

Involvement of Parliaments in Advancing the 'Women, Peace and Security' Agenda in NATO Member Countries

A Survey by the NATO Parliamentary Assembly



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NATO Parliamentary Assembly

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The Assembly is institutionally separate from NATO, but serves as an essential link between NATO and the parliaments of the NATO nations. It provides greater transparency of NATO policies, and fosters better understanding of the Alliance's objectives and missions among legislators and citizens of the Alliance.

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Executive summary

United Nations Security Council (UNSC) Resolution 1325 encourages Member States to integrate women and a gender perspective in multilateral security initiatives such as peace settlements, peace missions and disarmament, demobilisation and reintegration programmes. NATO has taken on these objectives by developing a policy and operational framework to implement Resolution 1325 and subsequent resolutions on women, peace and security at different levels of the Alliance's structures.

This paper provides an analytical synthesis of the twenty-one NATO member countries' reporting to the NATO Parliamentary Assembly on their contribution towards the implementation of Resolution 1325 on women, peace and security. The paper provides an analytical overview of these legislatures' reports on the roles of national parliaments in establishing and monitoring legal and policy initiatives put in place by NATO member countries to implement the resolution.

The main finding of this report is that parliaments play a particularly active role in the monitoring and oversight of the implementation of Resolution 1325 in NATO member countries that have adopted a National Action Plan (NAP), stimulating and guiding action by individual states towards the realisation of the "women, peace and security" agenda. Twelve of the thirteen NATO member countries *with a NAP* that answered the survey indicated some level of involvement of their parliament in monitoring of the implementation of the resolutions on women, peace and security. In half of these cases, the monitoring was done periodically and through measures concerned specifically with the implementation of Resolution 1325. Amongst the eight surveyed member countries *without a NAP*, five reported some level of parliamentary engagement. Amongst these, just one had in place mechanisms for regular monitoring of progress achieved in matters specifically related to women, peace and security.

Another important finding is that parliaments occasionally play a role in the design and adoption of initiatives encouraging or contributing to the implementation of Resolution 1325. In those member countries that have adopted a NAP, parliaments participated in their development in six out of thirteen surveyed cases.

Seventeen out of twenty-eight NATO member countries have adopted a NAP. The NAPs contain measures relating to the integration of women in national armed forces, ministries of defence and deployments abroad; integration of a gender perspective and of measures facilitating gender balance in security, humanitarian, development and diplomatic activities conducted abroad; gender training and sensitisation in domestic and foreign contexts; cooperation with NATO member countries; and collaboration with civil society organisations. Most NATO member countries who reported on their NAP indicate that it incorporates specific indicators and targets to achieve in order to implement Resolution 1325 (eight out of the ten countries with NAPs that answered this question) and identifies executive institutions responsible for achieving these objectives (nine out of the ten).

Introduction

United Nations Security Council (UNSC) Resolution 1325 encourages states to integrate women and a gender perspective in multilateral security initiatives such as peace settlements, peace missions and disarmament, demobilisation and reintegration programmes. It is widely considered a ground-breaking step towards the recognition of women's roles in conflict prevention and peace-building as well as the integration of women's voices and gender concerns in debates and initiatives dealing with international security and post-conflict reconstruction.

This paper provides an analytical synthesis of twenty-one national legislatures' reporting to the NATO Parliamentary Assembly on their contribution towards the implementation of Resolution 1325 on women, peace and security. The purpose of this paper is not to assess the status of implementation of Resolution 1325 in different member countries. Instead, it provides an analytical overview of the survey responses on the role of national parliaments in establishing and monitoring legal and policy initiatives put in place by NATO member countries to implement the resolution. It also draws upon the responses of the ten NATO member countries that elaborated on the content of their NAPs to discuss their scope. The findings will be presented by DCAF at the Annual Session of the NATO Parliamentary Assembly in October 2013 in Dubrovnik, Croatia.

