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FINNISH NGOs WORKING FOR THE GOALS OF 1325

■ A report on Finnish non-governmental organisations enhancing the goals of the United Nations Security Council Resolution 1325 on Women, Peace and Security

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1 Introduction

Finnish non-governmental organisations began their work on the effective implementation of the United Nations Security Council Resolution (UNSCR) 1325 as soon as it was unanimously approved by the Security Council in 2000. The resolution ‘Women, Peace and Security’ acknowledges the impact of armed conflict on women and girls, and calls for attention to the special needs of women and girls in conflict and post-conflict situations. It is based on four pillars: participation, protection, prevention, and relief and recovery. An important part of the implementation of resolution 1325 and its subsequent resolutions (1820, 1888, 1889, 1960, 2106, 2122 and 2242) are national action plans. In Finland, the first national action plan (NAP) was drafted in 2008 for the years 2008–2011 and the second in 2012 for 2012–2016.

This report offers a general view of the work conducted by NGOs in Finland related to resolution 1325 and its subsequent resolutions between

2000 and 2015. The report was commissioned in June 2015 by the 1325 Network Finland. The 1325 Network Finland is an open network established in 2006 to enhance the goals of the UNSCR 1325 in Finland and among Finnish actors. The network is coordinated and administered by Finland National Committee for UN Women and consists of non-governmental organisations, independent researchers and experts that work for the promotion of human rights and gender equality. Member organisations of the network enhance the implementation of resolution 1325 in Finland and in conflict areas. This report focuses on the member organisations of the 1325 Network but also covers other key Finnish civil society actors working in this field.

This report provides a picture of the 1325 work done by Finnish NGOs since 2000. The intensity, forms and focuses of the work have shifted over the years but the core remains the same: advocacy and awareness-raising in Finland, and projects in conflict areas. There

have been certain peak periods in the work of Finnish NGOs during these fifteen years, and they get more attention in the report. The first of them date back to 2006–2008, and include setting up the network and lobbying and drafting the first national action plan. Based on the data provided by Finnish NGOs to this study, another intensive period has been going on in more recent years, as many NGOs implement development projects relevant to resolution 1325. Nevertheless, these peak periods would not have been possible without advance momentum-building, which is often less visible work, but which resulted in a shift in mindsets and 1325 becoming an important topic in Finland.

The goal of this report is to provide a general overview of the work conducted by the Finnish NGOs for the first time. It does not include an evaluation or assessments, but rather brings together information that has not been collected before in such a comprehensive manner. This report is made available for use as a resource when assessing and planning future work to enhance the goals of the United Nations Security Council Resolution 1325 in Finland.

2 Methodology and scope of the study

This study is based on materials collected from key NGOs and three main types of material were analysed: semi-structured interviews, responses to a questionnaire sent out to key NGOs, and selected documentation and publications provided by the NGOs.

2.1

Methods and data

THE QUESTIONNAIRE (see appendix 3) was sent out by e-mail to 20 organisations on 7 August 2015. The questionnaire consists of a set of open questions on three main themes: the organisations' work in the field of UNSCR 1325, the main goals and challenges of this work, and the context and future of 1325 work done by Finnish NGOs. As the date coincided with the holiday period, the response rate was relatively modest in the first round. Furthermore, most NGOs involved in 1325 work in Finland were

faced with the news of severe cuts in government funding published in July 2015. These cutbacks will take effect in 2016 and caused a sense of urgency among the NGOs affected. However, after a second round of phone calls and contacts, most of the main actors in the field provided some data for the purpose of this study. Despite these challenges, all NGOs contacted were cooperative and willing to participate in the study, and regarded it as important that information about the work on 1325 issues is collected together.

Semi-structured interviews were conducted based on the questionnaire with key actors identified. Seven interviews were conducted with eight participants – five were conducted face-to-face and two by telephone. The duration of the interviews varied between 30 to 90 minutes.

Besides the interviews and questionnaire data, some additional materials have been used in the analysis. They include documentation of the 1325 Network Finland for the years 2006–2015, several publications of

the NGOs participating in the study on 1325 issues, a summary of Finnish NGOs' 1325 work abroad collated by the 1325 Network Finland in 2014 (eight pages), and a questionnaire sent to all members of the 1325 Network Finland in 2015.

2.2 *NGOs involved in 1325 work in Finland*

THE NON-GOVERNMENTAL organisations involved in 1325 work in Finland represent a variety of actors. The scope of this study covers not only the member organisations of the 1325 Network coordinated by Finland National Committee for UN Women, but also other significant actors in the field of women, peace and security. Many of the NGOs that participated in this study focus on work in other countries, mainly through development cooperation. However, as part of the 1325 Network, they also advocate the goals of the resolution in the national context. This section provides a brief overview of the organisations represented in this study. In the next two chapters (3 and 4), the analysis of their work is outlined firstly in the context of advocacy and activities in Finland, and secondly in the context of meas-

ures in other countries, mainly conflict and post-conflict areas in developing countries. The division between these two types of work is made for the purposes of structuring this report to make it more legible. It must be kept in mind that the work in Finland and abroad is intertwined on many levels, not the least of which is the financing of the activities of NGOs.

The main cooperation forum for the work of NGOs is the 1325 Network coordinated by the Finland National Committee for UN Women. The participating organisations in the Finnish 1325 Network are (in alphabetical order): African Care; Amnesty International's Finnish Section; Crisis Management Initiative; the Family Federation; the Feminist Association Union; Finland National Committee for UN Women; Finn Church Aid; the Finnish Committee for European Security, STETE; the Finnish Federation of University Women; the Finnish League for Human Rights; KATU, the Civil Society Conflict Prevention Network; the National Council of Women in Finland; NYTKIS, the Coalition on Finnish Women's Associations; Political Parties of Finland for Democracy, Demo Finland; the UN Association of Finland; Women Journalists in Finland; the Finnish Section of Women's International League for Peace and Freedom, WILPF; the YWCA, Young

Women's Christian Association; and Zonta International District 20.

In addition to these NGOs, there are also individual members and researchers in the network. Their activities in the network fall outside the scope of this study. Instead, the scope of this study covers also Finnish organisations that are not members of the 1325 Network Finland, but which are involved in major activities related to the resolution 1325 family. Key actors from outside the network identified for the purposes of this study are the Finnish NGO Foundation for Human Rights (KIOS), the Finnish Evangelical Lutheran Mission and the Finnish Refugee Council.

3 1325 work done by Finnish NGOs: Focus on Finland

This chapter outlines the forms of work that focus on Finland. This mostly consists of advocacy and cooperation with state and government actors, NGO cooperation and general awareness-raising. One of the main focuses of Finnish NGOs after 2000 was advocacy for the first national action plan (NAP) in Finland and participation in the drafting process. Lobbying for the national action plan formed the basis for the early work of the 1325 Network. Establishing the network is also touched upon in this chapter.

3.1

The 1325 Network Finland and cooperation for advocacy

THE 1325 NETWORK functions as a cooperation body for the member NGOs, and as such is a focal point of advocacy and cooperation with state

and administrative bodies. Most interviewed participants and questionnaire responses identified the 1325 Network as an important work form. The aim of the network is to follow up the implementation of UNSCR 1325 on a national level and observe the ministries and key parties responsible for the implementation measures.

Finnish National Committee for UN Women coordinates and administers the network. In practice, 60% of one staff member's time is devoted to the 1325 Network. The work of the network includes networking, information exchange and organising seminars, promoting discussion on 1325-related themes, and sharing experiences and promising practices. There are relatively few actors and resources are scarce, but the work of the network as well as individual NGOs is considered rather effective in terms of reaching long-term achievements.

The network was established in 2006, when experienced activists recognised the momentum for pushing the Finnish state to implement UNSCR

1325 more effectively, and the need for cooperation between state and NGO actors. Among the founders of the network were the Finland National Committee for UNIFEM (later Finland National Committee for UN Women), Amnesty International Finnish Section, the Finnish League for Human Rights, and independent researchers. The first chairperson of the network was Päivi Mattila (Finland National Committee for UNIFEM). The Civil Society Conflict Prevention Network (KATU) and the UN Association of Finland were invited to join the network after the first meeting. Crisis Management Initiative, the Family Federation of Finland and the National Council of Women in Finland (NJKL) joined in 2007, and a few other NGOs joined over the subsequent years. The main principle of the network has been inclusiveness and openness towards new members.

The main goals of the network were to lobby the government of Finland on implementing resolution 1325 more effectively, and to lobby for high quality gender training to be included in crisis management training. More concretely, in the early years, the main focus of the network was first to advocate for a national 1325 action plan, and then to participate in the drafting process. During the first year, representatives of NGOs met key officials

in all relevant ministries. Knowledge of the resolution in the ministries was rather modest, but NGOs received a friendly reception, and all ministries showed their support and willingness to cooperate for the realisation of the network's goals.

The first action plan was drafted in 2008 with significant input from the 1325 Network Finland and its member organisations. The document was published by the Foreign Ministry in September 2008, and the network's chair Päivi Mattila gave a speech at the publishing seminar, underlining the need for proper resourcing and monitoring, and the willingness of NGOs to continue their work and contribute to the implementation by enhancing the goals of resolution 1325 in their own work.

The NGOs in this study describe the drafting of the first national action plan as a memorable demonstration of power of the NGOs, and view the role of the NGOs as crucial for the contents and the form of the action plan.

After the first national action plan on UNSCR 1325 was adopted, the network shifted its focus on following up the implementation of the NAP. The network also had an important role in the drafting of the subsequent action plan.

