



## Resolution 1325 (2000)

Adopted by the Security Council at its 4213th meeting, on 31 October 2000

The Security Council,

Recalling its resolutions 1261 (1999) of 25 August 1999, 1265 (1999) of 17 September 1999, 1296 (2000) of 19 April 2000 and 1314 (2000) of 11 August 2000, as well as relevant statements of its President, and recalling also the statement of its President to the press on the occasion of the United Nations Day for Women's Rights and International Peace (International Women's Day) of 8 March 2000 (SC/6816). Recalling also the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the Twenty-First Century" (A/S-23/10/Rev.1), in particular those concerning women and armed conflict, Bearing in mind the purposes and principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security, Expressing concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and recognizing the considerable impact this has on durable peace and reconciliation, Reaffirming the important role of women in the prevention and resolution of conflicts and in peace-building, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution, Reaffirming also the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts, 2 S/RES/1325 (2000) Emphasizing the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls, Recognizing the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard noting the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693), Recognizing also the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peacekeeping personnel on the protection, special needs and human rights of women and children in conflict situations, Recognizing that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security. Noting the need to ensure that attention to the impact of armed conflict on women and girls,



**Barbara Lochbihler**

*Member of the European Parliament*

# Women in armed conflicts

1. Urges Member States to ensure increased representation of women in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;
2. Encourages the Secretary-General to implement his strategy (S/2000/49) concerning the participation of women at all levels in conflict resolution and peace processes;
3. Urges the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated, centralized list;
4. Further urges the Secretary-General to seek to expand the professional contributions of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;
5. Expresses its willingness to incorporate a gender perspective into peacekeeping operations, and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;
6. Requests the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peacemaking measures, invite Member States to integrate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment and further urges the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;
7. Urges Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children's Fund, and by the Office of the United Nations High Commissioner for Refugees and other relevant bodies; 3 S/RES/1325 (2000)
8. Calls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, and to take into account (a) the special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction; (b) Measures that support and enhance women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of peace agreements; (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;
9. Calls upon all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls, especially as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 2000, and to take into account the provisions of the Rome Statute of the International Criminal Court;
10. Calls on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual violence, and all other forms of violence in situations of armed conflict;
11. Emphasizes the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, and war crimes including those relating to sexual and other violence against women and girls, where feasible from amnesty provisions;
12. Calls upon all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolutions 1208 (1998) of 19 November 1998 and 1296 (2000) of 19 April 2000;
13. Encourages all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants;
14. Reaffirms its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;
15. Expresses its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups;
16. Invites the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and further invites him to 4 S/RES/1325 (2000) submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;
17. Requests the Secretary-General, where appropriate, to report to the Security Council on the implementation of this resolution, and all other aspects relating to women and girls;
18. Decides to remain actively seized of the matter.





4	Introduction
5	The EU's international obligations to protect women's rights
6	UN Security Council Resolutions at a glance
7	UN Security Council Resolution 1325
9	UN Security Council Resolution 1820
10	Successor Resolutions 1888 and 1889
21	National action plans
22	NGO recommendations to the European Union
24	Conclusion
26	Author details and legal information



**Dear reader,**

To mark this year's International Women's Day and the tenth anniversary of the adoption of UN Security Council Resolution 1325, my office organised a photo exhibition entitled "[Rape as a weapon of war – Women in the Democratic Republic of Congo](#)" jointly with women's rights and aid organisation *Medica Mondiale*.

In the first week of March, over 40 women from several European countries came to the European Parliament to visit the exhibition and participate in a round-table discussion organised by non-governmental organisations (NGOs), a debate with EU politicians and a meeting of the European Parliament's Subcommittee on Human Rights. Women representing a total of 22 international NGOs took part in the week's events and I was delighted that women from so many organisations were involved. I was especially pleased to see friends from the Women's International League for Peace and Freedom (WILPF) there, with representatives from five different countries.

It became clear that there was considerable interest in this topic at a reception that we invited people to attend in connection with the photo exhibition. Around 100 people came to the reception to see the photos, which were taken by photographer Cornelia Suhan. The pictures impressively show that despite all the humiliation and brutality they have endured, women in north-eastern Congo are still fighting to retain their dignity. This brochure was created after the week of events and contains, among other things, the demands put forward by the NGOs during the various seminars.

Yours,  
Barbara Lochbihler

## Introduction

Women's views on war and peace are often not considered in the male-dominated field of security and defence policy, even though women and girls, as a section of the civilian population, are disproportionately affected by wars and armed conflicts. Women's organisations have been working for many years to have women's viewpoints incorporated in international security policy. As long ago as 1915, members of the Women's International League for Peace and Freedom (WILPF) met in The Hague to protest against the First World War.<sup>i</sup>

Now, in the early 21st century, it can no longer be denied that women are vitally important for peace-building and reconstruction in conflict zones and that there is a need to provide them with special protection during conflicts. A number of international documents and agreements have been adopted on the role of women in armed conflicts and post-conflict situations. In European politics, the protection and participation of women is a significant element not only in the security and defence sector but also in a number of other areas of EU foreign policy, such as humanitarian aid, development cooperation and protection of human rights.