Background

The women, peace and security agenda

Since its adoption in 2000, Resolution 1325 has achieved a high degree of saliency in many governmental and nongovernmental organisations worldwide. It has given rise to a continuously expanding legal and policy framework known as the "women, peace and security" agenda. This agenda promotes the *prevention* of sexual violence, human trafficking, domestic violence and other forms of violence primarily affecting women and girls in conflict-affected contexts, the *protection* of women and girls from such acts, and the *participation* of women in conflict-resolution and security enforcement strategies. The international community reiterated and further specified its commitments to this agenda through five subsequent UNSC resolutions. Four focus on conflict-related sexual violence: Resolutions 1820 (2008), 1888 (2009), 1960 (2010), and 2106 (2013). They call on Member States to recognise sexual violence as a serious violation of human rights and international law, prevent its occurrence and mediate its impacts. Resolution 1889 (2009) urges states to recognise women's roles as active agents in post-conflict recovery efforts and to actively integrate women in peace-building, peacekeeping and aid management.

NATO commitments on women, peace and security

Since 2007, NATO has been developing a policy and operational framework to implement the UNSC resolutions on women, peace and security at different levels of the Alliance's structures. In 2007, the NATO/Euro-Atlantic Partnership Council adopted a policy on

implementing Resolution 1325. In 2009,¹ the Bi-Strategic Command Directive 40-1 on Integrating UNSCR 1325 and Gender Perspectives in the NATO Command Structure recognised the importance of integrating gender considerations into all aspects of military operations. At its 2010 Annual Session, the NATO Parliamentary Assembly (PA) adopted Resolution 381 which calls for the incorporation of UNSC Resolution 1325 and related resolutions into NATO policies and practices. In 2012, the NATO Chicago Summit Declaration reaffirmed member countries' commitment to the full implementation of Resolution 1325. Later the same year, the NATO Secretary General appointed Ms Mari Skåre as his Special Representative on Women, Peace and Security.

Several of the Alliance's member countries have undertaken initiatives to implement the resolutions on women, peace and security. Many have adopted National Action Plans (NAPs) for the implementation of Resolution 1325. In 2002, a presidential statement of the UNSC encouraged UN "Member States, the entities of the United Nations system, civil society and other relevant actors, to develop clear strategies and action plans with goals and timetables, on the integration of gender perspectives in humanitarian operations, rehabilitation and reconstruction programs."² As of September 2013, forty-three countries have a NAP, seventeen of which are NATO member countries (see Table 1). This testifies to the prominence of NAPs as strategic tools for implementing Resolution 1325, especially amongst NATO member nations. Consequently, the present report focuses on parliaments' roles in developing, adopting, and monitoring initiatives related to the implementation of Resolution 1325 with particular attention to the differences between member countries that have adopted a NAP and those that have not.

Table 1. Year of adoption of a first³ National Action Plan on women, peace and security in NATO member countries (in bold), NATO partner countries (in italics), and other countries

									Nepal
									<i>Georgia</i>
									S. Leone
									Guinea B.
									Rwanda
									<i>Ireland</i>
									Philippines
									<i>Serbia</i>
									DRC
									Burundi
									Senegal
		<i>Austria</i>		Chile	<i>BiH</i>				
		Côte d'Iv.		Guinea	Italy				Lithuania
	<i>Sweden</i>	<i>Switzerland</i>	Uganda	Liberia	France	Slovenia	<i>Australia</i>	<i>Kyrgyzstan</i>	
	Norway	Spain	<i>Finland</i>	Portugal	Estonia	Croatia	Ghana	<i>Macedonia</i>	
Denmark	UK	Netherlands	Iceland	Belgium	Canada	USA	Germany	Nigeria	
2005	2006	2007	2008	2009	2010	2011	2012	2013	

Source: Table inspired by an image provided by the Global Gender Program, Elliott School, George Washington University to PeaceWomen (www.peacewomen.org/naps, retrieved 13 September 2013).

Methodology

The present report is based on NATO member countries' responses to a survey conducted by the NATO PA in 2013.⁴ The survey was designed and distributed by the NATO PA Committee

¹ A revised version was issued in 2012.

² UNSC, 31 October 2002, S/PRST/2002/32.

³ Many states have adopted updated NAPs in subsequent years.

on the Civil Dimension of Security in cooperation with the NATO Secretary General’s Special Representative for Women, Peace and Security. A copy of the questionnaire distributed to the heads of NATO member countries’ delegations to the NATO PA can be found in Annex 1. The analysis also draws on legislation and policies indicated in member countries’ responses.

Of the twenty-eight member countries of the Alliance, twenty-one answered the survey. Any information on the member countries’ legislation and policies that is not explicitly referenced is drawn from the survey responses.⁵ Where appropriate, publicly available information was incorporated to provide some background information, especially on the member countries that did not answer the survey. However, an in-depth analysis of legislative measures to implement Resolution 1325 in relation to the broader legislative framework of each member country is beyond the scope of this paper.