In 2011, the network commissioned a parallel report on the first implemen-

tation period of Finland's 1325 National Action Plan¹. The report was prepared by researcher Sirkku Terävä. A parallel report provides analysis on the challenges in the implementation of the first national action plan, and makes recommendations for future work.

The network and its member organisations also participated in drafting the second national action plan in 2012. Some actors interviewed for this study explained that during the second round there was no longer an urgent need for them to invest time in the work that ministries were capable of and willing to do, and therefore they did not see their role as pivotal as they did four years earlier. For example, Amnesty International Finnish section participated actively in the first round, but took a less active role in the second. On the other hand, Finn Church Aid reports that it was more active in drafting the second national action plan. Inevitably, the 1325 Network Finland was very active in both rounds, and acted as the main channel for the input from NGOs.

The network still works in close cooperation with state actors and provides significant input to the implementation of the national action plan. The network has representation in the 1325 follow-up group in the Min-

istry for Foreign Affairs. According to a questionnaire sent to the member organisations in 2015, following up the implementation of the 1325 national action plan is seen as the main task of the network. As the member organisations do not have the resources for continuous follow-up, an important part of the work of the network is to transmit information related to the follow-up work. The 1325 Network provides regular information on the implementation of the NAP to its members.

One of the goals of the network has been to influence the content of the training curricula of peacekeepers and civilian crisis management actors in order to provide them with tools to take the gender perspective in wars and conflicts into account more effectively. Here, lobbying central authorities in relevant ministries has been a key role, and this has been something that the NGOs of the network have done together. Through this cooperation the NGOs were able to achieve one of the goals of the network: to include the themes of resolution 1325 in the training of peacekeepers. The network also has representation on the 1325 steering group of the Crisis Management Centre Finland.

Many of the organisations participating in the network are NGOs working in the field of development

1 bit.ly/1325varjoraportti2011

cooperation. Through the cooperation in the 1325 Network, their knowledge of issues related to resolution 1325 and international human rights conventions has developed, and NGOs have united for more effective advocacy work. On the other hand, sharing information on the member organisations' work on 1325 issues has not been a key element of the network meetings. In the interviews conducted for this study, participants repeatedly address the fact that they know surprisingly little about other NGOs' work. Thus, this was the impetus for conducting this study.

Much of the advocacy and awareness-raising done by the Finnish NGOs for the goals of resolution 1325 in Finland is done by the 1325 Network. Member organisations bring their special expertise to the network and comment on the issues from their own viewpoints, and the network collects and brings together the input. Although many Finnish NGOs focus on enhancing the implementation of the UNSCR 1325 abroad, most of them defined in the questionnaire responses or interviews that they also do at least some advocacy work in Finland and outside the network. This meant, for example, advocacy for resolution 1325 issues related to the NGO's own special area of expertise, participation in working groups and on advisory

boards, or (parallel) reporting.

Some NGOs report that their work for the goals of resolution 1325 takes place mostly as part of their broader advocacy work in Finland and through participation in different networks. For example, the Family Federation of Finland regularly advocates for the prevention of sexual violence in conflicts and crisis areas and includes sexual health and reproductive rights, and the implementation of these rights, in all the crisis area standards. The National Council of Women in Finland (NJKL) has promoted the 1325 agenda in its communications when relevant and, importantly, collected the parallel report on Beijing +20, for which the 1325 Network Finland has produced a section on women and armed conflict. NJKL also does advocacy work for resolution 1325 in the advisory board for national defence education, of which it holds membership, by promoting women's participation in national defence education and crisis management.

Many of the member organisations are small and they do not necessarily have the time and resources to attend a variety of working groups, but through the network they have an opportunity to participate at least a little. The 1325 Network Finland is member of the national resolution 1325 follow-up group coordinated by the Foreign Min-

istry, it also collaborates closely with relevant resolution 1325 civil society actors in other Nordic countries, and participates in the activities of the Gender, Peace and Security working group of the European Peacebuilding Liaison Office (EPLO). Key actors in the advocacy work carried out in different national and international working groups include the coordinator and chairs of the 1325 Network Finland, and the executive director of the Finland National Committee for UN Women.

Participants of this study repeatedly emphasised the key role of the network and Finland National Committee for UN Women in the advocacy work carried out in Finland and the bringing together of organisations that have scarcer resources for this particular theme. On the other hand, the existence of the network, first as a temporary structure but soon an institutionalised actor in this field, may have also led NGOs to deprioritise advocacy for resolution 1325.

Keeping the themes of 1325 on the agenda of NGOs' broader advocacy work often consists of a few sentences here and there in official speeches and informal meetings, and it is not easy for NGO actors to describe or document – let alone quantify – this work in questionnaire responses and interviews. One of the challenges of this

report has been to dig up information about this kind of advocacy work. Nevertheless, Finland National Committee for UN Women, UN Association of Finland, Amnesty Finland and WILPF were often mentioned in the interviews and in the documentation of the early years of the network as important Finnish NGOs advocating the goals of resolution 1325. During the 2010s, the role of the 1325 Network Finland and Finland National Committee for UN Women seems to be dominating.

3.2 *Awareness-raising and training*

AN INTEGRAL PART of NGOs' work for resolution 1325 in Finland has been the organisation of seminars and training for different audiences. Several NGOs report that they organise one to three events each year that touch upon the issues of women, peace and security. Moreover, the 1325 Network Finland has organised several seminars. The 1325 Network Finland has also funded Finnish researchers' and NGO actors' participation in international seminars and conferences.

STETE, the Finnish Committee for European Security, and KATU, the Civil Society Conflict Prevention Net-

work, are examples of NGOs whose main activity in the field of resolution 1325 is organising events. STETE's first seminar that was related to resolution 1325 issues was organised as early as in 2002. The themes of the seminars have varied from women's empowerment in politics and economics and women's role in conflict resolution to human trafficking. For example, in November 2012, a seminar under the title 'Tough Politics and Humane Security – In the Best Interest of Superpowers, Warlords – and Women?' was organised by STETE, the 1325 Network, Operation 1325 Sweden and the Hanasaari Swedish-Finnish Cultural Centre, and was followed by a conference report publication. At the end of 2015, KATU and STETE will collaborate in the organisation of an event related to the 40th anniversary of OSCE (Organization for Security and Cooperation in Europe) together with NGOs engaged in OSCE's work. The themes to be covered by the event include conflict prevention, peacebuilding and peace mediation, as well as women's rights and the role of women in peace processes in conflict areas from the viewpoints of protection and empowerment.

KIOS and Demo Finland organise annual seminars that bring together collaboration partners of these organisations in developing countries together with Finnish actors. Demo

Finland organises two or three seminars each year related to democratisation aid, many of them touching upon women's political participation and their role in democratisation processes. For example, in 2013 Demo Finland organised a seminar on women's cross-party cooperation in politics, combined with a high-level panel discussion and the premiere of a documentary film 'Woman's Friend is a Woman' about the Tanzanian women's platform funded by Demo Finland. KIOS organises an annual seminar, which has for a couple of times been built around a 1325-relevant theme. In 2009, for example, the annual seminar was held under the title 'Conflicting Women's Rights - Human Rights Framework to Women's Role in Post-Conflict Countries'.²

Furthermore, the 1325 Network Finland organises seminars on 1325 issues, often in cooperation with other NGOs and the Ministry for Foreign Affairs. The seminars are considered an important form of work by the 1325 Network Finland and they have received positive feedback for being professional and topical. In 2013, the 1325 Network Finland also participated in the funding of a series of lectures entitled 'Gender, Conflicts and Peacebuilding' organised by the Gender Studies pro-

2 www.kios.fi/download/714

gramme of the University of Helsinki.

The 1325 Network Finland has recently also produced printed materials to be used in awareness-raising and training. In early 2015, a Finnish translation of UNSCR 1325 and its subsequent resolutions (1820, 1888, 1889, 1960, 2106 and 2122) with an introduction was published.³ Furthermore, the 1325 Network Finland with the Crisis Management Centre Finland (CMC) and the Finnish Defence Forces International Centre (FINCENT) co-published gender checklists for crisis management personnel.⁴ The checklists have been piloted in 2015 and they have received very positive feedback. They are used as educational materials in training organised by CMC Finland and FINCENT. The checklists consist of previously existing information packaged in a new format; however, there seems to have been a great demand for this type of publication, as the first edition was exhausted by late summer and a second edition was being ordered at the time of writing this report. The web pages of the 1325 Network also work as an information channel and they provide basic information about

the 1325 agenda both in Finland and internationally.

Besides public events and informational materials published by the network, education on 1325 issues carried out by the NGOs has also taken other forms, utilising the existing communication channels of these organisations. For example, Amnesty International Finnish section was active in transmitting the themes of the resolution to its members from the early 2000s, before the network was even founded. It translated reports published by the international movement on 1325 issues into Finnish, published summaries of them online, and published articles and activist interviews related to 1325 work in its own journal. Resolution 1325 has been included in Amnesty's human rights education materials, including materials used in the training of non-military service participants.

The Family Federation of Finland reports that it has written newspaper articles on 1325 issues and has raised the themes of the resolution in its global education, like lectures given at the request of schools or on other occasions. African Care has participated in a project aiming at raising awareness in Finland of the gender effect of the conflict in Somalia.