Despite this, it is still the case that a great many measures and action plans developed by the departments and working groups of the European Commission, the European Council and the European Parliament are not implemented successfully.

This brochure provides an overview of various existing EU programmes and presents both the strengths and weaknesses of current EU policy.

<sup>i</sup> For more information on the history of the WILPF, visit the organisation's website at, [www.wilpfinternational.org/AboutUs/index.htm](http://www.wilpfinternational.org/AboutUs/index.htm)

*Mugunga refugee camp (DR Congo) is overcrowded. More than 200,000 people live there. They do not have sufficient access to water.*



### The EU's international obligations to protect women's rights

The European Union has an obligation to respect and implement various international agreements on involving women in peace processes and protecting them from (sexual) violence during armed conflicts. Up until now, the main reason that the EU had to comply with the provisions of international law was that the individual EU Member States had signed international agreements and the Union's foreign policy had to be consistent with its Members' international obligations. However, since the entry into force of the Treaty of Lisbon in 2010, the EU has also been able to sign international agreements in its own right.

Equal rights and equal treatment for men and women is a human right enshrined in the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), among other documents. CEDAW was adopted by the General Assembly of the United Nations (UN) in 1979 and entered into force in 1981. The Beijing Declaration and Platform for Action, which was developed in Beijing in 1995 at the Fourth World Conference on Women, has an entire section dedicated to the role of women in armed conflicts. This document maintains that peace is inextricably linked with equality between women and men and (sustainable) development.

Resolution 1325 was adopted on 24 October 2000, marking the first time in United Nations history of that a Security Council Resolution specifically about women had been adopted. The resolution calls for better protection of women's rights and for women's participation in peacekeeping and peace-building measures to be promoted and advocates the inclusion of the concept of gender mainstreaming in security policy.

In 2008 and 2009, the UN Security Council strengthened its commitment to the protection of women in armed conflicts with the adoption of resolutions 1820, 1888 and 1889. In keeping with this commitment, the EU and the United Nations analyse the effects of new development aid instruments on equal rights within the framework of the EC-UN Partnership on Gender Equality for Development and Peace.<sup>ii</sup>

<sup>ii</sup> European Parliament, *Gender Mainstreaming and Empowerment of Women in the EU's External Relations Instruments*, p. 15, available at [www.isis-europe.org/pdf/2009\\_artrel\\_306\\_09-04-epstudy-gender-ext-rel-gya.pdf](http://www.isis-europe.org/pdf/2009_artrel_306_09-04-epstudy-gender-ext-rel-gya.pdf).

## UN Security Council Resolutions at a glance

Resolution	Year	Content
1325	2000	<ul style="list-style-type: none"> <li>• Empowerment of women / women's participation in conflict prevention mechanisms</li> <li>• Protection of women from (sexual) violence in armed conflicts</li> <li>• Gender mainstreaming in security and defence policy</li> </ul>
1820	2008	<ul style="list-style-type: none"> <li>• Conflict-related systematic sexual violence described as a tactic of war</li> <li>• Threat of sanctions against countries not doing enough to combat sexual violence during conflicts</li> </ul>
1888	2009	<ul style="list-style-type: none"> <li>• Concern about continued sexual violence in some conflict zones</li> <li>• Request for the appointment of a UN Special Representative for sexual violence in conflicts</li> </ul>
1889	2009	<ul style="list-style-type: none"> <li>• Call for greater participation and involvement of women in peace processes and post-conflict planning</li> <li>• UN Secretary-General asked to draw up a set of indicators to be used to track the implementation of Resolution 1325 at global level</li> </ul>



*Mugunga refugee camp: there is only one access point to water in the whole camp, so water often has to be carried over many kilometres.*

## UN Security Council Resolution 1325

### *(i) Requests from the Security Council to the United Nations and its members*

#### – Women's participation

The Security Council requests that the Member States of the EU and the UN **increase representation of women at all decision-making** levels in national, regional and international institutions and within their respective bodies for the prevention, management and resolution of conflict. In this connection, the UN Secretary-General is urged to appoint **more women as Special Representatives** for UN peacekeeping missions. Since the Secretary-General's actions depend on the Member States' proposals, the Member States are asked to provide suitable candidates. The role and contribution of women in field-based operations should also be expanded, especially among military observers, civilian police and human rights and humanitarian personnel.

#### – Gender perspective / gender mainstreaming

A **gender perspective** should consistently be incorporated in the negotiation and implementation of peace agreements. This perspective should include the special needs of women and girls during repatriation and resettlement, as well as during rehabilitation, reintegration and post-conflict reconstruction. Furthermore, UN Member States should take measures to support local women's peace initiatives and indigenous processes for conflict resolution and make an effort to involve women in all of the implementation mechanisms of the peace agreements.

#### – Protection of women and girls in armed conflicts and post-conflict situations

UN Security Council Resolution 1325 refers to the relevant **provisions of international humanitarian law applicable to the protection of women and girls**, including those contained in the Geneva Convention of 1949 and the Additional Protocols thereto of 1977 and the Refugee Convention of 1951 and the Additional Protocol thereto of 1971.

States are expressly called upon to take **special measures to prevent sexual violence**. In particular, they should work against impunity in cases of sexual and other violence against women and in genocide, war crimes and crimes against humanity. Resolution 1325 emphasises that, where feasible, crimes relating to sexual or other violence against women should be **excluded from amnesty provisions**.

