do so.

In the responses of the governmental representatives, the Swedish civil society was given a role in monitoring the actions of the authorities. Yet, the responses from the representatives of the civil society are interesting in comparison with the responses of the official bodies. In the responses from the CSO sector, there was no real sense of participation in monitoring. One respondent pointed out that nowadays the organization s/he was representing has very little say in the process and felt that the CSOs have been excluded from decision making. A further complaint was made regarding the lack of transparency, which is most concretely manifested in the CSOs' difficulties in gaining access to information.

In **Iceland**, the implementation of the NAP is monitored once a year. The respondents from the Icelandic NGO had no part in the monitoring process or representation in a steering group, although the organization they represented had been consulted when the NAP had been drafted.

As a whole, only 27 % of the representatives of the Nordic NGOs that participated in the survey had representation in the national monitoring group or steering committee. Altogether 45 % chose the answer that there is no such group for them to join, although Denmark is the only Nordic country where a steering group does not exist at all. The contrast is apparent, as 73 percent of the representatives of the Danish NGOs told that their NGO had been consulted on or partaken in the creation or revision of the NAP or its indicators.

There are also national differences in the "shadow" reporting of Nordic NGOs. The following table lists these and also the governmental reports that are public and covering the current NAP period. These reports are listed in more detail in appendix 1, while table 5 provides a general overview on the reporting that has been carried out within the Nordic countries.

	ICELAND	NORWAY	SWEDEN	FINLAND	DENMARK
Official progress reports	2011, in the context of drafting NAP II	2011, 2012	2008–2009, 2010, 2011, 2012	2010 (implementation in development policy) 2011, 2013	None available
Shadow reports by CSOs	None	CEDAW shadow report in 2011  EPLO 2013 (UNSCR 1325 in Europe)	EPLO 2010 and 2013 (UNSCR 1325 in Europe)  Global Women Peacebuilders Network 2011  Operation 1325, 2011, 2012, 2013	EPLO 2010 (UNSCR 1325 in Europe)  1325 Network Finland in 2011	None available

Table 6. The frequency of official and 'shadow' reports in the Nordic countries.

## 4 The Nordic Implementation of UNSCR 1325 and its Following Resolutions

As often is the case, policy papers may tell a different story than what happens “in the field”. For example Denmark, although being the first country to make a 1325 NAP, seems to be the Nordic country where the agenda of UNSCR 1325 has the weakest footing. Our analysis and a survey by the Danish Red Cross, which charted the Danish CSOs awareness about UNSCR 1325, show that the resolution has not received much attention among politicians, policy-makers or the academia.

In this section of the evaluation, we will look at the differences that emerge from the actual practices of implementation within the Nordic countries. We will contrast the actual implementation to the NAPs and shed light on the different experiences and perspectives that the parties have, and, furthermore, reflect on the differences between the Nordic countries.

The key dimensions which we will address include financial and human resources both in the governmental and civil sector, capacity building and training, international and Nordic cooperation as well as good practices and challenges from the perspective of governmental agencies.

It needs to be noticed that although the situation of CSOs has been incorporated in this section in the question of funding, the role of CSOs in implementation and promotion of the UNSCR 1325 agenda is addressed more specifically in section 5. This is due to the fact that the survey questions for representatives of the governmental agencies and CSOs are not comparable with one another although the themes addressed in the surveys are similar. Thus, to avoid confusion, the answers are represented in different sections of the evaluation.

### ***4.1 Financial and Human Resources for the UNSCR 1325 Related Work***

On the basis of the survey that was carried out for this evaluation, it is not possible to draft an overall picture of how funding is divided among different ministries and NGOs within the Nordic countries. However, it can be concluded that there seems to be no exact understanding of the amount of funds even within the ministries themselves. This makes it somewhat difficult to estimate whether the

budget allocated for the implementation of the NAP is used, and furthermore how it is being used. In order to chart the full amount of resources available for the work related to 1325, both the representatives of the governmental agencies and the NGOs were asked how many people in their organization are working with these themes.

	HUMAN RESOURCES <sup>26</sup>	BUDGET ALLOCATIONS
<b>DENMARK</b>	<ul style="list-style-type: none"> <li>• 1 part time in the MFA</li> <li>• Neither of the NGOs had human resources allocated for work related to 1325 in NGOs</li> </ul>	<ul style="list-style-type: none"> <li>• Neither of the NGOs had received funding for their 1325-related work from the Danish government</li> </ul>
<b>FINLAND</b>	<ul style="list-style-type: none"> <li>• 1–2 full time and several working part time within the MFA departments</li> <li>• 2–4 or more part time within the departments of the Ministry of Interior</li> <li>• NGOs had 0–1 working part time</li> </ul>	<ul style="list-style-type: none"> <li>• Most of the funds come from the development cooperation budget.</li> <li>• CMC has allocated funding (below 50,000 EUR) for 1325-related activities, including research and training</li> </ul>
<b>ICELAND</b>	<ul style="list-style-type: none"> <li>• 2–3 working part time in the MFA</li> <li>• NGOs had 0–1 working part time</li> </ul>	<ul style="list-style-type: none"> <li>• A minimum of 100,000 EUR total funding annually (in the NAP)</li> <li>• A minimum of 62,000 EUR annually for the NGOs projects that focus on the protection of women and victims of violence (in the NAP)</li> <li>• Budget allocation for training Icelandic NGOs on UNSCR 1325: 6,000 EUR (during the NAP period)</li> <li>• NGOs are granted funding for several years at a time</li> </ul>
<b>NORWAY</b>	<ul style="list-style-type: none"> <li>• 1 full time in the MFA</li> <li>• 2–3 part time in the Ministry of Justice</li> <li>• NGOs had 2–3 full time workers within the UNSCR 1325-theme</li> </ul>	<ul style="list-style-type: none"> <li>• 10–15 % (140 million NOK) of peace and reconciliation budget and humanitarian assistance budget earmarked annually to 1325-work (mentioned also in the Strategic Plan)</li> <li>• Specific 300 million NOK allocation for women's rights</li> <li>• A large part of the funding of NGOs is to be used in specific countries</li> <li>• There is no direct funding for work done by the group of Norwegian NGO's promoting UNSCR 1325 and other related resolutions</li> </ul>
<b>SWEDEN</b>	<ul style="list-style-type: none"> <li>• 4 or more in the MFA</li> <li>• 1 full time and 2–3 within the departments of the Ministry of Defence</li> <li>• 2–3 full time in the FBA</li> <li>• 2–3 part time in the National Defence College</li> <li>• 1 part time in Police</li> <li>• NGOs have different capacities; 3–4 or more full time</li> </ul>	<ul style="list-style-type: none"> <li>• Ministry of Defence: 50,000 EUR</li> <li>• Around 500,000 EUR allocated for UNSCR 1325 related research (2013)</li> <li>• The National Defence College has a budget allocation for gender mainstreaming (conferences, networking, the Nordic Centre for Gender, education and training, Gender Advisors in exercises).</li> </ul>

**Table 7. Resources allocated for the implementation of UNSCR 1325 in the Nordic countries.**

<sup>26</sup> Note! Due to inadequate information from some of the relevant ministries and NGOs the lists are not comprehensive. The table is meant only to provide a general overview of the main capacities and their differences between the Nordic countries. Besides from the questionnaire, information is also derived from the NAPs, as indicated.