Awareness-raising has also been a functional form of 1325 work for those

3 Available for download at: bit.ly/1325paatoslauselmat

4 Suomen 1325-verkosto, CMC Finland & Fincen: 'Gender checklists for crisis management personnel', available for download at: bit.ly/genderchecklists2ed

NGOs in the network that do not perform advocacy work or development projects on the themes of the resolution. For example, the YWCA of Finland reports that women, peace and security themes have been covered several times in its membership journal *Näkyvä nainen* (Visible Woman), and as a part of the global YWCA movement it has published a postcard petition calling for action for women, peace and justice and spreading information about resolution 1325. YWCA has also distributed a resolution 1325 action plan to its local member organisations.

3.3 *Publications*

FINNISH NGOS have produced more than ten publications on 1325 issues over the 15 years covered in this report. There may also be other publications, information about which was not included in the data used in this report. The most popular form of publication has been a conference or seminar report, but the publications also include other examples such as evaluation reports and edited volumes at least partly devoted to themes relevant to resolution 1325.

The 1325 Network Finland has pub-

lished reports on its seminars to make the content available to wider audiences. In 2011, the network published a parallel report on the first implementation period of Finland's 1325 National Action Plan. In 2014, the 1325 Network Finland and Acaide Oy published the report 'The Nordic Implementation of UNSCR 1325 – A Comparative Evaluation' by Pirjo Jukarainen and Eeva Puumala, with comparative sections on national action plans and the roles of civil society in Nordic countries.⁵ In addition, the 1325 Network Finland distributed working and travel grants to relevant researchers in 2010–2011.

Demo Finland releases one to three publications each year, mostly aiming at explaining the idea of democratisation aid for a Finnish audience. Publications in English focus on peer-to-peer learning, including 'Women's Role in Finnish Democracy Building' about women's political participation in Finland throughout history and today,⁶ and toolkits for supporting women's political participation or women's cross-party cooperation in politics.

KATU, the Civil Society Conflict Prevention Network, published an edited volume in 2014 entitled 'Peace media-

⁵ Available for download at: bitly.com/nordic1325

⁶ Available for download at: demofinland.org/wp-content/uploads/2014/05/womans_role_in_finnish_democracy_2014_netti.pdf

tion – Finnish viewpoints’ (Rauhanvälitys – suomalaisia näkökulmia), which includes a chapter on 1325 issues.⁷ The coordinator of the 1325 Network Finland, Elina Hatakka, wrote a chapter on resolution 1325 in 2012 in an edited volume ‘Civilians managing crises – on the way to comprehensive crisis management’ (*Siviilit kriisejä hallitsemassa – matkalla kokonaisvaltaiseen kriisinhallintaan*).⁸ Chapters on resolution 1325 in thematically broader volumes are important for gender mainstreaming. The theme has also been touched upon in STETE’s publications, including seminar reports and articles touching upon the theme in STETE’s annual journal.⁹ KIOS publishes annual seminar reports, including the 2009 report entitled ‘Conflicting Women’s Rights – Human Rights Framework to Women’s Role in Post-Conflict Countries’, for example.¹⁰ CMI has published reports and policy briefs related to its projects, e.g. on gender-based violence in peace

processes in West Africa,¹¹ and women and peacemaking in Yemen.¹²

CMI has published a number of policy briefs, reports and other publications on gender, peacebuilding and mediation from 2012 onwards. These reports include ‘Women and Peacemaking in Yemen – Mapping Realities’, published in 2015, and ‘Gender and Conflict Analysis in Mediation Process Design’, published in 2012.

7 Available for download at:
www.katunet.fi/julkaisut/rauhanvality-suomalaisia-nakokulmia

8 Available for download at:
www.katunet.fi/sites/katunet.fi/files/kriisinhallinta_net_kirja.pdf

9 Available for download at:
www.stete.org/uploads/1/3/3/8/13383775/stete_journal_2012.pdf

10 Available for download at:
www.kios.fi/download/714

11 Available for download at: www.cmi.fi/images/GBV_Report_Outlining_Framework.pdf

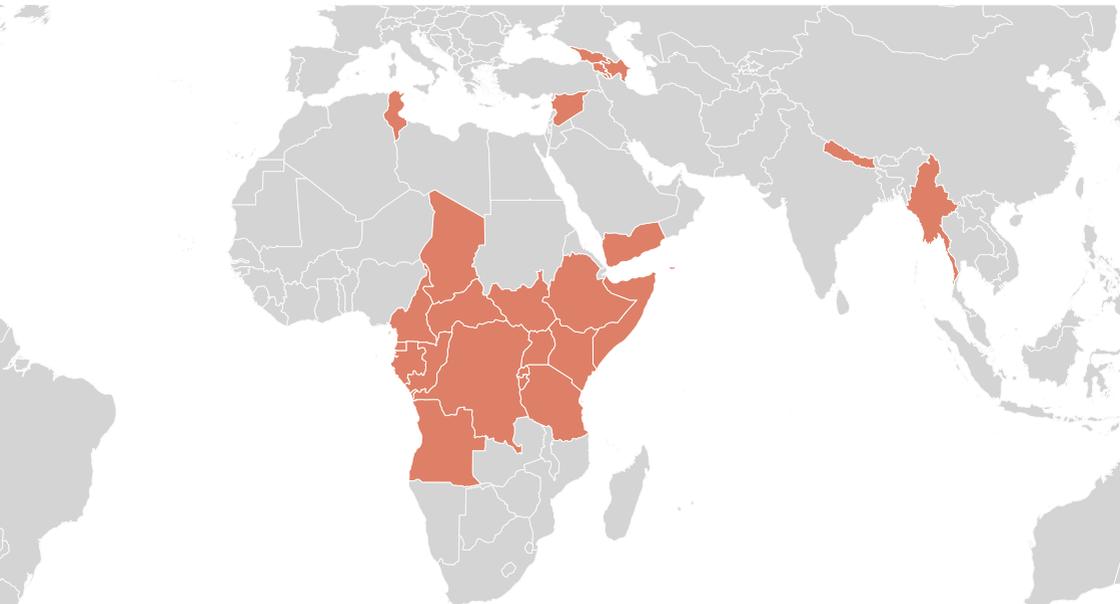
12 Available for download at: www.cmi.fi/images/stories/publications/reports/2015/Women_and_Peacemaking_in_Yemen_EN.pdf

4 1325 work done by Finnish NGOs: Focus abroad

This chapter summarises the main body of the work that Finnish NGOs have conducted abroad, mainly in post-conflict areas in developing countries. First the work of the member organisations of the 1325 Network

is presented, followed the work by other key actors identified through this research. Five NGOs are identified as key actors and their work is presented in more detail in their own subsections: Crisis Management Initiative (CMI), Finn Church Aid (Kirkon

■ Current gender projects by CMI, Finn Church Aid, Demo Finland, Finnish Evangelical Lutheran Mission and KIOS.



ulkomaanapu), and Political Parties of Finland for Democracy (Demo Finland) as members of the 1325 Network, and the Finnish Lutheran Evangelical Mission (Lähetysseura), the Finnish NGO Foundation for Human Rights (KIOS), and the Finnish Refugee Council (Suomen Pakolaisapu) as non-members of the network.

4.1 NGOs in the 1325 Network

THIS SECTION PRESENTS the main work for 1325 goals conducted by Finnish NGOs who are members of the 1325 Network Finland. Of the four pillars of the resolution (participation, prevention, protection, and relief and recovery), the main focus of this work is on participation: equal participation of women and men in peacebuilding efforts and national dialogue, civil society and decision-making bodies. Some NGOs also work on relief and recovery. Prevention is not a main focus for the work of these NGOs, although many identify enhancing participation as a form of conflict prevention.

4.1.1 Crisis Management Initiative (CMI)

A KEY FOCUS in Crisis Management Initiative's programme work is 'to support a stronger role for women in peace processes, better overall capacities in gender-sensitive mediation, and considerations of gender issues in peace agreements.'¹³ Its work is centred on peacebuilding processes and as such, it considers all of its work on gender to also be work on 1325 issues. In its general work, CMI aims to increase the number of women participating in peace processes as well as taking a gender-sensitive approach to all peacebuilding efforts. Furthermore, CMI has a separate Gender and Inclusion unit, with a team of three employees and a budget for its own initiatives and projects. The gender unit was set up after the structural remodelling of the organisation's functions in 2011. This made gender one of the main focal points of CMI's work, whereas before it was considered more of a side note in work on other issues. The budget of the gender unit comprises 9% (approximately 700,000 euros) of the organisation's 7.8 million euros of annual revenue, 71% of which is cov-

¹³ Crisis Management Initiative – Annual Report 2014-2015, available at: www.cmi.fi/images/stories/publications/annual_reports/CMI_AR2015.pdf

ered by the Finnish government.¹⁴ CMI works with existing groups of women such as parliamentary caucuses (South Sudan); gender units in sub-regional organisations (the Economic Community of Central African States), and informal but influential citizen groups (Yemen and South Caucasus), with women from across political, religious and ethnic divides. CMI has two ongoing projects with a specific focus on gender: 'Participation in Conflict Resolution' (currently ongoing in South Sudan and Yemen) and 'Stronger Role in Peace Processes' (provides training for leading UN mediation actors and supports international policies in strengthening women's roles in peace processes). Furthermore, CMI has ongoing projects with a gender dimension in West and Central Africa and Southern Caucasus (Armenia and Azerbaijan).