The resolution asks the Secretary-General of the United Nations to provide Member States with **training material** on the protection, rights and particular needs of women in armed conflicts, as well as on the importance of women in peacekeeping and peace-building measures. The material should assist the Member States in the implementation of national training programmes for military and civilian police.

Last but not least, the resolution urges the Member States to increase their voluntary **financial, technical and logistical support** for gender-related training efforts and asks them to subsidise relevant programmes undertaken by the United Nations Children's Fund, the United Nations Fund for Women and the Office of the United Nations High Commissioner for Refugees.

#### **(ii) Obligations assumed by the UN Security Council itself**

The UN Security Council also assumes some specific obligations in Resolution 1325. Among other things, it stresses its willingness to take account of the **gender perspective** and women's rights in Security Council missions. This is to be achieved through consultation with local and international women's groups.

Moreover, the Security Council undertakes to give consideration to the potential impact on the civilian population of any **measures adopted under Article 41 of the Charter of the United Nations**, particularly bearing in mind the needs of women and girls. Article 41 of the Charter of the United Nations gives the Security Council the power to apply sanctions in the form of complete or partial interruptions of economic relations and of rail, sea and air traffic and the severance of diplomatic relations. The Security Council also declares that it will continue to actively support the implementation of Resolution 1325.

#### **(iii) Assessment**

Resolution 1325 presents a holistic approach that covers elements relating to both protection and participation and advocates gender mainstreaming in security policy. It is rightly based on the premise that the protection of women and women's rights during crises and in peacetime is determined by the involvement of women in societal processes, and vice versa. On the one hand, the protection of women's rights is a prerequisite for women's participation in any form of decision-making process and on the other hand, women must be involved in such processes for women's rights to be given adequate protection.

## UN Security Council Resolution 1820

Resolution 1820, which was adopted in 2008, is dedicated to combating violence against women in armed conflicts. The UN Security Council views the use of sexual violence in armed conflicts as a tactic of war that aims to humiliate members of a community or ethnic group or instil fear in them in a targeted manner. Since the resolution says that sexual violence is often fuelled by myths, these myths should be debunked and investments should be made in educational measures. The UN Security Council condemns sexual violence in conflict in the harshest of terms: correspondingly, it refers in Resolution 1820 to the possibility of imposing sanctions against states that do not prevent the systematic use of sexual violence.

One particular characteristic of Resolution 1820 is that it relates specifically to one aspect of Resolution 1325, namely sexual violence against women in armed conflicts. With this resolution, the Security Council emphasises that there is an urgent need for progress in the fight against sex crimes in conflict, especially given that the number of rape victims in armed conflicts had not decreased in the nine years since the adoption of Resolution 1325.<sup>iii</sup> By threatening to impose sanctions, the Security Council clearly signals that it attaches great importance to preventing more sex crimes.<sup>iv</sup> However, the actual effectiveness of sanctions in dealing with such cases must be demonstrated again. Since it is states that are punished for failure to act against sexual violence or prosecute its perpetrators,<sup>v</sup> sanctions only have an indirect effect on those committing sex crimes. It is difficult to estimate when sanctions will have a real and positive impact on national criminal prosecution.

<sup>iii</sup> Media Mondiale, *Project Information: Democratic Republic of Congo*, p. 1, available at [www.medicamondiale.org/fileadmin/content/07\\_Infothek/Projektinformation/Projektinformation\\_Dr\\_Kongo\\_-\\_englisch\\_-\\_09-2008.pdf](http://www.medicamondiale.org/fileadmin/content/07_Infothek/Projektinformation/Projektinformation_Dr_Kongo_-_englisch_-_09-2008.pdf).

<sup>iv</sup> Everhartz, *Die Resolutionen 1820, 1888 und 1889 des Sicherheitsrats der Vereinten Nationen – wichtige Massnahmen gegen sexualisierte Kriegsgewalt (UN Resolutions 1820, 1888 and 1889 – significant measures against sexual violence in conflict)*, p. 1, available at [www.gwi-boell.de/de/downloads/Resolution\\_1820-1888-1889\\_Download.pdf](http://www.gwi-boell.de/de/downloads/Resolution_1820-1888-1889_Download.pdf).

<sup>v</sup> *Ibid.*

### Successor resolutions 1888 and 1889

In Resolution 1888, adopted in 2009, the Security Council voices its concern about the lack of progress in the fight against sexual violence in armed conflicts. It suggests appointing a Special Representative to further the implementation of Resolution 1820 and once more urges the countries affected by sexual violence to combat impunity more effectively and do more to protect the victims of sexual violence.

In fulfilment of the request made in Resolution 1888, former EU Commissioner Margot Wallström was appointed UN Special Representative on Sexual Violence in Conflicts on 2 February 2010. When she was an EU Commissioner, Ms Wallström campaigned hard for the implementation of Resolutions 1325 and 1820 at EU level, so the United Nations has a committed and well-qualified person filling the post.

For its part, Resolution 1889 advocates greater participation and involvement of women in all stages of peace processes and post-conflict planning and reiterates that negative societal attitudes about women's capacity to participate equally should be countered. In addition, the Security Council calls on the Secretary-General of the United Nations to draw up, within six months, a **set of indicators** to be used to track the implementation of Resolution 1325 at global level.