In **Finland**, the respondents from the governmental agencies reported that there is no specific budget line for the implementation of the NAP within their organization. The main source of funding is the development cooperation budget. Three out of four governmental respondents considered the funding allocated for the implementation insufficient. More funds were requested for *research and development* activities, as these were considered essential in the implementation and evaluation aimed to improve the practices of implementation and to assure systemic changes within the organizations. Also the funds required e.g. for *coordination with other actors* on the 1325 agenda are hard to find, even though the sum needed would not be that substantial. It was also pointed out that adequate funds should be allocated to *the work of the NGOs*.

One respondent from the Finnish ministries stated that there is still discrimination and sexual harassment within the Finnish organizations, so there should be funds allocated separately for *work to be done in Finland*, as the respondent considered it important that before moving the focus totally on how other countries implement the 1325 agenda and how Finland can support these efforts, the "home base" should be looked after.

In terms of the available human resources, two out of four Finnish representatives of the governmental agencies stated that the main problem is not the number of people, but the *high turnover of staff* and that their work time is at best only *part-time*. The information gets lost when people with UNSCR 1325 expertise

leave either to work elsewhere or retire. Within the Finnish organizations, the number of 1325 experts is mostly less than five, and there might be only one person working part-time. This naturally makes the mainstreaming of the 1325 agenda rather challenging.

It proved as difficult in Sweden as in Finland to name the exact amount of funding that the governmental organizations had for the implementation of the NAP. In Sweden – like in Finland – there is no special budget allocation tied to the NAP. The programme 1325 at the *Folke Bernadotte Academy* receives funding for training and policy development regarding 1325. Also the *Swedish Defence College* has a separate budget for gender mainstreaming with the focus of participating in conferences, networking, supporting the *Nordic Centre for Gender* and implementing 1325 in civilian and military education. Funding is also channeled through the Swedish International Development Agency SIDA.

The representative of one Swedish government organization pointed out that estimating the exact amount of funding is practically impossible, because all activities do not have budgetary consequences, such as the recruitment of women for international peace-support and security-building operations. There is no requirement or control of how much the various agencies (should) spend on the implementation of the NAP, but the decision is taken by the agencies themselves.

The representatives of the Swedish governmental organizations also felt that there is a *need for more research and concept development* in the field of the implementation. The starting point for all activities should be *human security* and individual human rights. There was also criticism of there being too much talk, seminars and high level statements, and that less attention is paid to the work on the grassroot level. The *practitioners* – such as soldiers, military and police officers and rescue workers – *would need more concrete tools* to implement the resolution. Thus more funds should be directed to the concrete implementation and to integrating the UNSCR 1325 agenda into existing tools and practices. In terms of human resources, the Swedish responses point out that there might not always be someone to take overall responsibility with the organization for the coordination of the 1325 work. However, it needs to be noted that only 2 respondents out of 7 considered that the level of funding does not meet the tasks and ambitions set in the NAP, while 3 out of 7 felt that the funding is sufficient. In terms of the adequateness and correct targeting of human resources in the work related to UNSCR 1325, 5 out of 7 respondents agreed at least to a certain extent that the resources were sufficient.

In **Norway** funding for projects in conflict or post-conflict societies, with gender equality as the main or central aim, amounts to approximately 2 billion Norwegian kroners (approximately 240 million euros). Furthermore, according to the respondent 15 % of the peace and reconciliation budget and 10 % of the humanitarian assistance

budget have been earmarked for the UNSCR 1325 agenda. The Strategic Plan also mentions that there is a specific annual allocation for women's rights and for the implementation of UNSCR 1325. CSO umbrella network, Forum Norway 1325 has, however, questioned the validity of this budget estimation.<sup>27</sup> The amount of funding was not considered a challenge to the implementation in the opinion of the representatives of governmental agencies (although one respondent could not estimate the amount of funding). Instead, the *lack of personnel in key sections* of the Ministry was seen as a problem; too much work is left for the coordinator of the agenda.

In **Denmark**, the estimation of the amount of funding was given on the basis of the EU indicators report, thus amounting to 193,856 million Danish kroners (approximately 26 million euros). The problem in Denmark, like in Norway, is that the *human resources are not adequate* in the light of the ambitions set in the NAP.

In **Iceland** the total amount of annual funding allocated to the implementation of the NAP is a minimum of 100,000 euros. This sum is indicated in the Icelandic NAP. Again, like in Norway and Denmark, the Icelandic respondents pointed towards there being *too few people* whose work directly concerns the NAP, especially when compared to the emphasis of the 1325 agenda in foreign policy. Also, it was pointed out that the general level

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<sup>27</sup> EPLO report: UNSCR 1325 IN EUROPE 20 case studies of implementation, 2013.



of awareness of the NAP within the governmental sector was not adequate.

The amount of funding reported by the representatives of various Nordic NGOs varies a lot from one country to another. Neither of the **Danish** NGOs whose work relate to the UNSCR 1325 agenda received funding for their work related to the UNSCR 1325. Another NGO actually received support from a neighbouring Nordic country, Sweden, to participate in a conference on 1325! In **Finland**, the reported annual governmental support for work related to UNSCR 1325 was rather small (30,000–50,000 euros). The representatives of the **Swedish** NGOs reported receiving some 2.5–3 million Swedish kroners (approximately 280,000–336,000 euros) annually for their work related to UNSCR1325. In **Norway** the estimate was between 6–8 million Norwegian kroners (approximately 799,000–948,000 euros) annually, while in **Iceland** the estimated funding amounted to 6–8 million Icelandic kroners (approximately 37,000–49,000 euros) per year. The Icelandic NGOs are granted a sum of 62,000 euros annually in the NAP for projects that focus on the protection of women and support to victims of violence.

The representatives of the NGOs were also asked to reflect on the possible effect of the source of funding to the activities carried out by them. Although the amount of funding is drastically different in Norway than in other Nordic countries, the Norwegian NGO respondents pointed towards a problem in the allocation of funding: the *projects are expected to be carried out in specific countries*

and there is no available funding for activities within Norway.