CMI regards the most exemplary of its projects on gender issues to be the 'Participation in Conflict Resolution' project in Yemen that started in 2011. CMI supports an inclusive and effective transition in Yemen by facilitating informal discussions between political groups on key transition issues and promoting women's inclusion in political decision-making and peace processes at all levels. As a result of

the project, a group of women from different backgrounds – NGOs, the academic world, business and others – have gained a position where they can effect change and introduce new political ideas as influential actors in society. The idea for this project arose from a local advisor, who had recognised the potential in this group of women before the project was initiated. In September 2015, CMI published a report on its work in Yemen entitled 'Women and Peace-making in Yemen: Mapping the Realities' that underlines the importance of ensuring women's inclusion in Yemeni conflict resolution and provides concrete proposals for actors involved in these processes on ways to support women's participation.¹⁵

Alongside its work on strengthening women's participation in conflict resolution in countries affected by conflicts, CMI provides training on gender issues for high-level professionals. CMI has organised three training programmes in Finland and three in Norway as part of its 'Gender and Inclusive Mediation Processes' project in cooperation with the Nor-

¹⁵ The report is available for download in English at: www.cmi.fi/images/stories/publications/reports/2015/Women_and_Peace-making_in_Yemen_EN.pdf and in Arabic at www.cmi.fi/images/stories/publications/reports/2015/Women_and_Peacemaking_in_Yemen_AR.pdf

¹⁴ Ibid.

wegian peace research institute PRIO and the UN Mediation Support Unit. This three-year (2013–2015) project is targeted primarily at UN peace mediators and other peace mediation professionals, and the goal is to increase the understanding of gender as a factor in peace processes. The goal of this work is firstly to increase the number of women participating in official peace processes, and secondly to guarantee that issues important to women are included in peace agreements.

Crisis Management Initiative (CMI) values international partnerships and in its line of work in peace mediation, international collaboration is indispensable. The most central cooperation partners are local and regional organisations, such as African Union (AU), and international organisations such as the European Union and the United Nations. In addition, it sustains cooperation with peer organisations and civil society. Furthermore, CMI is a member of many international coordination mechanisms such as the Mediation Support Network (MSN) and the European Peacebuilding Liaison Office (EPLO).

CMI considers the best projects to be those conducted in cooperation with national umbrella organisations, usually human rights organisations or women's organisations, as it has good contacts with rural areas and small

municipalities in crisis areas. This provides for the effective spreading of the message in the field. Other than these, the best premise for a project is when the partner organisation has a gender unit, and these gender units can benefit from cooperation with the mentoring Finnish organisation and thus be able to promote their goals more effectively in relation to other units in the partner organisation. Even internally, the CMI gender unit considers it a welcome reform that it has its own budget, as this gives them leverage and independence. It seems conclusive that 1325 work should be better structured and budgeted on all levels to make it truly effective and allow strategic sustainability, both on the government level and in the operations of NGOs and their projects.

4.1.2 Finn Church Aid (Kirkon ulkomaanapu)

FINN CHURCH AID (FCA, Kirkon ulkomaanapu) is recognised by most respondents as a key actor among the Finnish NGOs in 1325 issues, based on the volume of its development projects and the focus on gender in peacebuilding. Its annual budget in development assistance and humanitarian aid in 2014 was 27.7 million euros, and its work on gender issues has no separate budget. In addition to its projects in Somalia, Nepal and the Democratic

Republic of the Congo explained below, FCA has a leading role as the secretariat of the Network of Religious and Traditional Peacemakers. This network was founded in 2013 with financial support from the Ministry for Foreign Affairs of Finland. The network has two working groups, one of which is entitled 'Working Group for Gender Equality and Women in Peacebuilding' and focuses on gender issues. The network collects information about the role of religious leaders in a specific conflict at the request of the UN Peace Mediation Unit or another international actor involved in resolving the conflict. The gender working group supports female leaders in conflict resolution and peacebuilding efforts and aims to influence traditional and religious leaders in promoting the participation of women in decision-making. The operations of this network have thus far concentrated on the African continent.

In Africa, Finn Church Aid has worked with women who are not officially defined as traditional religious leaders but are in a position that makes them respected by traditional religious leaders. Furthermore, Finn Church Aid aims at wider consideration of gender among religious leaders, and it has trained male leaders on gender issues with positive results. As an example of this work, in Somalia,

male religious leaders have emphasised gender equality issues after the termination of the temporary government and the election of a new parliament in 2013.¹⁶

Finn Church Aid also participates in peacebuilding work in Somalia and since 2013 it has worked in Central Somalia in promoting cooperation between local and regional actors (governors, religious leaders and clan elders) with the Ministry of the Interior in Mogadishu to promote functional administration and peace in the region. In this work, the key role of women and gender in peacebuilding has been recognised and the participation of women is promoted in operations. However, Finn Church Aid recognises the need for more research on the role of women in Somalia and their possible contribution as mediators between clans.¹⁷

Furthermore, Finn Church Aid has projects in Nepal and the Democratic Republic of the Congo. FCA recognises cooperation with local women lawyers' organisations in DRC as good practice, and this cooperation is fur-

16 Nissinen, Petter and A. Doty (eds.) 2014, "Peace mediation – Finnish viewpoints" (*Rauhanvälitys – suomalaisia näkökulmia*), published by KATU, the Civil Society Conflict Prevention Network. Available for download at: www.katunet.fi/sites/katunet.fi/files/katu2014_net.pdf

17 Ibid.

ther explained below. In Nepal, Finn Church Aid started a three-year project (2015–2017) ‘Promoting equality and accountability for change and empowerment (PEACE)’ this year in cooperation with a partner organisation, World Vision Advocacy Forum. The project covers Kathmandu and Far West Nepal, and its main goal is to strengthen the role of women in peacebuilding. The project has identified vulnerable groups (casteless persons, persons in debt bondage situations, persons engaged in prostitution) who are most at risk of being targeted by violence, and one of the goals of the project is to empower these women by assisting them in entering employment and education. The work aims to strengthen the judicial system and establish local peace committees and district coordination committees to enhance the goals of UNSCR 1325 and 1820. The project’s comprehensive approach that incorporates information on participation and women’s experiences on different levels of social and judicial structures is considered particularly valuable. However, as the project has recently started, there are no results or assessments on its impact.

4.1.3 Political Parties of Finland for Democracy (Demo Finland)

POLITICAL PARTIES of Finland for Democracy (Demo Finland) promotes democracy and participation and has a focus on gender issues in many of its projects as well as gender as a cross-cutting theme in all its work. Demo has projects in Nepal, Zambia and Tanzania. Its annual budget in 2014 was approximately 1 million euros and it does not have a separate budget item for gender work. In Nepal, Demo Finland works with the Joint Youth and Student Platform (JYSP) that brings together the 20 most important Nepalese political youth and student organisations. JYSP is a platform for cooperation that was established in 2007 with the support of Demo Finland. JYSP and Demo Finland emphasise the participation of women in democratic decision-making. Its goal is to get more young women to actively participate in politics, and to mentor them to achieve leadership positions within party organisations. JYSP and Demo Finland have been able to significantly strengthen these efforts with three-year funding (2013–2015) worth 200,000 euros from the European Union. The project has also received additional funding from the Minis-

try for Foreign Affairs of Finland.¹⁸ Despite its successes, Demo Finland has decided to end the cooperation in Nepal due to two reasons: the severe budget cuts in Finland's development aid in 2015, which strongly affect the organisation's budget, and the narrowing of political space in Nepal. In Zambia, Demo Finland's work has centred on enhancing the role of women in politics since 2013, and the project involves all political parties' women's organisations in the steering group of the project. The organisation has made joint statements against violence against women occurring before elections.

Demo Finland has organised cross-party cooperation platforms in Tanzania and Nepal, and these have been an effective work form and have received good feedback. Its work in Tanzania is presented in more detail below as good practice. Demo Finland also organises political training programmes in cooperation with a Dutch sister organisation in Myanmar and Tunisia. The training focuses on the basics of politics, and the target group is young people put forward by political parties. In addition to training, the aim is to enable cooperation between

young people from different political parties and promote peaceful discussion and dialogue across political stances. In Nepal, Demo Finland's project with the Joint Youth and Student Platform (JYSP) has produced three toolkits on gender dimensions and gender impact assessments in political activities.

Demo considers its greatest achievement in the enhancement of the goals of UNSCRs 1889 and 2122 to be the promotion of the political participation of women in partner countries, for example in building the capacity of women politicians, enhancing the number of women in decision-making bodies, and building the capacity of women's organisations within political parties. Demo finds it challenging to work in politically unstable environments where political organisations may not be able to operate freely, and the NGO usually draws back and tones down its operations at times of political unrest (prior to elections, for example). Further challenges are the slow pace of changing attitudes in patriarchal political cultures which, combined with the lack and insecurity of funding, makes it difficult to work in a sustainable and strategic manner.

18 Annual Report 2014 – Toimintakertomus 2014, Puolueiden kansainvälinen demokratia-yhteistyö – Demo ry, available at: demofinland.org/wp-content/uploads/2015/06/toimintakertomus-2014_web.pdf

4.1.4 Other NGOs in the 1325 Network

THE NATIONAL YWCA in Finland engages in cooperation with the Liberian YWCA and publishes information on its operations. According to the YWCA in Finland, the Liberian YWCA is active in 1325 issues in promoting the implementation of Liberia's 1325 national action plan.

Women's International League for Peace and Freedom (WILPF) and African Care cooperate in Haweenka – Women of Somalia, participating in a decision-making and peacebuilding project that was initiated in 2012 and continues until 2017. The aim of the project is to increase public awareness about the gender dimension in the conflict in Somalia. The project strives to publicise the views of Somali women living in Finland and Somalia on security and peacebuilding in Somalia. The project has received funding from the Ministry for Foreign Affairs of Finland.