Though the general response rate to the survey was 75%, only 43% of member countries completed all sections of the survey. The questionnaire was primarily designed to gather information about NAPs in contexts where a NAP was adopted in parliament. As a result, in states where the NAP is government policy rather than legislation and in states where there is no NAP, responses often did not provide as much depth (see Table 2).

Table 2. NATO member countries' participation to the survey in relation to the adoption of a NAP

NATO member countries	1. Answered the whole survey	2. Answered part of the survey	3. Did not answer the survey
With NAP	Belgium Canada Croatia France Germany Italy Norway Portugal Spain United Kingdom	Denmark Netherlands Slovenia	Estonia Iceland Lithuania United States
Without NAP	Hungary Romania	Greece Czech Republic Latvia Poland Slovakia Turkey	Albania Bulgaria Luxembourg

⁴ NATO PA conducted a similar survey for the first time in 2011, and plans to renew the exercise every two years to monitor parliamentary efforts to advance the women, peace and security agenda.

⁵ Full responses will be made available on the NATO PA website: www.nato-pa.int

Any attempt to generalise from this report's findings should take into account that most of the information came from the member countries found in column 1. If the survey is to be conducted again in the future, states may be more likely to give more information on parliaments' involvement in promoting Resolution 1325 if the survey also explicitly catered for states where the NAP is not adopted in parliament, and for states without a NAP.

Implementation of Resolution 1325: an overview of national parliaments' roles

Amongst all twenty-eight NATO member countries, seventeen (or 61%) currently have a NAP (see Table 3). Of the eleven states that do not have a NAP, three (Albania,⁶ Bulgaria⁷ and Greece) have expressed the intention of developing one. Responses to the survey suggest that the existence of a NAP in a given national context often involves more targeted and sustained contributions by parliaments towards the implementation of Resolution 1325. This section first examines national contexts where there is a NAP, and then national contexts without NAPs.

Table 3. Status of NATO member countries with regard to the adoption of a NAP on the implementation of Resolution 1325 (as of July 2013)

States with a NAP and date of the adoption of the first NAP (latest NAP in parentheses)		States without a NAP
Belgium	2009	Albania (NAP in development)
Canada	2010	Bulgaria (NAP in development)
Croatia	2011	Czech Republic
Denmark	2005 (2008)	Greece (NAP in development)
Estonia	2010	Hungary
France	2010	Latvia
Germany	2012	Luxembourg
Iceland	2008 (2013)	Romania
Italy	2010	Poland
Lithuania	2011	Slovakia
Netherlands	2007 (2011)	Turkey
Norway	2006 (2011)	
Portugal	2009	
Slovenia	2011	
Spain	2007	
United Kingdom	2006 (2012)	
USA	2011	

⁶ According to UN Women, the government of the Republic of Albania committed itself towards the development of a NAP in 2012. The process is led by the National Council on Gender Equality with the support of UN Women. UN Women. "UNSCR 1325 Action Plans - Advancing the Implementation of the Women Peace and Security Agenda in the Western Balkans", available at <http://www.unifem.sk/index.cfm?Module=articles&Page=ArticleShow&ArticleID=195> (page visited on 5 August 2013).

⁷ In 2010, the Council of the European Union reported that Bulgaria was in the process of developing a NAP. Council of the European Union, (11 May 2011), Report on the EU-indicators for the Comprehensive Approach to the EU implementation of the UN Security Council UNSCRs 1325 & 1820 on Women, Peace and Security, Brussels.

Involvement of parliaments in NATO member countries with a NAP

The nature of the involvement of national parliaments with regard to the development, adoption, and monitoring of NAPs varies.

Development and adoption of a NAP

Of the thirteen NATO member countries with a NAP that answered the survey, national parliaments have been involved in the development and/or adoption of a NAP in six cases. Ministerial and inter-ministerial bodies are typically responsible for the development of NAPs in collaboration with civil society organisations. Parliaments sometimes influence the drafting process. For instance, in Germany, the NAP was officially introduced in parliament (*Bundestag*). It was subject to a debate and a hearing of a subcommittee of the Standing Foreign Relations Committee. At the hearing, two national women's rights organisations were invited to provide comments on the NAP's objectives, its timing and the financing of its activities, which were taken into account in the final version of the NAP. However, the NAP was not subject to approval by the Bundestag. In contrast, in Norway, the parliament formally adopted a NAP elaborated by the government. In some other cases, the adoption of the NAP did not involve the parliament at all. For instance, in the Netherlands, the NAP "did not need parliamentary approval" and is therefore strictly considered as government policy.