The Danish respondents pointed out that there is *no specific funding available for UNSCR 1325*, which they felt obviously limited the projects and tasks that they were able to carry out. When they compared their situation to the other actors in the Nordic countries, they saw a stark contrast between their ability to spread information about the commitments that Denmark has taken on when implementing 1325 and the promotion of the agenda set in the resolution.

Interestingly enough, also in Sweden, where the NGO sector is more institutionalized than in other Nordic countries, the lack of *long-term and core funding* was considered to limit work and the possibilities to plan and carry out longer projects. Therefore the NGOs have to spend a lot of time on applications. As it is, the level of funding can vary to a great degree from one year to another. Also the Finnish respondents from the CSOs criticized the uncertainty and scarcity of funding that prevents proper planning and implementation of UNSCR 1325.

Although it cannot be claimed that the information gained through the survey would enable the creation of a comprehensive picture of the resources allocated to UNSCR 1325 related work in the Nordic countries, the results are indicative of the general situation, as the respondents were chosen from the organizations that were identified (by both the representatives of the governmental sector and the civil society) of doing work in the field of 1325.

Indeed, the scrutiny of available resources continues to illustrate differences with the Nordic countries, although the main challenges indicated by the representatives

of the NGOs are very similar regardless of the country in which the organization was located.

#### 4.2 Capacity Building and Training of Gender Expertise

In this section, we briefly describe the capacity building and training of gender expertise in peacekeeping and civilian crisis management.

**Sweden** decided to establish a joint *Nordic Centre for Gender in Military Operations*<sup>28</sup> inside its own SWEDINT, Swedish Armed Forces International Centre. The Centre is said to be “a hub of knowledge and expertise” in gender issues in peacekeeping for all Nordic countries. The work of the centre is focused in two areas: training and education as well as capability building. The aim is to create a pool of experts in both these matters. One form of training is a 2–3 day seminar; in 2014 one seminar will be held for the strategic level commanders and other key leaders and another seminar for the military officials and civilians working on an operational and tactical level in peace support operations.<sup>29</sup> Another form of training is provided for the forthcoming Operation Commanders’ or Head of Missions’ Gender Advisors or Gender Field Advisors. The two week course prepares for GAs/GFAs

daily work and introduces – among other relevant issues – UNSCR 1325, related resolutions and the operative NATO Bi-Strategic Command Directive 40–1<sup>30</sup>. It must be noted that the latter document is not a fuzzy policy paper, but operationally very specific and it for instance lists the tasks and roles of the Gender Advisor, NATO standards of behavior and operational planning checklists. The Swedish military pre-deployment training contains a lengthy 3–4 hours training on gender, and according to the annual governmental report in 2012 almost every soldier (nearly 100 %) received this training before the operation.<sup>31</sup>

*The Folke Bernadotte Academy (FBA)* provides training for Swedish civilian crisis management personnel. It has been integrating UNSCR 1325 awareness and gender issues into all of its training and excersises. Since 2007 it has provided also a specific *Gender Field Advisor Course* (now titled *Gender Advising in Field and Operations*), primarily for the gender experts,

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<sup>28</sup> Nordic Gender Centre website:  
<http://www.forsvarsmakten.se/en/swedint/nordic-centre-for-gender-in-military-operations/>

<sup>29</sup> Information on SWEDINT courses:  
<http://www.forsvarsmakten.se/en/swedint/courses-at-swedint/>

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<sup>30</sup> The directive is titled “Integrating UNSCR 1325 and Gender Perspectives in the NATO Command Structure, Including Measures for Protection during Armed Conflict”.

<sup>31</sup> Svenska myndigheters genomförande av FN:s Säkerhetsrådsresolution 1325, Perioden 1.1.–31.12.2012.

gender focal points and the like. This training has been organized with the Police, the Swedish Armed Forces and the Swedish Civil Contingencies Agency. Participation of the military has, however, declined, as it has begun to organize its own Gender Field Advisor training. According to the annual governmental report, a bit over half of the civilian crisis management personnel sent on missions/to the field received training on UNSCR 1325 in the pre-deployment training.<sup>32</sup> Compared to the corresponding training institute in Finland, the CMC Finland, FBA has also a very strong research unit, which comprises a specific Research Working Group on UNSCR 1325.

**Norway** has no training centre for civilian crisis management. However, it provides a pool of gender experts for humanitarian operations via the Gender Standby Capacity Project (GenCap). It started already in 2007, but is still called a project, as it was initially intended to be temporary. In practise it provides a pool of Gender Advisors to be deployed on short notice to support the UN agency led teams in humanitarian emergencies. GenCap was an initiative by an international Inter-Agency Standing Committee (IASC), which in turn is a large coordinating forum for the UN agencies and other major actors in humanitarian protection. GenCap is jointly managed and administered by the Norwegian Refugee Council (NRC) and the UN Office for the Coordination of Humanitarian Affairs (OCHA). OCHA office in Geneva, Switzerland provides

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<sup>32</sup> Svenska myndigheters genomförande av FN:s Säkerhetsrådsresolution 1325, Perioden 1.1.–31.12.2012.

a support unit and contact point for the gender advisors. NRC, however, works as an employer for all the gender advisors sent abroad, while the project covers their salaries and travel and insurance costs. Besides the Norwegian Ministry for Foreign Affairs, the project received funding for the year 2013 from Australia, Canada, Sweden and the United States. Deployments are usually for 6 to 12 months, and the UN agency is acting as a host agency. The number of GenCap deployments since the beginning in 2007 is currently 76. GenCap has a wide inter-Agency Steering Committee comprised of OCHA, FAO, UNHCR, UNFPA, UNDP, UNICEF and UN Women, and it has been externally evaluated twice so far.<sup>33</sup>

The Norwegian military has focused more on special gender training for military peacekeepers in recent years. A separate project entitled "gender project" was initiated in ca. 2010, which dealt with training and research. Since 2009, Norway started to send gender advisers/gender field advisers to NATO's operations in Afghanistan (both to the International Assistance Force and Provincial Reconstruction Team in Meymaneh).

In **Finland** military peacekeeper's pre-deployment gender training is provided in two instances: the *Pori Brigade* trains the staff (so called rotation training) and the *Finnish*

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<sup>33</sup> GenCap website:

<https://www.humanitarianresponse.info/themes/gen-cap>; GenCap leaflet (2013): <https://www.humanitarianresponse.info/system/files/documents/files/GenCapUpdate%20July%202013%20-%20Final.pdf>

*Defence Forces International Centre FINCENT* trains the operation management and military command. FINCENT is also responsible for the general coordination and development of gender training. Now all the peacekeepers receive training on gender issues and UNSCR 1325 prior to their mission.