African Care has a gender dimension in all of its projects and some have a specific focus on gender. The thematic focus is on participation and relief and recovery. In addition to the Haweenka project in cooperation with WILPF, African Care has worked in Somalia on many themes related to 1325 issues. It has promoted equal right to participate, worked on prevention of sexual violence and helping the

victims, enhancing awareness on HIV in cooperation with local women's and health care organisations, and promoting better livelihoods for women. Its projects are funded with the support of the Ministry of the Foreign Affairs.

Zonta International District 20 mainly contributes to Zonta International's projects by organising fund-raising activities in Finland. The international projects in the 2014-2016 programme take place in Liberia, Rwanda (in cooperation with UNICEF), Niger (with UNFPA), and other programmes in multiple countries.

Amnesty Finland contributes to Amnesty's international campaigns for human rights defenders and advocacy for human rights issues in general, with a particular focus on resolution 1325 goals in some cases.

Women Journalists in Finland (Naistoimittajat) currently has funding for a three-year period, until 2017, for its training project 'Learning Together' in Afghanistan. The project is delivered in cooperation with the local NGO partner Afghan Women Journalist Union. This project was piloted in 2008 and it currently has a part-time coordinator in Afghanistan. The project includes training for Afghan women journalists provided by the volunteer Finnish journalists. Participants for each training module are selected from a pool of Afghan

professionals. The goal of this funding period is to build the capacity of the local NGO in addition to providing training for women journalists in Afghanistan.

4.2

NGOs outside of the 1325 Network

THE FINNISH LUTHERAN Evangelical Mission (Lähetysseura), the Finnish NGO Foundation for Human Rights (KIOS) and the Finnish Refugee Council (Pakolaisapu) are central actors among the Finnish NGOs who work for the goals of resolution 1325. The Finnish Lutheran Evangelical Mission works in development assistance and peacebuilding with a focus on gender equality, whereas the Finnish NGO Foundation for Human Rights considers gender and resolution 1325 to be integral elements in its general work for human rights all across the globe. In its work outside Finland, the Finnish Refugee Council (Pakolaisapu) concentrates on refugee and repatriation situations in Liberia, Sierra Leone, Uganda and Thailand.

4.2.1 Finnish Lutheran Evangelical Mission (Lähetysseura)

THE FINNISH LUTHERAN Evangelical Mission's gender work aims at improving women's human rights and ending gender discrimination. Gender equality is a cross-cutting theme in the organisation's development aid programme, and the organisation has specific projects and carries out advocacy work on gender issues. The work of the Finnish Lutheran Evangelical Mission has a special focus on vulnerable groups and the accumulation of vulnerability in persons and groups. It considers this to be in accordance with UNSCR 1325 and related resolutions.

In its development assistance work, the central themes of the Finnish Lutheran Evangelical Mission are economic equality; women's civil rights (Nepal); work against human trafficking and in support of victims of trafficking (Mekong); supporting employment of disabled women (Nepal and Ethiopia); and improving women's levels of education (promoting schooling for girls and women's literacy). In its peacebuilding work (Syria and Myanmar), the main goals are to develop gender awareness and gender mainstreaming in conflict mapping and conflict resolution and to increase women's participation and leadership at all levels of peace processes.

GOOD PRACTICE***POLITICAL PARTIES OF FINLAND
FOR DEMOCRACY (DEMO)
AND TANZANIA WOMEN
CROSS-PARTY PLATFORM (T-WCP)***

Since 2006, Demo Finland has supported the political participation of women in Tanzania and the subsequent establishment and functions of the Tanzania Women Cross-party Platform (T-WCP).

T-WCP was founded to advance women's agenda for inclusive democracy in Tanzania's patriarchal context, where women are significantly marginalised from the political sphere and excluded from major decision-making organs. T-WCP has met many of its initial goals: in collaboration with other actors it successfully campaigned for a 50/50 balance between women and men in the major decision-making bodies during the process of drafting a constitution; through training it has empowered women to build confidence and participate in elections; and in collaboration with other actors T-WCP has managed to push for the political parties' guidelines for inclusive democracy.

Demo Finland used to have a local office in Tanzania employing a local coordinator. For many years T-WCP has relied on Demo Finland to assure adequate funding and lately received funding from UN Women. However, as Finland has made severe budget cuts in development aid and NGO funding, there is an urgent fear that funding will be cut short and the thus far very successful project will be terminated due to lack of resources.

In the peacebuilding work in Syria and in Myanmar, the focus of the Finnish Lutheran Evangelical Mission has been on empowering women and promoting their participation in peacebuilding and the national dialogue. In Syria, the organisation has supported individual women, groups of women and women's networks in peace work by providing training and financial support. Over half of the persons who are targeted by the Finnish Lutheran Evangelical Mission's work in Syria are women, and the project has succeeded beyond expectations in encouraging women's participation in political processes. In Myanmar, the organisation has supported the establishment of Common Spaces, which provide all the parties, especially the civil society and women who have been marginalised, an opportunity to discuss the peace efforts and best solutions. These Common Spaces have been planned as part of the official peace process and to feed ideas into the official discourse, and in addition, a specific focus has been placed on training women as discussion facilitators.

4.2.2 The Finnish NGO Foundation for Human Rights (KIOS)

THE FINNISH NGO Foundation for Human Rights KIOS does not deliver its own projects; instead it channels

funding from the Ministry for Foreign Affairs directly to NGOs in developing countries and their human rights work. KIOS has focused on women's rights in its work for a long time. Many of its projects have a focus on gender issues – in 2014, 30% of its projects had a focus on gender equality or women's rights. The budget of each of the funded projects described in this section varied from 17,000 to 80,000 euros.

The central themes of KIOS' gender work include work combating violence against women and work improving equal right to participate. It also supports women human rights activists in many South Asian countries. The focus on gender has been strategic but has also arisen from its work environment and local needs in post-conflict and fragile states. Geographically, the gender work by KIOS has had a focus on South Asia: India, Nepal and Afghanistan, and in Africa: Uganda, Kenya, Tanzania, Zambia, Nigeria, Sudan, Ethiopia, Rwanda, Zimbabwe and the Democratic Republic of Congo. UNSCR 1325 has been a central instrument in local-level action plans and its implementation has been central in local advocacy work. All projects funded by KIOS share a rights-based approach and a focus on equal participation. Projects enhancing 1325 issues are an integral part of its general work for human

rights and as such are not considered a separate entity.

For example, the 'Women Human Rights Club' project by Solidarity for Justice (FSJ) in Afghanistan included women's forums and discussion events with resolution 1325 as one of the focus issues. The aim of this project is to enhance women's participation and make their voices truly heard in the discussion on women's rights, and produce recommendations on political decision-making processes. Furthermore, KIOS has supported the Nepalese WOREC (Women's Rehabilitation Centre, Nepal) since 2007 with the main goal being the development of a women human rights defenders' network. More information on this project, identified as a good practice, is presented below. In Nepal, KIOS has also supported the Centre for Victims of Torture (CVICT) in its project 'Fighting Violence against Women with Sensitivity'.

In Pakistan, KIOS has funded a project supporting women human rights defenders. In Afghanistan, it has funded the projects 'Women Rights Awareness, Literacy, and Legal Assistance Programs for Women and Girls' and 'Advocacy and Capacity Building of Stakeholders on the Elimination of Violence against Women'. KIOS has also supported regional work by the Programme for Women's Economic,

Social and Cultural Rights (PWESCR) in India for its project 'Leadership Development in Women's Economic, Social and Cultural Rights in South Asia', and the Bangladeshi organisation Odhikar's project 'Empowering Women as Community Human Rights Defenders'.

In Africa, KIOS has supported projects enhancing the goals of resolution 1325 since 2000. Its work covers a number of countries and two notable successes are NAWOU, the umbrella organisation for Ugandan women's organisations in Uganda¹⁹ and FAMEC (Family Mediation and Conciliation) in Kenya.²⁰ The aim of NAWOU's project was to train grassroots-level women leaders on human rights and leadership and thus increase its capacity to act as human rights activists. After the project, human rights knowledge has increased not only among women but also among men and community leaders, women have been able to participate in political decision-making bodies more than before, and women's leadership skills have improved. Based on the good experiences from the project, KIOS and NAWOU continued their cooperation in a project including the training of new human rights activists,

19 More on this work available at: www.kios.fi/english/nawou,_uganda/

20 More on this work available at: www.kios.fi/english/famec-aca,_kenya/

GOOD PRACTICE**THE FINNISH NGO FOUNDATION FOR HUMAN RIGHTS KIOS AND WOMEN'S REHABILITATION CENTRE (WOREC) IN NEPAL**

Since 2007, the Finnish NGO Foundation for Human Rights (KIOS) has supported the programme that led to the establishment of the Women's Rehabilitation Centre's (WOREC) network of women human rights defenders. The goal of the project is and has been to support the role of women human rights defenders on the ground as well as in the national decision-making bodies. The aim of the national network is to increase the effectiveness and importance of the operation in relation to the state, the police and civil society, and to advocate safety mechanisms to safeguard women human rights activists. Furthermore, the project aims to increase the participation of women in their communities' decision-making processes. The budget for the project was 171,100 euros between 2007 and 2012. As of 2015, KIOS's funding to WOREC still continues.

Since 2007, the project has included broad advocacy work through various media and campaigning for peace and a new constitution, as well as against violence against women. The special target group in the project has been women who work with the dalit, native peoples, the Madhesi, the disabled and victims of violence. The main achievement of the project is considered to be the fact that women's

rights, including 1325 issues, and women human rights defenders have become a legitimate part of the society and human rights discourse in Nepal. A specific victory was the legislation on violence against women in 2009, in which the network's campaigning had a seminal role. The network campaigned for the establishment of safe houses and crisis centres that have since been set up by the state. The network has also participated in the drafting of a legislative proposal on safeguarding female human rights defenders that has not yet been passed.