NGOs welcomed the adoption of Resolution 1889 as it concentrates on women's role as agents for peace and security in their communities, unlike Resolution 1888, which focuses on women as victims of armed conflict.<sup>vi</sup>

<sup>vi</sup> Asha Hagi Elmi Amin, statement by Asha Hagi Elmi Amin on behalf of the NGO Working Group on Women, Peace and Security at the UN Security Council Open Debate on Women, Peace and Security, available at [www.ificr.org/WPPP/Newsitems/Statement\\_AshaElmiHaji\\_05.10.2009\\_SecurityCouncil.pdf](http://www.ificr.org/WPPP/Newsitems/Statement_AshaElmiHaji_05.10.2009_SecurityCouncil.pdf) Security, at the UN Security Council Open Debate on Women, Peace and Security

## The implementation of Resolution 1325 at European level

### a) The implementation of Resolution 1325 at European level

#### Commission/European Council

Sector	Name	Institution	Year
Cross-sectoral	Comprehensive Approach to the EU implementation of UN Security Council Resolutions 1325 and 1820 on women, peace and security	European Commission / European Council	2008
Security / Defence	Implementation of UNSCR 1325 in the context of ESDP	European Council	2005
	Checklist to ensure gender mainstreaming and the implementation of UNSCR 1325 in the planning and conduct of ESDP operations	European Council	2006
	Conclusions promoting gender equality and gender mainstreaming in crisis management	European Council	2006
	Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP	European Council	2008
Development	European Consensus on Development	European Council	2005
	Communication on gender equality and women's empowerment in development cooperation	Commission	2007
	Plan of action on gender equality and women's empowerment in development cooperation	Commission	2010
Human rights	EU guidelines on violence against women and girls and fighting all forms of discrimination against them	European Council	2008
	European Instrument for Democracy and Human Rights, strategy paper 2007-2010	European Commission	2007

#### Resolutions of the European Parliament

Name	Year
Participation of women in peaceful conflict resolution	2000
Women in armed conflicts and their role in the reconstruction and democratic process in post-conflict countries	2006
Women in international politics	2006
Gender mainstreaming in EU external relations and peace-building/nation-building	2009

*b) Interinstitutional and cross-sectoral strategies for the implementation of UNSCR 1325*

**(i) Comprehensive Approach to the EU implementation of UN Security Council Resolutions 1325 and 1820 on women, peace and security**

The Comprehensive Approach to the EU implementation of UN Security Council Resolutions 1325 and 1820 on women, peace and security, which was developed jointly by the European Council and the Commission, sets out a general European strategy for gender mainstreaming and empowering and protecting women in all areas of EU foreign policy. It aims to promote the existence of a coherent EU strategy in the relevant areas of action within the European Commission and European Council and contribute to continuity in crisis management, aid for reconstruction and development work.

The Comprehensive Approach stresses that there is a close connection between peace, freedom, security, development and gender equality. According to the document, participation and protection of women in conflict situations is not the only element in need of improvement: women's economic security before, during and after conflicts and their access to health services and education must also be enhanced. For this reason, the Comprehensive Approach advocates cross-sectoral integration of the requests made in UNSCRs 1325 and 1820. Women should be more involved in the fields of security, the economy, education, health and humanitarian aid and their rights should be implemented successfully within these fields.

The EU institutions intend to adopt a three-pronged tactic for implementing the Comprehensive Approach. Firstly, the EU institutions have committed to raising issues relating to women, peace and security in their political dialogue with partner countries. Secondly, they will integrate a gender perspective in their policies and activities, especially in the context of crisis management and long-term development cooperation. Finally, the institutions want to launch special programmes to promote women's rights and participation rights, e.g. through the European Instrument for Democracy and Human Rights (EIDHR).

In the document, the EU asserts its political support of Resolutions 1325 and 1820 and their successor resolutions. It intends to go through political forums to call for a greater role for women in the field of security and believes that women's networks, such as the European Network of Women in Political and Economic Decision-Making, should be bolstered.

The whole approach requires the provision of extensive gender training for operational staff on missions abroad in the context of the European Security and Defence Policy (ESDP). In this connection, the Commission plans to organise regular courses on gender equality at its headquarters in Brussels. These are to act as a complement to the training measures already being implemented within country delegations.

Furthermore, the document sets out plans for an exchange of best practices and information, which constitutes an important part of the strategy. As part of this, an EU-level conference is to be organised each year where NGO representatives from conflict zones can report on their priorities and the progress made with respect to the implementation of UNSCRs 1325 and 1820. Such conferences would also give states the opportunity to hold exchanges.