Training of the trainers and Gender Advisers/Focal Points in operations happens mostly in the *Nordic Centre for Gender in Military Operations*, located in Sweden. So far Finland has trained 20 soldiers for the Gender Advisor/Focal Point roster. However, according to one respondent, the strength of this national roster should be greater in order to meet the actual need. Next year, in 2014, Finland is also appointing personnel to the Nordic Centre for Gender.

The civilian crisis management pre-deployment training is organized by the *Crisis Management Centre CMC Finland*. In the year 2013 it has given training also in operation, in Afghanistan, for the EUPOL staff.

According to a Finnish respondent, 45–60 minutes of lecturing and additional exercises make a substantially large part of the whole relatively intense pre-deployment course, but are not able to build up strong gender expertise in military operations. On the other hand, a focus on training and staffing specific Gender Advisors is not enough either; all peacekeepers should receive gendered 'lenses', and hence the training should be creatively intergrated into all pre-deployment training – especially so in the case of the management and command. Also in civilian crisis management training the time

dedicated for these issues was regarded as too short. In each training, both a specific module and mainstreaming in the curriculum as a whole is needed.

In a governmental report to the EU, it is told that all **Danish** police officers receive 4 hours of gender training in preparation to deployment.

The Danish military staff that participates in the UN peacekeeping missions receives gender training in Sweden and Finland, following the UN directions for such training.<sup>34</sup>

According to the previous NAP, **Icelandic** peacekeepers of the ICRU have for the past years received briefings on gender, equality, sexual abuse and HIV/AIDS issues with a focus on conflict zones, in accordance with the UNSCR 1325. These briefings have been conducted in cooperation with the national committee of former UNIFEM/contemporary UN Women in Iceland.<sup>35</sup>

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<sup>34</sup> Denmark's answers to Questionnaire for EU Member states on the indicators for the comprehensive approach to the EU implementation of the UNSCR 1325 and 1829 on Women, Peace and Security.

<sup>35</sup> Iceland's NAP for the implementation of UNSCR 1325 (2008).

### 4.3 International and Nordic Cooperation

When the representatives of governmental agencies were asked to specify in which countries their country has operated, two trends emerged. Firstly, there is cooperation with intergovernmental organizations such as NATO, the UN, EU and OSCE, to mention the most prominent parties. Secondly, there had been activities in several post-conflict zones and countries or fragile states. All of the Nordic countries reported of cooperation with Afghanistan and all except for Denmark had cooperation in the Balkans (depending on the country the exact locations were Kosovo and Bosnia-Herzegovina). Other countries that were mentioned by at least two representatives of different Nordic countries included Nepal, South Sudan, Palestine, Horn of Africa (Somalia and Kenya), the democratic republic of the Congo, West Africa (Mali and Liberia) and Colombia. In addition to these countries, Finland reported of cooperation with Egypt, while the Norwegian respondents mentioned the Philippines, Haiti, Myanmar, Syria and the

MENA-region. Sweden, in turn, had carried out cooperation with Georgia, and Denmark mentioned Zimbabwe, Libya and Pakistan.

There is, thus, a great variety of countries that the Nordic countries cooperate with. However, and perhaps surprisingly, the cooperation among the Nordic countries is much more limited in questions related to UNSCR 1325. The quality of cooperation was considered to be rather good, but not extensive enough, at least in the views of Norway and Iceland. Indeed, the Icelandic respondent pointed out that one of the activities of the Icelandic NAP is to increase Nordic cooperation. As it is, cooperation between the Nordic countries involved policy-level work such as the making of joint statements e.g. in the UNSC. Sweden, however, plays a nodal role through the military training given by the Nordic Centre for Gender, and besides policy-level cooperation training cooperation was the main field in which the Nordic countries had developed synergies.

### 4.4 Good Practices and Challenges

The evaluation team was interested in the respondents' views on successful areas and/or practices of implementation of the NAP and also in the challenges that the various actors might have encountered in their work related

to UNSCR 1325. The representatives of *governmental agencies* identified the following fields of success and challenges in their responses:

	Thematic fields of success <sup>36</sup>	Main challenges <sup>37</sup>
<b>DENMARK</b>	<ul style="list-style-type: none"> <li>• Pre-deployment training of police and military personnel</li> <li>• Integrating a gender perspective in humanitarian assistance</li> <li>• Partnerships with UN Women or UNDP on empowerment of women in fragile states</li> </ul>	<ul style="list-style-type: none"> <li>• Increasing the number of women in peacekeeping</li> <li>• Increasing the number of women in civilian personnel in missions, including the police</li> <li>• Recruiting more women to leading operational positions</li> <li>• Increasing awareness and knowledge of women's rights and needs in SSR</li> </ul>
<b>FINLAND</b>	<ul style="list-style-type: none"> <li>• Indicators in the current NAP</li> <li>• Support the preparation of NAPs in some countries and organisations.</li> <li>• Appointing Gender advisors in some operations.</li> <li>• Improving operational planning, working practices and management in crisis management missions.</li> <li>• Code of Conduct (in the Military)</li> <li>• The number of women in civilian crisis management has increased</li> <li>• Capacity building and training.</li> <li>• Good research projects around the topic</li> <li>• Good civil society relations</li> <li>• Training on gender and the 1325 has improved</li> </ul>	<ul style="list-style-type: none"> <li>• Recruiting more women to leading operational positions</li> <li>• Women's participation in peace processes and delegations to peace negotiations; peace mediation is not organised systematically to improve its participative approach and composition of the delegations</li> <li>• Increasing the number of women in peacekeeping</li> <li>• Integrating a gender and UNSCR theme into military operations or training</li> <li>• Integrating a gender and UNSCR 1325 theme into civilian crisis management missions or training</li> <li>• Increasing awareness and knowledge of women's rights and needs in security sector reform (SSR); the SSR concept itself has various interpretations</li> <li>• Lack of understanding and commitment within the senior management of the relevant Finnish organizations</li> <li>• Lack of clearly allocated funds; clear budget lines in responsible ministries</li> <li>• Suspicious, even hostile attitudes towards the 1325 agenda</li> <li>• The new UNSCR 2122 should be seen proactively and already in all plans and forecasts.</li> </ul>
<b>NORWAY</b>	<ul style="list-style-type: none"> <li>• Women's participation in peace processes and delegations in peace negotiations</li> <li>• Humanitarian efforts</li> <li>• Reporting and accountability</li> <li>• Participation of female police officers in international operations</li> </ul>	<ul style="list-style-type: none"> <li>• Recruiting more women to leading operational positions</li> <li>• Increasing women's economic and political empowerment</li> <li>• Increasing the number of women in peacekeeping</li> <li>• Increasing awareness and knowledge of women's rights and needs in SSR</li> <li>• Integrating the gender and 1325 themes into civilian crisis management missions or training</li> <li>• Preventing and responding to sexual violence in conflict</li> </ul>

<sup>36</sup> Freely worded answers.