On a local level, the network has succeeded in advocating for women to be included in peace committees, and UNSCR 1325 has been used in the negotiations over the inclusion of Maoist armed forces with its female combatants as part of the national armed forces. In December 2014 WOREC, in cooperation with Female Human Rights Defenders' Alliance and National Human Rights Commission, organised a tribunal over violence targeted at women during the conflict. Victims of sexual violence were heard during the tribunal and one of its recommendations was to include the prohibition of sexual violence against women in the national action plan on enhancing the goals of UNSCRs 1325 and 1820.

observation of the realisation of women's rights, and broader information and advocacy work. At the beginning of 2010 KIOS and NAWOU started a partnership programme aiming to increase cooperation and information sharing between Ugandan human rights NGOs.

In Kenya, KIOS has supported FAMEC (Family Mediation and Conciliation), an NGO engaged in peace and human rights work, and its Maasai women's empowerment project. With the support of KIOS, FAMEC published the Bringing Women's Rights Home training manual in Kiswahili, and organised human rights and conflict resolution courses for 120 Maasai women in the Kajiado district. FAMEC's grassroots partner organisation identified influential Maasai women as participants on the course; social workers, business women, teachers, farmers and housewives. The course gave women knowledge on human rights, particularly the rights of women, and tools with which to encounter human rights abuse and conflict situations. Special emphasis was given to methods with which to share human rights knowledge and conflict transformation skills with other members of the women's communities. In 2009 FAMEC changed its name to Amani Communities Africa (ACA) and KIOS

continued supporting ACA's work with Maasai women.

4.2.3 Finnish Refugee Council (Suomen Pakolaisapu)

THE DEVELOPMENT cooperation work of the Finnish Refugee Council (FRC) concentrates on refugee and repatriation situations. It considers its work overall to enhance the goals of UNSCR 1325 as it supports gender-sensitive education for refugee women and emphasises equal participation and full commitment to gender equality. FRC's projects are included in this report, as it has worked in close cooperation with the 1325 Network Finland and it frames its work through the UNSCR 1325.

FRC considers literacy to be amongst the foremost priorities in promotion of equal participation rights, as it is a precondition for women's participation in peacebuilding. Women's education further strengthens their skills, self-esteem and opportunities in decision-making and solving conflicts. The evaluations of the projects of the Finnish Refugee Council have concluded in all countries that the empowerment of women has been one of the main achievements in all projects. The Finnish Refugee Council's work abroad is mainly financed with assistance from the Ministry for Foreign Affairs, who granted them 2 mil-

lion euros in 2014. This assistance has a requirement of 15% of self-financing of the total project budgets.²¹

The FRC works in four countries: Liberia, Sierra Leone, Uganda and Thailand. In Uganda and Thailand, the Finnish Refugee Council offers education to refugees and to locals living in the vicinity of refugees. Most of the beneficiaries of the FRC's projects are women and girls. In Uganda, the main focus is on improving education and livelihood opportunities for female refugees in three refugee settlements (Nakivale, Kyaka and Kyangwali) and in the city of Kampala. The project includes teaching functional literacy and English, French, community media, entrepreneurship and computer skills, as well as civic education and youth leadership courses. Refugee women and girls who have experienced violence are also able to get psychosocial support and services. In Thailand, it supports refugees from Myanmar who are settled in nine camps along the border region. The FRC organises adult literacy education and supports the local refugee organisations.

In Liberia and Sierra Leone, on the other hand, the emphasis is on supporting the returnees. The goals of

these activities are to reduce poverty and to increase self-reliance. In addition, amongst refugees, the organisation focuses on preparing for repatriation. In Liberia, the work mostly focuses on supporting the refugees from the Ivory Coast and the receiving communities on the Liberian side of the border. In environments of reconstruction, conflict prevention on both the individual and community levels are carried out. The forms of activity are adult education, community development, and the strengthening of civil society organisations. A large share of the participants in the programmes are women, as their level of education and status are inferior to those of men, and in Liberia, for example, 80% of the participants in the basic literacy course are female.

21 Website of the Finnish Refugee Council, available at: www.pakolaisapu.fi/fi/ulkomaan-tyo.html

5 General context of the 1325 work of NGOs in Finland

This section of the report focuses on the general context of the 1325 work in Finland. The interview participants and individuals who filled the questionnaire were asked about the factors that affect their work; the cooperation among the actors in the field, the political climate, and funding and resources. Furthermore, this section charts the more specific successes as well as the challenges that the NGOs face when enhancing the goals of UNSCR 1325 in Finland. The section ends with an overview of the Finnish NGOs plans for future 1325 work.

Many respondents mentioned that the previous government (2011-2014) had a focus on human rights and women's rights, which created an enabling environment for effective work for the goals of 1325. To a large extent this also applies to other governments throughout the 2000s. The Ministry for Foreign Affairs of Finland has promoted the 1325 agenda and has been a good cooperative body for many NGOs. Women's rights and UNSCR 1325 have

been one of the focus area in development policy, human rights strategy of the Foreign Service of Finland and the UN strategy. This has made national advocacy easier and also contributed to Finnish politicians' role in raising 1325 issues in international contexts and forums. Gender issues are treated more professionally than they were 15 years ago and they are much more mainstreamed in general policy than they were in the beginning of the century. However, as the national action plan was established and the 1325 work in Finland became more institutionalised, many women's organisations do not focus on it as a theme – one interviewee mentioned that in 2007, all women's organisations mentioned UNSCR 1325 as one of their government programme goals, but in the latest elections resolution 1325 was rarely mentioned as a priority.

5.1 *Strategies and resources*

THIS SECTION OUTLINES how UNSCR 1325 appears in Finnish NGOs strategies and their implementation, and discusses the funding and resources of this work.

The report of Finland's Ministry for Foreign Affairs on the follow-up of the 1325 national action plan in 2013 states that the main challenge for the implementation of the plan is the lack of earmarked additional funding, as the lack of specific funding prevents 'concrete and productive implementation'. The funding of the 1325 Network Finland is channelled through Finland National Committee for UN Women, as the network is an unofficial organisation and is not legally able to apply for funding. Currently, the network's resources are integrated in the general funding of the organisation. Even up to now, the funding has been insecure, and the annual decisions on funding have come so late in the year that strategic planning of the network's operation has been difficult. According to the respondents, the 1325 Network's role has been crucial in promoting cooperation and has managed to get a lot done with good results within the constraints of their small budget.

As there are no specific 1325 funding mechanisms in place, not many NGOs make direct use of the resolution in their planning and do not necessarily frame their activities specifically as 1325 work. However, gender issues and issues pertaining to women, peace and security are a prominent focus in NGO strategies. The focus here is on those NGOs who themselves recognise the role of resolution 1325 or related gender issues in their strategies and how they consider the usefulness of the resolution in structuring their work, despite the lack of specific funding earmarked for the implementation of 1325. Furthermore, as the resolution itself is not often mentioned in the strategies of the NGOs, the general role of gender in the NGO strategies is also discussed. In many of the organisations, gender is a cross-cutting theme mainstreamed in most activities.

The Finnish Evangelical Lutheran Mission (FELM) has gender equality as one of the five cross-cutting themes in its work, and gender is a factor in all the follow-up and assessment of its work. In its work in developing countries, resolution 1325 and the related resolutions are present in that vulnerable groups and multiple vulnerabilities are a focus in all projects. FELM employs a twin-track approach to its work on its cross-cutting development cooperation themes, two of which are

gender equality and capacity building of partner organisations, as it carries out specific projects and mainstream these themes into its work. In its peacebuilding efforts, FELM actively encourages women's participation and empowerment in peace processes on all levels in conflicts and in its conflict prevention work.

Political Parties of Finland for Democracy (Demo Finland) mainly carries out democracy work not directly linked to conflicts. However, it considers democracy a precondition to sustainable peace and inclusiveness and equal participation essential elements of democracy. Therefore, Demo links its work to conflict prevention. In terms of the goals of 1325, Demo's projects mainly enhance political participation and democratic opportunities for women as outlined in resolutions 1889 and 2122. This comprises increasing capacities of women politicians, increasing the number of women in decision-making bodies, promoting cooperation across party affiliations, and building capacity to advocate for gender equality in general. Furthermore, it has a focus on youth in its operations, and the gender dimension is always part of this work. However, Demo considers resolution 1325 to be a central tool in its work only when it comes to the issue of women's political participation, as it does not work

within conflict areas and many of the goals of the resolution fall outside the scope of its democracy work.

The Civil Society Conflict Prevention Network KATU's operations focus on promoting and supporting humane security, conflict prevention and civil crisis management. Of the themes of resolution 1325, KATU's focus is on prevention and supporting women's role in peace efforts through building the capacity of civil society, human rights work, developing democracy and the judicial system, and mediation. KATU merged with STETE (the Finnish Committee for European Security) in October 2015 and they have formed a new network called WISE, the Wider Security Network.

The mission of the National Council of Women in Finland (Naisjärjestöjen keskusliitto, NJKL) is to promote women's human rights and gender equality. Its member organisations include those who work with security and defence, who in their part have resolution 1325 on their agenda. NJKL as an umbrella organisation does not actively include resolution 1325 in its strategy, however, its work on women's human rights does enhance the goals of resolution 1325 in general. Furthermore, it is a member of the Advisory Board on National Defence Education (Maanpuolustusopetuksen neuvottelukunta, MONK), where it promotes

the participation of women in defence education and crisis management.