### (ii) Following up on the Comprehensive Approach

<sup>vii</sup> See the European Council's website at [www.consilium.europa.eu/showPage](http://www.consilium.europa.eu/showPage)

<sup>viii</sup> European Council, General Secretariat, Directorate-General E, Human Rights Unit, Office of the Personal Representative for Human Rights (CFSP), Report of the Meeting, p.1

Representatives of the EU Member States travelled to Brussels for the first follow-up conference on the Comprehensive Approach in October 2009. The conference was also attended by civil society representatives, experts from the United Nations, NATO and the African Union and diplomats from Liberia, Bosnia and Herzegovina and Nepal.<sup>vii</sup>

The participants mainly exchanged ideas and experiences relating to national action plans. Moreover, the interinstitutional EU Task Force on Women, Peace and Security was formed as an additional follow-up measure. The Task Force was charged with developing criteria for monitoring the implementation of the Comprehensive Approach.<sup>viii</sup>



*The PAIF project, which is supported by Medica Mondiale, encourages women to bake bread to earn a livelihood.*

### c) UNSCR 1325 in the Common Security and Defence Policy

The fact that the EU was actively involved in 20 civilian and military operations worldwide in April 2010 clearly demonstrates the significance of UN Security Council Resolution 1325 for European security policy.<sup>ix</sup>

<sup>ix</sup> European Council, *Overview of the missions and operations of the EU in April 2010*, available at [www.consilium.europa.eu/showPage.aspx?id=268&mp%3blang=EN&lang=de](http://www.consilium.europa.eu/showPage.aspx?id=268&mp%3blang=EN&lang=de)

### Overview of the operations and missions of the EU in April 2010



<sup>xi</sup> European Council, [www.consilium.europa.eu/showPage.aspx?id=268&mp%3blang=EN&lang=de](http://www.consilium.europa.eu/showPage.aspx?id=268&mp%3blang=EN&lang=de)

<sup>x</sup> *European Parliament, Gender Mainstreaming and Empowerment of Women in the EU's External Relations Instruments, EU structure relevant to gender mainstreaming and women's empowerment in external relations, p. 17*

<sup>xi</sup> *European Council, Council Secretariat document to delegations, Implementation of UNSCR 1325 in the context of ESDP, document 11932/2/05 Rev. 2 Rev2.*

Under the Common Security and Defence Policy (CSDP), the European Council, in particular, has a great many powers. It organises missions abroad within the framework of the European Security and Defence Policy (ESDP). However, the European Commission has diplomatic representations in EU partner countries, as well as financing instruments for supporting unstable and crisis-torn countries.<sup>x</sup>

In 2005, the European Council adopted the operational strategy paper entitled "Implementation of UNSCR in the context of ESDP".<sup>xi</sup> This document contains recommendations on integrating a gender perspective in all stages of an ESDP mission. The Council developed a checklist, the Checklist to ensure gender mainstreaming and implementation of UNSCR 1325 in the planning and conduct of ESDP operations, based on the strategy paper in 2006. The checklist contains clear indications of when and where a gender perspective should be integrated and has contributed to more substantial implementation of Resolution 1325. The Conclusions promoting gender equality and gender mainstreaming in crisis management, which were set out by the European Council in November 2006, led to the appointment of a gender adviser for every ESDP mission. In 2008, the European Council combined its checklist and strategy paper on the implementation of UNSCR 1325 in the context of ESDP in a new document, entitled "Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP".

**Box 1: Strategy paper: Implementation of UNSCR 1325, as reinforced by UNSCR 1820, in the context of ESDP (European Council, 2008)**

The European Council's most recent strategy paper on the implementation of UNSCR 1325 in the ESDP chiefly addresses those involved in planning missions abroad. More specifically, the paper calls for women to be represented at all decision-making levels in missions abroad. There should be a gender balance from a very early stage, i.e. in the team preparing the mission. Besides this, there should be more women among the EU delegates and aid workers who are in direct contact with the local population. EU intelligence and security services should take account of the gender perspective in their situation analyses for preparing missions abroad. Within the missions themselves, situation assessments should always include a summary of gender-related issues, including the threat posed to women by gender-based or sexual violence in the crisis zone.

AMM Monitoring Mission  
Aceh/Indonesia  
2005-2006

*d) SR 1325 in der EU-Entwicklungszusammenarbeit*

Empowering women and protecting women's rights are viewed as development goals in their own right.<sup>xii</sup> These goals are intended to contribute to a country's overall stability and ultimately prevent conflicts. This is why Resolution 1325 must also be implemented in the field of development cooperation.

At present, all EU instruments and budgets for development work are in the hands of the European Commission.<sup>xiii</sup> The Development Cooperation Instrument (DCI) is an example of one such Commission instrument. The DCI is supposed to help achieve the United Nations Millennium Development Goals. Millennium Development Goal 3 explicitly calls for the empowerment of women and respect for women's rights.<sup>xiv</sup>

In the European Consensus on Development, the EU commits to including a strong gender component in all its relations with developing countries. In the Communication from the Commission to the European Parliament and the Council: Gender equality and women's empowerment in development cooperation, which was issued in 2007, the European Commission further enhances the significance of empowering women and increasing protection of their rights in a development cooperation context. It sets out a strategy for boosting the effectiveness of gender mainstreaming in development cooperation and aims to assess and improve special development programmes and activities for women's empowerment. Nonetheless, the European Parliament criticised the Commission Communication in a resolution as it felt that the Communication contained no specific measures or goals and was very vague.<sup>xv</sup> On 8 March 2010, International Women's Day, the Commission finally issued an EU Plan of Action on Gender Equality and Women's Empowerment in Development for 2010–2015.