<sup>37</sup> In the order of frequency; the most often mentioned at the top and open answers last on the list.

ICELAND	<ul style="list-style-type: none"> <li>• Women’s empowerment</li> <li>• Increased participation of women</li> <li>• Supporting the victims of violence</li> </ul>	<ul style="list-style-type: none"> <li>• Women's participation in peace processes and delegations in peace negotiations</li> <li>• Recruiting more women to leading operational positions</li> <li>• Increasing awareness and knowledge of women's rights and needs in SSR</li> </ul>
SWEDEN	<ul style="list-style-type: none"> <li>• Increased number of women participating in international civil missions.</li> <li>• Recruitment of Swedish female staff to peace monitoring efforts.</li> <li>• Gender Advisors</li> <li>• Work against sexual and gender based violence</li> <li>• Strengthening women police officers’ working capacity through networks (UNPOL or Local Police),</li> <li>• The Swedish Armed Forces has succeeded well in implementing the NAP</li> <li>• The 1325 NAP is integrated in the military education and training (exercises and wargaming)</li> <li>• Committed NGOs</li> </ul>	<ul style="list-style-type: none"> <li>• Women's participation in peace processes and delegations to peace negotiations</li> <li>• Increasing the number of women in peacekeeping</li> <li>• Recruiting more women to leading operational positions</li> <li>• Increasing awareness and knowledge of women's rights and needs in SSR</li> <li>• Integrating gender and UNSCR themes into military operations or training</li> <li>• Integrating gender and UNSCR 1325 themes into military education</li> <li>• Increasing the number of women civilian personnel in missions, including the police</li> <li>• Integrating gender and UNSCR 1325 theme into civilian crisis management missions or training</li> <li>• Increasing awareness and knowledge of women's rights and needs in SSR</li> <li>• Promoting awareness and knowledge of sexual violence in conflict</li> <li>• Gender sensitive protection is a poorly understood concept both in the military and civilian crisis management, this is also true for the humanitarian sector, e.g. the Red Cross.</li> <li>• There is a need for a conceptual shift to human security within the international security sector, e.g. NATO, EU, etc. This would be beneficial for the women, protection and security agenda</li> <li>• The responsibility of implementation of UNSCR 1325 NAP is very vague.</li> </ul>

**Table 8. Thematic fields of success and challenges in the implementation of the Nordic NAPs, views from governmental officials.**

When similar questions were asked from the *representatives of the academia*, some interesting differences and also overlaps can

be noted when the two sets of answers are compared against one another:

	Main areas of success	Main challenges (open question)
<b>DENMARK</b>	No answers	No answers
<b>FINLAND</b>	<ul style="list-style-type: none"> <li>• A new focus on the topic, but yet to be materialised into long-term research funding/teaching</li> </ul>	<ul style="list-style-type: none"> <li>• Compartmentalised understanding of implementation (tasks divided by ministries, although some issues would require an interministerial &amp; multistakeholder approach);</li> <li>• Difficulty of earmarking funding for the above mentioned reasons</li> <li>• Lot of rhetorics from the political elite and also undocumented grassroots activism by individuals, yet to see how the talk is transformed into concrete action and long-term work (most of the work done in addition to people's other work and/or with temporary funding/contractual arrangements),</li> <li>• Lack of institutional memory</li> </ul>
<b>ICELAND</b>	<ul style="list-style-type: none"> <li>• Political influence within the EU and NATO</li> <li>• Steps towards projects that take gender differences into account</li> <li>• At least half of the (civilian) peacekeepers women</li> <li>• Providing gender advisors to peace operations</li> <li>• The support to UN Women is active and provides training for the peacekeepers</li> <li>• Support to the Gender Equality Studies Training Programme (trains people from developing/post-conflict countries on gender equality)</li> </ul>	<ul style="list-style-type: none"> <li>• More interest from the civil society and other stakeholders</li> <li>• Promoting the agenda outside a narrow group of interested parties</li> </ul>
<b>NORWAY</b>	<ul style="list-style-type: none"> <li>• Women are more involved in peace processes</li> <li>• Women are more involved in military and security discussions in Norway</li> <li>• Increasing the number of policewomen in operations</li> <li>• Considerable funding allocated to 1325 in conflict ridden societies (especially fo women's organizations &amp; other NGOs)</li> <li>• Support given to women's organizations outside Norway that have contributed to peace processes e.g. in Colombia, Uganda and Guatemala</li> <li>• Follow-up on the actual implementation and work done in the different ministries</li> <li>• Political and normative support globally</li> </ul>	<ul style="list-style-type: none"> <li>• To recruit more women into military peacekeeping</li> <li>• Recruitment of women to top-level international positions</li> <li>• Clear focus on sexual violence (protection of women); less on the core message of 1325, women's political participation</li> <li>• Lack of funding for information activities in Norway</li> <li>• Lack of transparency in the budget for UNSCR 1325</li> <li>• Funding granted for short term research projects, for one year at a time</li> <li>• Better coordination of efforts</li> <li>• No one has a full overview of the money spent and how the funding links to the NAP &amp; Strategy.</li> </ul>



<b>SWEDEN</b>	<ul style="list-style-type: none"> <li>• UN SCR 1325 mainstreaming into military training</li> <li>• Development of NAP and indicators</li> <li>• IKFF and 1325 network (Operation 1325) have succeeded in making Government accountable for commitments</li> <li>• Work against sexual exploitation and violence in conflicts</li> </ul>	<ul style="list-style-type: none"> <li>• Western focus in post-conflict situations; not enough focus on the people's own needs</li> <li>• Dissemination of information on 1325 nationally</li> <li>• Development of NAP and indicators</li> <li>• Regional cooperation</li> <li>• Exchange programmes between Nordic countries and countries in conflict (both intergovernmental and between the NGOs and academics)</li> </ul>
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**Table 9. Thematic fields of success and challenges in the implementation of the Nordic NAPS, views from the academia.**

The answers show that there have been steps taken in the right direction in the Nordic countries. But as the list of current and remaining challenges suggests, there are also some crucial steps to be taken if the women, peace and security agenda is to be implemented effectively.

One concrete measure that might prove to be beneficial for the implementation of UNSCR 1325 would be governmental actors collecting information about good practices that the

CSOs have developed in their own work. Based on the survey, some CSOs mentioned having success in those fields in which representatives of the administrative agencies had met challenges. One example of such success was increasing women's participation in peace processes. Thus, there seems to be a call for more comprehensive cooperation between the CSOs, responsible bodies in the administration and the academia to boost the implementation of NAPs and the 1325 agenda as a whole.