Implementation of NAPs: division of responsibilities

In some contexts, parliaments could play a role in implementation by, for instance, appropriating funds for specific activities forwarding the women, peace and security agenda. However, the questionnaire did not allow respondents to specify whether their parliament is involved in the implementation of Resolution 1325. This remains an area for further research. However, the questionnaire asked states to report on whether their NAP identifies "national executive institutions responsible for the implementation of various aspects of the resolution." The executive institutions responsible for the implementation of NAPs are listed on p.14.

Monitoring and oversight of NAP implementation

Twelve of the thirteen surveyed member countries that have a NAP reported that the national parliament plays a role in the monitoring and oversight of the implementation of the NAP. In half of these cases, monitoring is done *periodically* according to pre-defined guidelines. For instance, in Belgium, the Parliament's Advisory Committee for Gender Equality conducts a yearly evaluation on the progress achieved towards realising the objectives set out in the NAP.⁸ In Croatia, the Gender Equality Committee of the Parliament requests a yearly report and data from all facilitators responsible for the implementation of the NAP. In France, different relevant parliamentary commissions receive a yearly report on the implementation of the NAP. In Slovenia, the Ministry of Foreign Affairs coordinates the reporting on the implementation of the Action Plan to the National Assembly, which takes place every two years. In Germany, the government has reported to the Bundestag on the progress of measures implementing Resolution 1325 following a three-year cycle since 2004.

⁸ See Senate Report 5-765/1 (14 juin 2011).

In 2007, the adoption of a resolution by the Bundestag formalised the government’s obligation to report. In 2010, the Bundestag responded to the third progress report by asking for increased cooperation between the different executive institutions involved in implementing Resolution 1325. It is expected that future reports will measure progress against the targets set out in Germany’s NAP, which was published in 2012.

In the other six states, monitoring happens *occasionally*, through ordinary oversight mechanisms. These include interpellations to relevant ministers (Norway, Italy) or parliamentary committee hearings (Portugal). Some of the parliaments that receive periodic reports on the implementation of the NAP also make use of regular oversight mechanisms. In Croatia, some members of parliament have recently questioned the government regarding the implementation of Resolution 1325. In France, the parliament’s *Délégation* for Women’s Rights is entitled to hold meetings or request reports on the topic.

In some cases, oversight is also the responsibility of executive bodies. In Slovenia, the Inter-ministerial Working Commission on Human Rights has the responsibility to “review the Action Plan every two years and, if necessary, suggest to the Government appropriate amendments and additional activities.”

Table 4. Involvement of parliaments in the development and adoption, and monitoring and evaluation of NAPs in surveyed member countries

Involvement of parliament in:	Development and adoption of a NAP	Monitoring and Evaluation of a NAP
1. Belgium	Yes	Periodic
2. Canada	No	Occasional
3. Croatia	No	Periodic
4. Denmark	No	Occasional
5. France	Yes	Periodic
6. Germany	Yes	Periodic
7. Italy	No	Occasional
8. Netherlands	No	Occasional
9. Norway	Yes	Occasional
10. Portugal	Yes	Occasional
11. Slovenia	No	N/A
12. Spain	No	Periodic
13. United Kingdom	Yes	Periodic

Involvement of parliaments in NATO member countries without a NAP

In countries without a NAP, the implementation of Resolution 1325 takes place, if at all, in the framework of existing legislation and policy. The evidence provided by the survey responses suggests that the absence of a NAP correlates with more limited parliamentary activity towards the implementation of Resolution 1325. Moreover, existing initiatives are generally more likely to be directed inwards, i.e. on the member country’s own institutions, than outwards, i.e. on women from conflict-affected areas.