Crisis Management Initiative (CMI) introduced gender as a focus of its work in 2011 in West Africa through a project focused on gendered violence in conflict. In conflict resolution, gender was seen as a secondary issue, but since then it has become a more central theme in CMI's work and gendered violence is seen as a dimension of all conflicts. In 2011, the organisation went through a structural reorganisation and set up a separate gender team, and also started to focus on gender strategically. In practice, the fact that the gender unit has its own budget makes its issues more central in the overall operations of the NGO. Furthermore, CMI considers it important that a partner organisation also has a gender unit and this makes gender work more strategic in peace mediation projects, as these local gender units can be supported by CMI's gender team.

The Finnish NGO Foundation for Human Rights (KIOS) considers its work for resolution 1325 goals mainly in terms of supporting equal right to participate. This is a cross-cutting theme in all its work, whether the projects are focused on gender or other factors. All projects funded by KIOS have a focus on the equal right to participate. In addition to projects it funds, resolution 1325 is present in

the 'country policies' used internally in the organisation. The country policy on Afghanistan, for example, directly refers to resolution 1325 and in all South Asian country policies, gender is a central theme.

Overall, many respondents stress that there are relatively few organisations who work in the field of UNSCR 1325 and the related resolutions in Finland, although they consider the expertise of Finnish NGOs in gender issues more broadly to be of a high level. Finland National Committee for UN Women is mentioned as the most central actor as it coordinates the resolution 1325 work, and CMI, Finn Church Aid and the Finnish Evangelical Lutheran Mission are often mentioned as the most central actors and the main Finnish non-governmental organisations that are engaged in concrete peace mediation and peacebuilding work. One of the findings of this study was that NGOs know surprisingly little about each other's work and wish for more collaboration. Even though they participate in the 1325 Network and meet up regularly, many expressed a wish for more cooperation.

Jukarainen and Puumala's report on Nordic implementation of UNSCR 1325 from 2014²² suggests that government representatives emphasise the central

22 bitly.com/nordic1325

role of NGOs and civil society in the implementation of the national action plan, whereas NGOs consider their own role as minor. While the state bodies see NGOs as a major actor, the NGOs say that the scarcity and uncertainty of funding prevents strategic, long-term work on their part. Cooperation with the Ministry for Foreign Affairs, who is the responsible body for the national action plan, seems to work very well when considered from the Ministry's point of view, as it gains expertise from NGOs without much extra funding allocated for 1325 work. The 1325 Network Finland considers it important to keep in mind that the responsibility for the implementation and evaluation of the 1325 national action plan must always rest with state bodies.

However, NGOs have certainly had a central role both in the process of creating the national action plan in Finland as well as in its follow-up and updating. NGOs advocate for the goals of the 1325 and provide valuable expertise on issues without earmarked funding from the government.

The issue of funding and specifically the lack of it was also raised in the NGOs' parallel report from 2011 on the implementation of the first national action plan in Finland: the main horizontal problem of the first term (2008–2011) was that Finland had

not budgeted funding for the implementation of the 1325 action plan, and no ministry had the extra funding or the personnel to complete the measures and achieve the goals outlined in the plan. However, civil servants interviewed expressed a wish that non-governmental organisations and researchers could bring up more innovative ideas and experiences from the field to improve Finland's 1325 implementation planning.²³

In line with the above, representatives of NGOs feel that state bodies welcome their contribution to and expertise in 1325 implementation, but are not ready to resource this input accordingly. Since scarce resources allow only short-term planning, a more strategic approach has only been possible up to now in development aid projects, which in turn are now facing severe budget cuts that risk the sustainability of the 1325 work.

5.2 *Plans for the future*

FINNISH NGOS SHARE an urgent worry about future funding and this insecurity strongly affects their views on the future of 1325 work in Finland.

23 bit.ly/1325varjoraportti2011

The bleak prognosis makes it difficult to foresee how NGOs' 1325 work will develop in the near future. Furthermore, the sustainability of the good work done over the last 15 years is uncertain, as many ongoing projects face termination. Many NGOs are worried that the sudden budget cuts will negatively affect the trust and cooperation with partner organisations in developing countries that have taken years to establish.

It is likely that the budget cuts in NGO funding will have an impact on how NGOs will participate in the drafting of the next national action plan in 2016. Their diminishing resources will mean that the contribution they can make will not be as significant as before. The Finnish National Committee for UN Women will inevitably keep resolution 1325 high on its agenda. Furthermore, Amnesty Finland has plans to have resolution 1325 on its agenda even more than before, as it considers that the budget cuts in development cooperation appropriations may shift the focus of the 1325 work back to Finland from developing countries. However, this is just a tentative plan and the work forms and goals of this work are still open.

In its next strategy term (2017–2022), the Finnish Lutheran Evangelical Mission plans to include 1325 work as a central element in peace and

reconciliation operations, especially in its projects in Syria and Myanmar. The focus will be on finding concrete tools to empower women and increase participation in peacebuilding and on supporting local companions' advocacy work in women's economic and social rights.

Some respondents mentioned that there should be more of a focus on the prevention of conflicts and on the 'early warning signals'. Currently, prevention is not a major focus, possibly because its results are not easily quantifiable and demonstrated to funding bodies. Prevention is, however, a strong theme in CMI's comprehensive programme that came into effect in 2014, as the third theme of the programme is to 'Support to National Actors in Conflict Prevention and Resolution' and identifying early warning signals is mentioned as part of its prevention work in its Annual Report 2014–2015. This component is defined as exploratory and focuses strongly on embedding conflict resolution in nationally-led entities.

Furthermore, conflict prevention and peacebuilding should also focus on the follow-up of peacebuilding processes in post-conflict areas. CMI gave the example of the Arab Spring and the backlash that occurred after the political unrest in terms of women's rights and the 1325 agenda. The

seemingly positive process of political change and democratisation ended up leading to violence against women and the undermining of women's rights. There should be more tools to monitor these processes in the long term and also to intervene before the situation becomes extreme.

6 Conclusions

This report offers a general view of the work conducted by NGOs in Finland on the issues of resolution 1325 and subsequent resolutions between 2000 and 2015. Writing the report would not have been possible without the contributions of NGO actors, and their efforts to facilitate authors' access to relevant information. Not all relevant NGOs participated in the data production, and the scale of the responses varied. Some of the NGOs provided detailed descriptions of their activities, whereas some responses were very limited. A particular challenge was to acquire precise information about NGOs' activities in the early 2000s, as many actors and employees in the organisations have changed. These circumstances set certain limits to the content of the report and the conclusions that can be made from it. Inevitably, the activities of those NGOs that participated actively in the data production are described in more detail in the report.

During the early 2000s, the focus of the NGOs' work was on advocacy

for better implementation of the resolution in Finland and in national government policy. Initially, the network's operations had the concrete goal of advocating for a national 1325 action plan to be established. The network lobbied the government of Finland on more effective implementation of resolution 1325 and on high quality gender training to be included in crisis management training. The first success and culmination point of the advocacy work was the decision to develop the first national action plan for 2008–2011, and then drafting the plan. The network also contributed to drafting the second national action plan for 2012–2016. However, at that point, the focus had turned to resolution 1325-related projects in developing countries as a prominent form of Finnish NGOs' work. The 1325 Network Finland has continued to follow up the national action plan and transmit information about it to the member organisations. Moreover, the network and a few NGOs have been active in organising seminars and producing

publications on resolution 1325 and related themes.

The role of the 1325 Network Finland has been pivotal as a forum for cooperation and as a facilitator of NGO work towards resolution 1325 in Finland. One important resource has been that the network has had an employer to act as a coordinator, which has allowed for the effective dissemination of 1325-related information and follow-up of the processes related to the national action plan. Furthermore, the network has used its resources and expertise in organising seminars and preparing publications of high quality, and for international collaboration, for example.

In recent years, the main focus of the work for the goals of UNSCR 1325 by Finnish NGOs has been on development projects, mainly in conflict and post-conflict countries. Most NGOs do not frame their projects primarily as 1325 work, but they state that the projects they refer to are related to the themes or are relevant to the goals of the resolution. The NGOs' interpretations of what kinds of projects can be counted as 1325 work are very varied. On the one hand, some of the respondents initially answered that their organisation does not have particular 1325 projects, but then went on to describe projects that were clearly relevant to the goals of the resolution.

On the other hand, some other organisations framed all projects with some kind of gender perspective and efforts to enhance women's participation as 1325-relevant work, and were able to justify this interpretation.

Although there are few key actors in the field of 1325 issues, these actors support and manage a wide range of projects, mainly in African and South Asian countries, and also participate in international networks and peace-building processes. Of the four pillars of the resolution, most Finnish NGOs concentrate on participation in their work abroad. Some also have a focus on the role of women in peace mediation and conflict resolution efforts. Promoting equal participation rights and increasing the representation of women in decision-making bodies are often understood as a form of conflict prevention, as they contribute to a just and democratic society.

In spite of the current situation, there have been many successes over the fifteen-year period described in this report. The goals of UNSCR 1325 have gained a lot of attention in national government policy, and the contribution of NGOs to this has been remarkable. In a small country with good cooperation between government and civil society like Finland, NGOs have had good opportunities to influence official politics, to be

included in working groups and in the drafting and implementation of the national action plans, and have been able to influence the training of peacekeepers and civilian crisis management actors, and to realise significant projects in developing countries related to resolution 1325.