## 5 The Civil Society and the Promotion and Implementation of

### UNSCR 1325

This section of the evaluation will focus on the organization of the civil society within the Nordic countries, the role of CSOs in implementation, as seen by themselves and in the view of governmental agencies, and

the quality of cooperation between the parties.

#### *5.1 Comparing the Nordic Organizing of Civil Society*

Finland, Norway and Sweden have umbrella networks for the NGOs whose work is either partly or fully focused on UNSCR 1325.

**Denmark** and **Iceland** have no umbrella network. The main monitoring actors are UN Women in Iceland and WILPF in Denmark. Since 2010, Nordic NGOs have gathered four times to a meeting and compared their activities. They have also produced joint statements related to UNSCR 1325.

**Forum Norge 1325** is a network of 19 organizations in **Norway**. It was established in 2004 and co-ordinated by *FOKUS* (Forum for Women and Development). The founding organizations of Forum Norge 1325 are: *WILPF Norway, Amnesty International Norway, Likestillingssenteret, CARE Norge, Norwegian Church Aid and FOKUS*. It receives no direct government support for its activities.

The **Swedish** network **Operation 1325** receives government funding. Its five member organizations are: *UN Women National Committee Sweden, Women for*

*Peace, the Swedish Women's Ecumenical Council, the Swedish Federation of Immigrant Women's Associations RIFFI and the Left Federation of Swedish Women*. It also cooperates with the Swedish Women's Lobby.

In addition, the following organizations do regular 1325-related work in **Sweden**, including monitoring the implementation of 1325 NAP: (1) ***Womens International League for Peace and Freedom WILPF Sweden***, and (2) ***Kvinna till Kvinna***.

**The 1325 Network Finland** is a large umbrella coordinated by Finland National Committee for UN Women. The government support has varied a lot during the years (2008: 8,000 €, 2009: 25,000 €, 2010–2011: 150,000 €, 2012: approximately 30,000 € and 2013: 30,000 €). Besides Finland's UN Women the other member organizations are: *the Finnish League for Human Rights; Amnesty International's Finnish Section; Civil Society Conflict Prevention Network KATU; the Family Federation; the Feminist Association Unioni; the Coalition on Finnish Women's Associations*

*NYTKIS; the National Council of Women in Finland; the UN Association of Finland; the Crisis Management Initiative CMI; Young Women's Christian Association YWCA; Women Journalists in Finland; the Finnish Section of Women's International League for Peace and Freedom WILPF; Zonta International District 20; Finn Church Aid; African Care; the Finnish Committee for European Security STETE; Political Parties of Finland for Democracy DEMO Finland and the Finnish Federation of University Women.*

**UN Women** has a different footing in different Nordic countries. Finland, Iceland and Sweden have active National Committees for UN Women.<sup>38</sup> In Norway, the aforementioned *FOKUS* has been the National Committee for UN Women since 2010. It has succeeded in increasing substantially the governmental funding to UN Women.

As a large umbrella organization of 75 women's organizations it, however, tries to avoid competition between UN Women and other CSOs in Norway, and advocates that funds to other UN organizations should be reallocated to UN Women. Denmark has no National Committee.

All the Nordic countries are among the top ten donors for UN Women. On November 2013, the Government of Sweden announced additional end-of-year core funding of 10.6 million USD for UN Women. This raised its overall 2013 contribution to approximately 19.25 million USD and made Sweden the second-highest donor to the organization's core budget after United Kingdom. In 2013, also the other Nordic countries made significant donations: Norway 16.2 million USD, Finland 8.9 million USD, Denmark 6.9 million USD and Iceland 700,000 USD.<sup>39</sup>

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<sup>38</sup> National Committees for UN Women are independent NGOs that support the mission of UN Women and do fundraising efforts to support UN Women programmes worldwide.

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<sup>39</sup> UN Women website, 2013 Government Core Contributions to UN Women: <http://www.unwomen.org/en/partnerships/donor-countries>

## 5.2 The Role of the Civil Society in the Implementation of NAP

As the responsibility for the implementation of the 1325 agenda and the NAPs remains rather vague in the Nordic countries, the survey set out to chart what kind of role the representatives of official bodies gave to CSOs in the implementation. The same was also asked from the CSOs themselves.

Both Finnish and Icelandic representatives of the government emphasized the role of the civil society as major, even crucial in the implementation of the NAPs. The CSOs were considered an engine and a watchdog; raising critical issues, monitoring what the ministries do and communicating them to the public. They were also expected to collaborate with NGOs in developing countries and work together to support better national action plans.

Similarly the Norwegian and Swedish representatives of administrative bodies considered NGOs as both partners in implementation and as operators which hold the government accountable. Swedish representatives of the government described the civil society's role as not only reactive and to do with monitoring, but also as proactive, contributing with opinions on extant and new policies. The NGOs advocate for UNSCR 1325 and provide important expertise on the matter – including knowledge and partnerships in fragile states. In Sweden the NGOs for instance assist in police and military training and give lectures in different courses according to experiences from international peace-operations (both military and civilian). As the governmental representatives

considered the role of CSOs central in the implementation of the Swedish NAP, it was also seen that the demands that concern governmental organizations and agencies should be applied to the CSOs too. Denmark seemed to make an exception in this respect. According to the Danish representative, the role of the civil society is thin, even though the relations between the governmental and civil sector are good; “there is not strong interest from Danish CSO's in the implementation of the Danish NAP”.

Interesting differences of opinion emerged when the perspectives of the governmental sector were combined and contrasted with the views of the NGOs themselves. When the same question about the role of the NGOs in the implementation of the NAP was asked from the representatives of the civil sector, quite opposite views were presented to what we just outlined above.

The NGOs in Finland considered their role to be rather small, although the NGOs had adopted an active role in advocacy, promotion, as well as monitoring and evaluation. The biggest challenge in Finland and Sweden was the *uncertainty and scarcity of funding for their UNSCR 1325 related work*, which prevents a more strategic and long-term implementation. “More time is spent with doing applications than the real projects”. The Danish CSO representatives struggled with the same problem and felt that they had a very limited working space – partly due to the lack of funding. They would like to have a bigger role though and organize

hearings and conferences, to for instance raise “awareness about the fact that sending more female soldiers to Afghanistan isn't the way to help the women (there)”.

Ironically, the opposite challenge is facing Iceland. It has earmarked funding for Icelandic NGOs working in the field of UNSCR 1325, but not a single NGO applied for this funding in 2013! In Norway there are no funds allocated for activities in Norway, which makes it difficult to do advocacy work in Norway.