Forwarding the women, peace and security agenda through existing legal and policy frameworks

Only two of the eight NATO member countries without a NAP that answered the survey – Hungary and Romania – referred to existing legislation as the basis for their implementation of Resolution 1325. In both contexts, general legislation on gender equality provides the framework for the implementation of Resolution 1325.⁹ In contrast to most of the NAPs adopted in NATO member countries, existing legislation puts emphasis on internal rather than international gender equality concerns. In Romania and Hungary, this results in a stronger focus on Resolution 1325 objectives that relate to the integration of women and a gender perspective in their own state institutions. For instance, Romania reports that its legal framework ensures that Romanian men and women have an equal right of access to a military career. Consequently, Romanian women take part in missions abroad, in combat as well as logistical and medical units. Similarly, Hungary reports that gender mainstreaming and gender training “lead to increased mission efficiency and better situational awareness, while also contributing to greater security for the Hungarian personnel.” While Hungary does mention its involvement in forwarding the women, peace and security agenda in the Western Balkans, they both put less emphasis on efforts at integrating conflict-affected women in humanitarian and security initiatives.

In Poland, the parliament is not involved in the adoption of measures to promote Resolution 1325, which is considered the responsibility of the government. The Ministry of National Defence’s Council for Women in the Armed Forces and the Commissioner for Women’s Military Service are most active in forwarding the women, peace and security agenda. The Ministry of National Defence, which reported an increase in female representation in the armed forces between 2010 and 2013, provides its personnel with gender training and carries out “assistance programs for women in post-conflict areas.” However, like Hungary and Romania, Poland provided limited information regarding its involvement in initiatives targeting women from conflict-affected contexts compared to NATO member countries with a NAP. The five other surveyed NATO member countries without a NAP did not report any parliamentary or other measures facilitating the implementation of Resolution 1325.

Monitoring and oversight of initiatives forwarding the women, peace and security agenda

Based on the reports of the member countries surveyed, parliaments rarely have regular opportunities to review the progress achieved towards the implementation of Resolution 1325 in contexts where there is no NAP. One exception is Hungary, where the Parliament holds regular hearings on the implementation of the resolutions on women, peace and security. The hearings “are arranged within the framework of its permanent Committees (Defence, Interior, Foreign Affairs and Human Rights).” In two other cases, the Czech Republic and Slovakia, parliaments have the possibility to use general oversight mechanisms on gender equality, but no information on the exercise of this power in relation to Resolution 1325 was provided.

⁹ In Hungary: the Annex to the Government Resolution No. 1004/2010 (I. 21.) on the ‘National Strategy for the Promotion of Gender Equality’. In Romania: Law no 202/2002 on Equal Opportunities between Women and Men.

Table 5. Parliamentary oversight of progress achieved in implementing Resolution 1325 in states without a NAP

NATO member state	Mechanism
Czech Republic	General oversight mechanisms for women’s rights
Greece	N/A
Hungary	Regular hearings on the implementation of the resolutions on women, peace and security
Latvia	N/A
Poland	General oversight mechanisms as provided by the Constitution
Romania	General oversight mechanisms as provided by existing legislation
Slovakia	Parliamentary debate on the annual report on gender equality in Slovakia
Turkey	N/A

Content of NAPs adopted by NATO member countries

This section reviews the content of the NAPs for the ten NATO member countries who answered this part of the survey. It identifies trends, innovative approaches, and good practices. The information provided by the ten respondents regarding the content of their NAPs is summarised in Table 6.

a. Identification of executive institutions responsible for the implementation of the Resolution

Of the thirteen NAPs belonging to NATO member countries that responded to the survey, at least nine identify executive institutions responsible for implementing the resolutions on women, peace and security. Implementation often requires action from a range of different ministries and departments. The ministry of foreign affairs often plays a leading role in coordinating implementation, as is the case in Canada, Croatia, Italy and Norway. In other cases, implementation is the joint responsibility of several ministries, supported by national bodies promoting gender equality objectives. Thus, in Slovenia, the Government Office for Equal Opportunities assists the ministries of the interior, foreign affairs, defence and public administration. In some cases, a steering committee, or inter-ministerial working group oversees implementation. For instance, in Portugal, a working group composed of representatives from five ministries (gender equality, foreign affairs, national defence, justice, and home affairs) oversees the implementation of Resolution 1325, supported by the Committee for Gender Equality and Citizenship. In some contexts, civil society is closely involved alongside government institutions. This is the case in Germany, where the inter-ministerial working group discusses strategies and best practices with civil society organisations (CSOs).