<sup>xii</sup> See *United Nations Millennium Development Goal 3*, [www.unicef.de/4692.html](http://www.unicef.de/4692.html)

<sup>xiii</sup> *European Parliament, Gender Mainstreaming and Empowerment of Women in the EU's External Relations Instruments*, p. 27

<sup>xiv</sup> See Regulation (EC) no. 1905/2006 of the European Parliament and of the Council of 18 December 2006 establishing a financing instrument for development cooperation

<sup>xv</sup> *European Parliament, Gender Mainstreaming and Empowerment of Women in the EU's External Relations Instruments, EU structure relevant to gender mainstreaming and women's empowerment in external relations*, p.28

**Box 2: EU Plan of Action on Gender Equality and Women's Empowerment in Development (2010)**

The Commission's intention with this action plan is to foster UN Millennium Development Goals 3 and 5. These goals concern gender equality and empowerment of women and reducing maternal mortality. The Commission's action plan aims to improve coordination of development cooperation activities with partner countries and enhance the effectiveness of development programmes specifically targeting women.

The working paper uses a three-pronged approach to guarantee that the operational aims will be implemented:

- (1) Commission staff in the field of development assistance are asked to address women's involvement in societal and political processes in dialogues with EU partner countries. In conflict and post-conflict situations, Commission delegations should gather information on the threat posed to women by gender-based and sexual violence and the criminal prosecution of the perpetrators of such acts. They should also find out about women's participation in the reconstruction of a country.
- (2) Staff involved in development work should continue to integrate a gender perspective in all their work processes and activities.
- (3) Gender mainstreaming is to be complemented by specific measures aiming to reduce gender inequality and empower women in partner countries. In unstable or post-conflict countries, where dialogue is not possible, support should be given to civil society initiatives

#### e) UNSCR 1325 in EU activities to protect human rights

The protection of women from (sexual) violence and respect for women's general rights are often prerequisites for women to take part in political and societal processes. For as long as women feel physically or emotionally threatened, they will hardly be in a position to contribute to important decision-making processes at regional or even national level. Women's rights organisation Medica Mondiale has expressly indicated that women's rights must first and foremost be recognised and protected within the family. With all this in mind, it is absolutely essential that women's rights are protected as part of general efforts to protect human rights if UNSCR 1325 is to be implemented successfully.

The EU works to protect human rights through instruments such as the European Instrument for Democracy and Human Rights (EIDHR), which supports projects to protect women's rights in EU partner countries. Protection of women's rights was also a key focus of the French Council Presidency in 2008, which saw the development of the EU Guidelines on violence against women and girls and combating all forms of discrimination against them.

#### **Box 3: EU Guidelines on violence against women and girls and combating all forms of discrimination against them**

The guidelines list the following operational objectives: promoting gender equality, combating discrimination against women, collecting data on violence against women, developing indicators to evaluate programmes, introducing effective, coordinated strategies, fighting the impunity of perpetrators of violence against women and helping victims of such violence to take judicial measures and be heard in court. In the guidelines, the EU undertakes to raise the issue of combating violence against women and girls in its relations with third countries and regional organisations. The guidelines also state that the EU will encourage third countries to ratify the international agreements that are relevant for the protection of women's rights, particularly the Convention on the Elimination of All Forms of Discrimination against Women.

### *f) European Parliament resolutions and reports*

The European Parliament resolution on the report on gender mainstreaming in EU external relations and peace-building/nation-building, which was adopted in 2009, explicitly urges the Member States to develop their own national action plans to further the implementation of UNSCR 1325 in Europe. (Unfortunately, Germany has not yet produced an action plan of its own.) The resolution also invites the European Commission to provide assistance and aid to third countries developing national action plans or other strategies for implementing UNSCR 1325. The report criticises the fact that both the Council and the Commission have too few staff members working on gender issues and urges both institutions to allocate more staff to this area. Besides this, it questions the continued lack of women occupying high-level posts in the EU and calls, in particular, for more women to be appointed as heads of EU delegations, stipulating that the future European External Action Service (EEAS) should have a better balance of men and women right from its inception. As regards ESDP missions, the report stresses the vital importance of appropriate gender training for deployed staff and delegations and emphasises that quotas are an indispensable means of establishing a gender balance in peace and security missions and guaranteeing the presence of women at negotiating tables.

In 2006, social democrat Ana Gomes produced an initiative report on women in international politics. A Parliament resolution on the report regrets that despite a large number of political statements and recommendations, programmes of action and relevant national legislation, women are still under-represented in politics. For instance, the position of UN Secretary-General has never been filled by a woman. The report cites difficulties in combining working life and family life as a possible cause for the lack of women in politics and, with this in mind, urges the Member States to take appropriate measures to make it easier for women to participate in politics. It also goes into detail on the future responsibilities of the European Institute for Gender Equality, the foundation of which was announced by the European Commission in the year the report was issued.

Also in 2006, social democrat Véronique de Keyser drafted a report on the situation of women in armed conflicts and their role in the reconstruction and democratic process in post-conflict countries. The Parliament's resolution on this report highlighted the various roles of women during armed conflicts: women can be victims of war, peacemakers and agents of war. The resolution points out that access to gynaecological health services and psychological help is very important for women victims of sexual or gender-based violence in conflict. This resolution, too, recognised that quotas currently seem to be the only means of guaranteeing that women can participate in peace negotiations and reconstruction processes. Finally, the resolution refers to the existence of female suicide bombers and female soldiers. It could be that women are not naturally more peaceable than men and so can also participate actively in warfare. However, it is also possible that women are forced to become suicide bombers or are driven to do so after being raped – in conservative, patriarchal societies, being raped is equivalent to losing one's purity.