All Nordic countries have to some extent engaged national NGOs (working in the fields of development aid, humanitarian affairs or peace and security) when revising their current NAPs. Indeed, one representative of the Finnish governmental sector even commented that the Finnish NAP would not exist at all without the pressure from the Finnish NGOs. The Finnish NGOs had also a central role during the recent update process: they contributed to the text and for instance succeeded in forming some of the indicators and reporting for the parliament.

In Sweden – according to the CSO reports – civil society was participated extensively during the drafting process of the first NAP, but consultations for the second NAP (2009) were less thorough. Only a few meetings with parliamentarians and several NGO's were held and one draft was shared, but there was no room for contributions to the text. CSO's from conflict affected countries were not consulted. In Iceland, all the NGO's working on Development Aid were given the opportunity to bring their views to the table.

A group of more than 10 NGO's were consulted on the final stages of the NAP. In Denmark, NGOs working in countries affected by conflict joined the process of updating the NAP.

There was, however, a call for more transparency made by the Swedish and Norwegian NGOs. One NGO representative in Sweden saw that the Swedish CSOs have had little to say in the process of revising the NAP. The contemporary NAP of Sweden was criticized to be inadequate and not implementable. It lacks measurable goals, time frame, a monitoring mechanism and a budget line. Likewise, one Norwegian respondent wanted more clarity on UNSCR 1325 budgeting; currently there is not enough information about public funds. On the other hand, the Swedish NGOs themselves called for more proactivity from themselves and that they should demand more inclusivity and transparency from the Swedish Government, in the spirit of the resolution. An Icelandic NGO representative said the same. The NGOs should work to change mindsets, be forward looking and progressive.

The most intense and open relationship between the government agencies and CSOs exists perhaps in Norway, although Iceland is the only country which engages and funds NGOs distinctly in the current NAP. The Norwegian respondents stated that in Norway it is always possible to have an open debate, and for the Norwegian NGOs to criticize the government and vice versa. There is also a lot of cooperation.

The problem was that the governmental actors are often extremely busy and overemployed, thus it can take a long time e.g. to receive answers. The Finnish governmental representatives described the relationship with the civil society sector as a good and very open one, but not as intensive as it could be.

Government officials are sitting in the same coordination meetings with the NGOs, but there is no systematic consultation and coordination in their work. Also in Sweden one representative of the administrative bodies hoped for more contact, as there are only a few meetings per year with the NGOs.

## 6 Lessons learned – Recommendations for the Future

- A comparative analysis between the Nordic countries shows that **a large number of detailed indicators are not a guarantee of successful implementation.** The opposite may, however, hold true, as vague indicators can be even more harmful, as they don't indicate the responsibilities clearly enough for the Ministries, governmental offices, NGOs and other relevant actors.
- **The national indicators should also take better into account longer perspective qualitative developments and changes** – thus providing in-depth knowledge about the factors that drive policy-change and sustainable effects in the countries affected by conflict. The objectives should include a time frame; the whole NAP period of 3–5 years does not match with all indicators. Thus, systematic and structured monitoring is required in the progress.
- **The NAPs are strategic papers and as such they should be evaluated mid-term.** The updating process should be transparent and include NGOs and practitioners from the field. We would also recommend that all Nordic nations conduct evaluations and research in the countries of conflict receiving support; this would also benefit substantially both to the monitoring processes and the future updates of the NAPs.
- **It is also less clear, whether the UNSCR 1325 agenda can be applied only abroad.** In Norway and Finland, there is hardly any funding for systematic, internal awarenessraising. Both Swedish and Finnish responses to the survey point towards the continued existence of discrimination against women within the armed forces. Who is responsible for mainstreaming the agenda within the Nordic region or is it already assumed that with the adopting of NAPs the whole question can be put to rest?
- **An effective implementation requires also fully committed personnel,** who can work full-time and, if they change jobs or retire, will transfer their knowledge inside the responsible Ministry or office.
- **The CSO sector** has been actively involved and recruited in the processes of developing and revising NAPs within the Nordic countries, but the degree to which they have been **granted the funds necessary for effective monitoring and lobbying** nationally to mainstream the UNSCR 1325 agenda varies.
- Also, **the academia should be better integrated and the knowledge produced in research should be taken into account more.** Furthermore, its potential for policy-development should be investigated more closely. Norway is a clear pioneer in this respect.

## Epilogue

### *UNSCR 1325 as a feasible framework of action*

After completing our main task of comparing the Nordic implementation of UNSCR 1325, we will now briefly turn to the question that we touched upon in the introduction. Namely we will reflect on whether the UNSCR 1325 can be seen as a feasible framework for action even though it leaves ample space for the implementing countries to determine focus areas and means of action they choose to adopt. This, naturally, results in the fact that the practices of implementation can vary considerably from one country to another. In our analysis, we will rely on the responses of the representatives of the academia who were asked to reflect upon the UNSCR 1325 as a framework for the promotion of the women, peace and security agenda.

One Norwegian respondent considers the *mother resolution 1325 as too wide and general* in terms of working well as a framework for implementation. All of the follow-up resolutions in recent years are moving us towards a more effective monitoring and implementation regime. Another respondent stated that the SCR 1325 is currently too much geared towards sexual and gender based violence and women's protection; hence the main idea of stronger women's agency is a bit lost. In a similar tone, a Finnish respondent emphasized strengthening the link with CEDAW, Convention on the Elimination of All Forms of Discrimination

against Women, adopted in 1979 by the UN General Assembly.

A Swedish respondent criticized the *vague formulation of the Resolution, which tends to favor military implementation and quantitative measures*. There needs to be more focus on the needs of people in their own settings. Another Swedish respondent considers 1325 and following resolutions to be an important and feasible framework, although needing to be understood and used in broader policy and a normative context.

The respondents identified a need for *more guidance on implementation*. It might be useful to go through each of the 'operative paragraphs' in 1325 and following resolutions, and identify more clearly the required actions. Implementation should thus be done by building on the experiences and 'promising practices' we have so far from countries around the world. This might make it easier for some countries to more fully understand how they should implement the resolutions at a practical level.

There was also critique for the current practice being *too much focused on just developing NAPs* – not only nationally but also internationally. A NAP was considered useful in a country like Norway for the purposes of advocacy and accountability – and also in terms of having funding set aside for 1325 activities. But in many conflict/post-conflict countries it might be more effective to ensure that gender/women's issues are well integrated into larger national strategies and



power reduction plans rather than developing yet another document – that often lives its own life outside of where the money and resources are found.