b. Establishment of targets and indicators to measure progress of implementation

Targets and indicators are a key tool for monitoring and evaluating progress achieved towards the implementation of the resolutions. Eight of the ten NAPs identify specific targets and indicators to measure progress. For instance, one objective spelled out in the Croatian NAP is to “introduce gender balance in the activities of the security system,” notably through an increase in the number of women in senior positions. Some of the targets and indicators are inspired by international policies and legal frameworks. For instance, the French and German NAPs draw some of their indicators from the Beijing Platform for Action’s section on women and armed conflict, the EU indicators on women, peace and security, and the UN indicators on Resolution 1325.¹⁰ Targets tend to become more specific as member countries progress in the implementation of the resolutions on women, peace and security. Norway’s 2011 NAP is more specific than the original 2006 document. Similarly, while the current UK NAP only encompasses general objectives, the updated version (due for release in March 2014) will include specific targets and indicators. In Canada, the NAP requests that the executive institutions involved in implementing the resolution collect and analyse quantitative and qualitative data in order to monitor progress. The Department of Foreign Affairs and International Trade compiles and publishes this information in an annual report.

c. Measures to increase women’s representation in armed forces, ministries of defence, and military deployments abroad

In 2010, NATO Secretary General Anders Fogh Rasmussen stated, “The percentage of female military personnel in [NATO nations’] armed forces varies between 3% and 18%. I firmly believe these figures are too low.”¹¹ It is not the sole responsibility of women to promote the integration of a gender perspective into security agendas. However, security environments that are gender-balanced – i.e. where men and women are present in roughly equal proportions – tend to be more conducive to the adoption and implementation of gender-sensitive policies. Consequently, all the NAPs of the NATO member countries surveyed contain provisions to increase women’s representation in defence and security institutions. These include measures to encourage women to participate in operations (Belgium), to increase the number of women “in senior and leading positions within the security system” (Croatia), notably for leading positions within the UN and NATO (Norway), and to support the families of service personnel (Norway). While the latter is a general human resource policy rather than one specifically related to women, it contributes to creating a working environment where both men and women with families can feel supported and progress in their careers.

¹⁰ UNSC Resolution 1889 mandated the Secretary-General to develop a set of indicators to measure the implementation of Resolution 1325. These were included in his report on women, peace and security in 2000 (document number: S/2010/173).

¹¹ NATO, 2010. “Speech by NATO Secretary General Anders Fogh Rasmussen at the Conference on the Role of Women in Global Security, Copenhagen”, available at http://www.nato.int/cps/en/natolive/opinions_67602.htm (retrieved on 13 September 2013).

d. Measures to ensure gender balance and the adoption of a gender perspective into peace missions, development projects, humanitarian assistance, and diplomacy

Resolution 1325 calls on all actors involved in peace operations, as well as in the negotiation and implementation of peace processes, “to adopt a gender perspective.” The adoption of a *gender perspective* entails identifying ways in which gender affects people’s experience of conflict and conflict resolution strategies, and carrying out activities in a way that takes these different experiences into account. The Canadian NAP promotes the adoption of a gender perspective by monitoring the “number of departmental international security policy frameworks that integrate the promotion and protection of women’s and girl’s human rights in a manner which incorporates an analysis of the differential impact of conflict on women and girls.” The French NAP calls for supporting CSOs that pursue gender equality objectives. Partnering with organisations with local knowledge helps to ensure that gender perspectives are integrated in a way that takes into account the local cultural context. Finally, in its 2012 NAP, the UK seeks to “ensure prominence of UNSCR 1325 in the UN and regional organisations, supporting appropriate measures to advance the agenda.”

In addition to promoting the integration of a gender perspective, NAPs promote measures aimed at achieving gender balance in the context of humanitarian, development, and diplomatic activities. *Gender balance* means that women and men are present in roughly equal numbers in a given activity. It is possible to adopt a gender perspective without having gender balance, and vice versa, but having one often facilitates working towards the other. For instance, the Croatian NAP sets measures to increase the representation of “women in decision-making activities and processes concerning security and peace-building.” Having both female and male peace-builders (gender balance) may help accessing both women and men in conflict zones to learn about their different security needs (gender perspective). Even if perfect gender balance is not immediately possible, small steps in the right direction can make a difference. Thus, one objective of the UK NAP is to provide training for female officers at the Afghanistan National Army Officer Academy, who are expected to account for at least ten per cent of the future intake. All but one of the surveyed member countries reported that their NAP contains measures to ensure improved gender balance and/or the integration of a gender perspective in peace missions, development projects, humanitarian assistance and/or diplomacy.