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Appendix 1: Research data

NAME OF NGO	NAME OF NGO IN FINNISH	INTERVIEWED (PERSON, DATE)	QUESTIONNAIRE	OTHER RESOURCES CONSULTED
Members of the 1325 Network Finland:				
Finland National Committee for UN Women	Suomen UN Women	Sara Haapalainen and Elina Multanen, 4.9.2015		
Finnish League for Human Rights	Ihmisoikeusliitto	Päivi Mattila, 26.8.2015		
Amnesty International Finnish Section	Amnesty International Suomen osasto	Pia Puu Oksanen, 15.9.2015		X
KATU, the Civil Society Conflict Prevention Network	Kansalaisjärjestöjen konfliktinehkäisyverkosto KATU		X	X
Family Federation	Väestöliitto		X	
Feminist Association Union	Naisasialiitto Unioni		X	
NYTKIS, Coalition on Finnish Women's Associations	Naisjärjestöt yhteistyössä – Kvinnoorganistarioner i samarbete NYTKIS			X
National Council of Women in Finland	Naisjärjestöjen Keskusliitto (NJKL)			X

Crisis Management Initiative (CMI)	the Crisis Management Initiative (CMI)	Elisa Tarnaala, 19.8.2015		X
YWCA, Young Women's Christian Association	Suomen NNKY-liitto			X
Women Journalists in Finland	Naistoimittajat			X
Finnish Section of Women's International League for Peace and Freedom, WILPF	WILPF Suomen osasto		X	
Zonta International District 20	Zonta International piiri 20		X	
Finn Church Aid	Kirkon Ulkomaanapu	Eva-Marita Rinne-Koistinen, 26.8.2015		
African Care	African Care		X	X
Finnish Committee for European Security, STETE	Suomen toimikunta Euroopan turvallisuuden edistämiseksi, STETE		X	X
Political Parties of Finland for Democracy, Demo Finland	Demo Suomi	Hanne Hämäläinen, 24.8.2015	X	X
Non-Members of the 1325 Network Finland:				
Finnish NGO Foundation for Human Rights KIOS	Kansalaisjärjestöjen ihmisoikeussäätiö KIOS	Kristiina Vainio, 24.9.2015	X	X
Finnish Lutheran Evangelical Mission	Lähetysseura		X	X
Finnish Refugee Council	Suomen Pakolaisapu			X

Appendix 2: Profiles of the Main Finnish NGOs working for the goals of 1325 abroad

NAME OF NGO	DESCRIPTION	TOTAL BUDGET	NUMBER OF STAFF	MAIN SOURCES OF FUNDING (2014)	CURRENT GENDER PROJECTS (2015)
Crisis Management Initiative (CMI)	Supports sustainable peace across the globe by work in mediation and dialogue, supporting mediation efforts and capacities of states, multinational organisations and other mediators, and assisting national actors in participatory policy-making that supports conflict prevention and resolution in fragile contexts.	7.8 million euros	80	Ministry for Foreign Affairs, foundations, societies, other governments	South Sudan, Central African States, Yemen and South Caucasus
Finn Church Aid	The development assistance organisation of the Finnish Lutheran Church. Operates in 20 countries providing development assistance and humanitarian aid and works with the most vulnerable groups of people regardless of their religious beliefs.	27.7 million euros	248	Ministry for Foreign Affairs, European Union, parishes, private donations	Somalia, Nepal and the Democratic Republic of the Congo

Political Parties of Finland for Democracy (Demo Finland)	A cooperative organisation of Finnish parliamentary parties. Seeks to enhance democracy by carrying out and facilitating collaborative projects between Finnish political parties and political movements in new and developing democracies.	1 million euro	8	Ministry for Foreign Affairs, European Union, political parties	Nepal, Tanzania, Myanmar and Tunisia
Finnish Evangelical Lutheran Mission (Lähetysseura)	The mission organisation of the Finnish Evangelical Lutheran Church founded in 1859. Works in development cooperation in various countries and cooperates with local churches and other Christian organisations.	29.1 million euros	265	Ministry for Foreign Affairs, parishes, private donations	Nepal, Ethiopia, Myanmar and Syria
The Finnish NGO Foundation for Human Rights (KIOS)	A consortium of eleven Finnish organisations working for human rights and development issues, founded in 1998 to fund projects promoting human rights and development of democracy.	1.8 million euros	7	Ministry for Foreign Affairs	Kenya, Democratic Republic of the Congo, Rwanda, Ethiopia and Uganda

Appendix 3: Questionnaire sent to NGOs

Translation from Finnish

1325 work of your NGO:

- 1 What kind of work has your NGO led for the realisation of the goals of resolution 1325?
 - Main forms of work (projects/advocacy/education/publications)
 - Have some of your work forms been particularly successful?
- 2 Has the work been targeted mainly at other countries (e.g. partner countries of development cooperation) or Finland?
- 3 Who have been your main collaboration partners and what has the collaboration been like?
- 4 How have the activities been funded? Scale of the funding? (Other remarks about funding?)

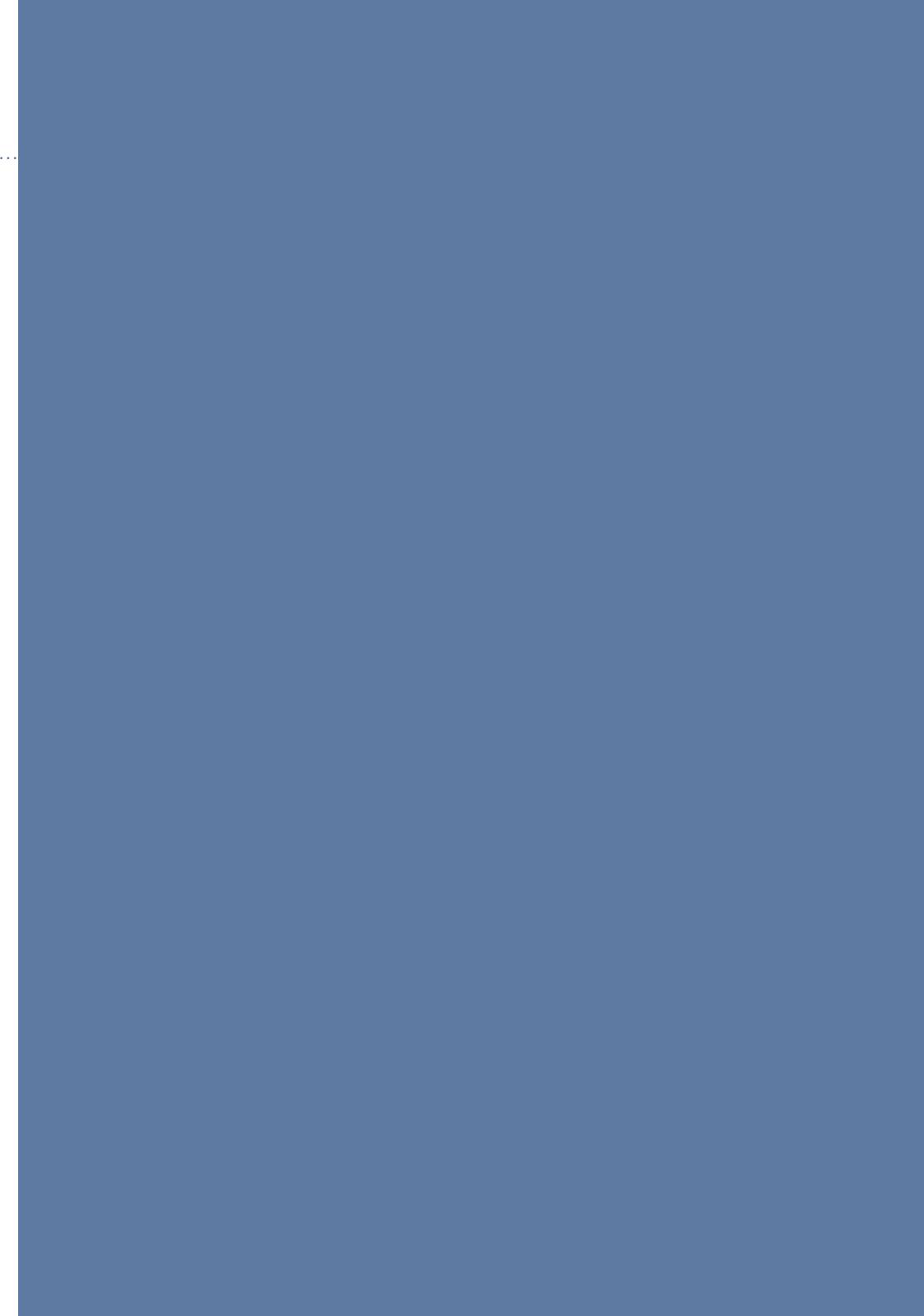
Themes, goals and challenges of your 1325 work:

- 5 What have been the thematic focal points of your work?
(E.g. utilising the four pillars of the resolution: participation, protection, prevention, relief and recovery.)
- 6 What have been the goals of your 1325 work?
 - Do you assess if the work has contributed to the goals of the resolution?
 - What have been the main challenges in achieving the goals?
- 7 Have you had any experiences in terms of mainstreaming the thematic of resolution 1325, such as including the themes in work not directly related to women's rights? What kind of successes and challenges have you faced?

Context and future of 1325 work:

- 8 Have such changes occurred in Finnish politics (development policy, gender equality policy) that have affected your work? What and how, if any?
- 9 How do you assess the 1325 work done by Finnish NGOs as a whole?
Who are or have been key actors?
- 10 Is your organisation planning 1325 work in the future?
- 11 Do you have opinions on what kind of 1325 work Finnish NGOs should concentrate in the future?

Thank you for your answers!





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