In 2000, immediately after the adoption of UNSCR 1325, the European Parliament decided to issue a resolution on the participation of women in peaceful conflict resolution as a reaction to the initiative report on the same subject. This resolution calls for women to be involved in peace and reconciliation processes since their roles in society are often characterised by protection of life, dialogue, reconciliation, negotiation and the peaceful settlement of disputes. According to the resolution, involving women in conflict resolution could lay the foundations for a new culture, a culture of peace.

In addition to these four reports, the European Parliament's Committee for Foreign Affairs (AFET) and Subcommittee on Security and Defence (SEDE) have launched action plans and organised events on various topics including the role of gender in the future European External Action Service.<sup>xvi</sup>

<sup>xvi</sup> European Parliament, *Gender Mainstreaming and Empowerment of Women in the EU's External Relations Instruments, EU structure relevant to gender mainstreaming and women's empowerment in external relations*, p. 38



*Medica Mondiale literacy courses teach women so that they can earn their own livelihood later on.*

<sup>xvii</sup> United Nations, *Report of the Secretary-General on Women, Peace and Security*, 16 October 2002, p.24..

<sup>xviii</sup> United Nations, *Report of the Secretary-General on Women, Peace and Security*, 16 October 2002, p. 10

<sup>xix</sup> United Nations Task Force on Women, Peace and Security, *National Implementation of UN Security Council Resolution 1325*, available at [www.un.org/womenwatch/ianwge/taskforces/wps/national\\_level\\_impl.html](http://www.un.org/womenwatch/ianwge/taskforces/wps/national_level_impl.html)

<sup>xx</sup> *Ibid.*, p.8.

<sup>xxi</sup> See German Ministry of Foreign Affairs, *Frauen, Frieden und Sicherheit* (Women, Peace and Security), available at [www.auswaertiges-amt.de/diplo/de/Aussenpolitik/InternatOrgane/VereinteNationen/Schwerpunkte/Frauen-Konfliktpraevention.html](http://www.auswaertiges-amt.de/diplo/de/Aussenpolitik/InternatOrgane/VereinteNationen/Schwerpunkte/Frauen-Konfliktpraevention.html) (in German only)

<sup>xxii</sup> German Federal Government, *Bericht der Bundesregierung über Maßnahmen zur Umsetzung der Sicherheitsratsresolution 1325 (2000) „Frauen, Frieden und Sicherheit“* (Federal government report on measures to implement UN Security Council Resolution 1325 (2000) on women, peace and security), available at [www.auswaertiges-amt.de/diplo/de/Aussenpolitik/InternatOrgane/VereinteNationen/Schwerpunkte/Frauen-BerichtRes1325\\_2007.pdf](http://www.auswaertiges-amt.de/diplo/de/Aussenpolitik/InternatOrgane/VereinteNationen/Schwerpunkte/Frauen-BerichtRes1325_2007.pdf) (in German only)

*This course, organised by PAIF and Medica Mondiale, gives traumatised women the chance to earn a living.*

## National action plans

In a 2002 report on women, peace and security, the UN Secretary-General stressed that the main way of measuring the successful implementation of UN Security Council Resolution 1325 was to observe changes in the situation of women in crisis zones or post-conflict situations: the job is not done just because UNSCR 1325 has been adopted.<sup>xvii</sup> For this reason, the Secretary-General urged national governments to develop clear strategies and national action plans to guarantee the implementation of UN Security Council Resolution 1325.<sup>xviii</sup> To date, 16 of the world's countries have done as the Secretary-General requested.<sup>xix</sup> The European countries with national action plans are Austria, Belgium, Denmark, Finland, Iceland, Norway, Portugal, Spain, Sweden, Switzerland, the Netherlands and the United Kingdom.

The German federal government has not yet drafted a national action plan. In this connection, the German delegation at the first follow-up conference on the Comprehensive Approach remarked that it was not absolutely necessary to create a national action plan as there were other ways of taking appropriate account of issues relating to women and security in national policies.<sup>xx</sup> According to the German Ministry of Foreign Affairs, Resolution 1325 is being implemented in all areas – including the Ministry itself – in line with the principle of gender mainstreaming.<sup>xxi</sup> In addition, the German federal government has issued regular reports on the implementation of UNSCR 1325. However, it should be noted that the most recent report was issued in 2007.<sup>xxii</sup>



## NGO recommendations to the European Union

### European Peacebuilding Liaison Office (EPLO)

- The EU Task Force on Women, Peace and Security should create indicators for assessing the implementation of the Comprehensive Approach, as promised.
- The implementation of Resolutions 1325 and 1820 should be included in EU country strategy papers.
- The implementation of Resolutions 1820 and 1325 should be prioritised in EU financing instruments with a view to providing appropriate support to civil society organisations working in armed conflict situations.
- The European Parliament should monitor the implementation of the Comprehensive Approach, the future Action Plan on gender equality and women's empowerment in EU external action and the Guidelines on violence against women and girls.
- European Commission delegations should tell civil society organisations which areas of conflict zones they are working in and consult NGOs about their activities.