There is also *much more talk than walk*. Besides political rhetoric and advocacy, the Nordic countries need concrete action and long-term work. So far in many Nordic countries most of the work is done part-time and aside other tasks, and supported with temporary funding. This ultimately creates a lack of institutional memory.

The work on 1325 (2000) was 'stagnated' for a long time at the global level. Now after the new and promising UN resolutions, especially the UNSCR 2122, there is much hope in the air. Policy papers, as we know, are not implementing themselves. The Nordic countries should develop their indicators and monitoring mechanisms further. Besides being able to share 'promising practices' from their own countries, the Nordic countries should be at the forefront of holding the relevant UN, EU and other international bodies accountable and not accept at times inadequate actions and reporting. This is an important constructive role for committed Member States of the UN.

The views of the practitioners show that in all Nordic countries there is some kind of a gap between the goals set in the NAPs and the work done in practice or the reality of implementation work. Especially the CSOs call for earmarked funding and specific timeframes for the actions. Thus there is an overall need to design more specific action plans for the various primary areas that were

set in the NAPs, assign concrete (mid-term) goals and divide the responsibilities between parties clearly. Such a revision process could also be a good topic for Nordic cooperation.

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## Appendix 2

### *Questions to representatives of ministries and other governmental bodies*

#### **Background information:**

1. Which one of the Nordic countries do you represent?
2. Which authority or body do you represent?

#### **Section I: Funding and human resources**

1. How many persons in your organisation are responsible for the coordination and monitoring of the implementation of the National Action Plan?
2. Please estimate the amount of funding annually allocated to the implementation of the National Action Plan within your organisation? (If you cannot tell the exact number, please specify what is done with the funding and what kind of functions are maintained with the funding.)
3. The current funds allocated to the implementation of UNSCR 1325 are adequate with regard to the tasks and objectives mentioned in the National Action Plan.
4. The human resources in my organisation are adequate and targeted correctly to guarantee the effective implementation of the National Action Plan.

#### **Section II: Monitoring and evaluation**

1. How regularly is the implementation of the National Action Plan collectively monitored or evaluated in the organisation that you represent? (Steering group meetings or equivalent collective monitoring)
2. Are there any other means of monitoring and/or reporting the implementation of the National Action Plan?

#### **Section III: Implementation**

1. To your knowledge, in which countries or geographical areas has your country participated in the implementation of UNSCR 1325 in recent years?
2. Please indicate three thematic fields or priority areas where the implementation of the National Action Plan has been successful. (You can also name specific projects or organizations that in your opinion have succeeded well.)
3. What have been the main challenges in your country in work related to the implementation of UNSCR 1325?

#### **Section IV: Training**

1. Does the organisation that you represent organise training related to the implementation of UNSCR 1325?
2. Do all people receive gender training before departing for crisis management missions (whether civilian or military)?
3. In your opinion, does the training given prior to management operations - whether civilian or military - meet the demands of UNSCR 1325 and gender sensitivity?

#### **Section V: Cooperation between different actors**

1. Does your organisation cooperate with other Nordic countries in the implementation of the National Action Plan?
2. What in your opinion is the role of national NGOs in the implementation of the National Action Plan?
3. How would you describe the cooperation between your own organisation and national NGOs with regard to UNSCR 1325 or the National Action Plan?
4. Are there any further comments or observations you would like to make concerning the implementation of UNSCR 1325 National Action Plan?

#### ***Questions to representatives of the CSOs***

##### **Background information:**

1. What kind of work, related to the UNSCR 1325 and its following resolutions, does the NGO that you represent do?
2. Which one of the Nordic countries provides funding for the NGO that you represent?

##### **Section I: Funding and resources**

1. How much funding does your NGO receive for its work related to UNSCR 1325 and its following resolutions? (If you cannot provide an exact number, please give your estimation on the amount of funding.)
2. From which sources does the funding come?
3. Can you specify the time frame for which funding is granted at a time?

4. In the NGO you represent, to what extent have human resources been allocated towards work related to the UNSCR 1325? (person-years/year)

5. Do you think that the quality or source of funding directs the work that your NGO does in the implementation or promotion of UNSCR 1325?

## **Section II: Monitoring and indicators**

1. Does your NGO have representation in a national monitoring group or steering committee concerning the National Action Plan or UNSCR 1325?

2. Has your NGO been consulted on or participated in the creation of national indicators with which the implementation of National Action Plan is evaluated and monitored?

3. In your opinion, is the official evaluation and monitoring of the implementation of the National Action Plan effective in your country and are the indicators (if at use) functional?

## **Section III: Promotion and implementation of UNSCR 1325**

1. How would you describe the role of NGOs in the promotion of UNSCR 1325 in your country or in relation to the National Action Plan? Do you see any difference between these two roles?

2. What do you consider as the biggest challenge that your NGO faces in its work related to UNSCR 1325?

3. What do you regard as the biggest achievement(s) of the NGO you represent in its work related to UNSCR 1325 or the National Action Plan?

4. Does the NGO you represent work outside the Nordic region?

## **Section IV: Cooperation between governmental organizations and NGOs**

1. How actively does your NGO cooperate with other NGOs or governmental actors in the promotion or implementation of UNSCR 1325? Please choose all relevant options.

2. In your opinion, how does the cooperation between governmental actors and NGOs function in your country?

3. Is there anything else you would like to add or point out concerning the promotion or implementation of UNSCR 1325 and its following resolutions in your country?

## *Questions to researchers*

### **Background information:**

1. In which Nordic country is your research institute/academic organisation located?
2. Have questions related to the UNSCR 1325 (Women, peace and security) or the themes of gender, peacebuilding and conflict been researched in your country?
3. Do you think that research related to the implementation or promotion of UNSCR 1325 and gender sensitive conflict studies are competitive fields in terms of research funding in your country?

### **Section I: Researchers and their role in work related to UNSCR 1325**

1. Is there an active network of non-governmental organisations focusing on work related to the promotion or implementation of UNSCR 1325 in your country?
2. Does there exist such a governmental or administrative body that monitors the National Action Plan and that academic researchers could also join?
3. To your knowledge, have researchers participated in the creation of either the National Action Plan or the indicators concerning the implementation of UNSCR 1325?
4. In your opinion, were academic knowledge and research results adequately taken into account when drafting the National Action Plan or deciding about the indicators?
5. Has the implementation of UNSCR 1325 and its following resolutions been successful in your country?
6. Are there gaps in your country concerning the promotion of UNSCR 1325 and its following resolutions?
7. How would you estimate UNSCR 1325 and its following resolutions in terms of the objectives and guidelines that they set for governments? Do they provide a feasible framework for governments to implement or are there issues that would require further attention?
8. Is there anything else concerning the implementation or promotion of UNSCR 1325 and its following resolutions that you would like to point out?





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