### Medica Mondiale

- The European Union should appoint an EU representative for gender-based and sexual violence. This post should be attached to the departments responsible for foreign affairs within the EU and should increase the synergies between the European institutions' programmes.
- The EU should deploy more female police officers and soldiers in CSDP missions: the contingent of female police officers with the UN peacekeeping troops in Liberia could serve as an example.
- The European Commission should make it easier for small NGOs to access funding from the European Instrument for Democracy and Human Rights – at present, many small women's organisations fall at the first bureaucratic hurdle, namely, the application process.

### European Women's Lobby

- The EU should enable women's equal participation in conflict prevention, crisis management and post-conflict measures by:
  - raising the share of women in all areas of activity involving reconciliation, peace-building, peace enforcement, peacekeeping and conflict prevention to 40%;
  - setting a gender focal point for all European Commission delegations;
  - drawing up a code of conduct for EU military and civilian staff, in which sexual exploitation is described as irresponsible misconduct;
  - drafting and applying a code of conduct for all interest groups working in crisis zones on the EU's behalf, and by monitoring the code's implementation.

### Women's International League for Peace and Freedom

- The European Parliament should adopt a resolution on the minimum requirements for national action plans for the implementation of UNSCRs 1325, 1820 and 1888. It should stipulate that national action plans should provide clear information on the time frames for national strategies, set realistic goals, develop monitoring mechanisms and introduce fixed quotas for women's participation in control, evaluation and monitoring mechanisms.
- The EU should retain compulsory gender training for all participants in all its military and humanitarian missions.
- The EU should support efforts aiming to end impunity and promote criminal prosecution of the perpetrators of sexual violence against women and children.

## Fazit

When it adopted Resolution 1325, the UN Security Council intended to make a lasting change to international security and defence policy. The resolution explicitly made women agents of peace, whereas in the past, the defence sector often assigned them the status of passive victims. Moreover, UNSCR 1325 opened many people's eyes to the fact that women's empowerment is determined by the protection of women's rights, and vice versa. On the one hand, women can only participate in decision-making processes in conflict or post-conflict situations if their human rights are sufficiently respected and on the other hand, women must be involved in societal and political dialogues for women's rights and human rights to be successfully protected and respected.

Nevertheless, the significance of UNSCR 1325, the various EU strategy papers on the matter and the national action plans can really only be measured by the extent to which the situation of women in conflict zones actually improves. The result is far from satisfactory: women are still barely represented at negotiating tables, whether during peace talks or in international politics as a whole. For example, no women were involved in developing a provisional constitution for Bosnia and Herzegovina. Gender-based and sexual violence against women continues in the meantime: women and girls in the Democratic Republic of the Congo and Darfur/Sudan are exposed to horrendous new violent sexual crimes and attacks on a daily basis.

This situation clearly shows that UNSCR 1325 is still not being implemented properly at present, some ten years after its adoption. This is partly because it is complicated to implement the resolution correctly: women's participation and the protection of women's rights in conflict and post-conflict situations is a matter concerning a wide variety of sectors, including public safety and defence, foreign policy and development cooperation, public health and protection of human rights. Coordinating all those involved to achieve successful implementation of UNSCR 1325 represents a major challenge both for planning teams in crisis zones and for the relevant departments within national and international organisations. In some cases, however, there is also a complete lack of political will to successfully implement UNSCR 1325 or the national action plans developed for that purpose.

Consequently, every strategy paper and national action plan should include monitoring and follow-up mechanisms right from the outset and identify specific goals to be achieved. This should help to ensure better implementation of UNSCR 1325. Since the UN is holding a review conference of Resolution 1325 in October 2010, various political actors are currently developing international-level and national-level criteria for assessing the resolution's implementation.<sup>xxiii</sup> Only time will tell whether these indicators actually help to reveal systemic weaknesses in the implementation of UNSCR 1325.


<sup>xxiii</sup> UNIFEM for the United Nations, EU Taskforce on Women, Peace and Security for the EU

No matter what, the momentum generated in 2010 – the tenth anniversary of UNSCR 1325's adoption – should be used to put pressure on states whose implementation of the resolution has been unsatisfactory so far. The European Union should take the lead in this respect and urge all its Member States to draw up comprehensive national action plans for implementing Resolution 1325. Germany, too, should abandon its obstinate attitude and develop a meaningful national action plan. The time has come to walk the talk.



*Exhibition on violence against women in DR Congo, held at the European Parliament in March 2010*





### **Impressum**

Greens/EFA im European Parliament  
Barbara Lochbihler  
Rue Wiertz 60  
1047 Brüssel  
Belgien

[barbara.lochbihler@europarl.europa.eu](mailto:barbara.lochbihler@europarl.europa.eu)  
[www.barbara-lochbihler.de](http://www.barbara-lochbihler.de)

### **Copyright Photos**

Cornelia Suhan *except photo page 25: EP*

### **Design:**

Marco dos Santos Pina  
Diplom-Designer  
[www.santospina.com](http://www.santospina.com)

February 2011