e. Provision of adequate training on and sensitisation to the women, peace and security agenda within national institutions dealing with peace and security

Of the ten NAPs that member countries provided details on in the survey, nine include provisions for the delivery of adequate training on and sensitisation to the women, peace and security agenda within national institutions dealing with peace and security. Different NAPs provide for training to take place in military academies and defence colleges on the status of women in war and post-war situations, human rights and international humanitarian law, the prevention and punishment of sexual violence and human trafficking, gender equality and good conduct in deployment. In Italy and Germany, gender perspectives are thus mainstreamed in the training for all armed forces pathways. At the Norwegian

Defence University College, a “gender project” supports the integration of women, peace and security in the armed forces training curriculum. In addition, Canada, Croatia, France, Germany, Italy and Norway deliver pre-deployment training on women, peace and security. In Italy, pre-deployment courses teach peacekeepers to handle “situations of sexual abuse, human rights violations and trafficking in human beings.”

Training can also be delivered in a range of other formats and contexts. The French NAP requests the integration of gender perspectives in online training modules for peacekeeping and international security missions. The German armed forces employ intercultural advisers to provide contextualised training in the field. The UK has integrated the women, peace and security agenda across a wide range of training courses targeting civil servants and other UK officials. In Croatia, CSOs participate in delivering training to a wide range of audiences: diplomatic and consular personnel, health care professionals, justice system personnel, and heads of international peacekeeping operations. Resolution 1325 is also in the process of being integrated in the civil education curriculum in schools.

f. Organisation of training and sensitisation activities on the women, peace and security agenda in non-NATO countries

Nine of the ten member countries with NAPs that responded to this question encourage the organisation of training and sensitisation sessions on women, peace and security in non-NATO countries. The French NAP recommends the integration of awareness-raising activities on the theme of women, peace and security in the context of its security sector reform partnerships. Moreover, it provides for the integration of the resolutions on women, peace and security in the programmes of “national schools with a regional scope.” These schools provide global security and military training funded primarily by France in various African countries. In Croatia, the NAP sets as an objective the implementation of a programme of international development assistance to work towards education on gender equality and women’s rights in post-conflict contexts. The programme targets women in communities, in government and state institutions (covering the military, the police, justice, health, and education), and CSOs, including the media. Finally, the UK organises training and sensitisation activities on women, peace and security in the context of its bilateral programmes.

g. Co-operation with other NATO states in the field of women, peace and security

Seven of the ten NATO member countries that responded to this question mentioned that their NAPs promote cooperation with other NATO member countries in taking forward the women, peace and security agenda. Some of this cooperation occurs in the context of NATO itself. The UK highlighted its participation in the drafting of the NATO Doctrine on Peace Support Operations, to be published in 2013, which emphasises the significance of women in peace-building and conflict resolution efforts. The Norwegian NAP states four NATO-related objectives: (1) ensure that the Alliance’s support for security sector reform agendas “safeguards the political, economic, and social rights of women;” (2) enforce “NATO’s decision that all personnel (civil and military) in NATO-led operations must have completed relevant training and an awareness-raising programme on the subject of trafficking in human

beings;” (3) ensure the full implementation of the NATO Policy on combating trafficking in human beings by all Member and Partner States; (4) promote the participation of women in NATO operations.

Other NAPs support international collaboration in other forums. For instance, France commits to collaborate in the context of the EU, which has its own strategy towards the implementation of the women, peace and security agenda, and in all bilateral and regional dialogues it engages with in relation to security issues. Germany supports international efforts to establish gender adviser positions in peace operations. The Canadian and German NAPs in particular highlight the importance of international cooperation to ensure the enforcement of codes of conduct that provide guidelines of appropriate and responsible behaviour for all civilian, police and military personnel deployed in peace operations, including “zero-tolerance policies on sexual exploitation and abuse” (Canada). These include the NATO Standards of Behaviour, the UN Code of Personal Conduct for Blue Helmets and the EU Generic Standards of Behaviour for Common Security and Defence Policy Operations.

h. Involvement of civil society organisations

All of the NAPs of the countries surveyed commit to involve CSOs in the design, implementation and monitoring of activities conducted within the women, peace and security framework. Some NAPs, such as the Canadian one, emphasise the contribution of CSOs located in their own country “to the development, implementation and monitoring of the Action Plan.” Others, for example Norway’s, highlight the need to also maintain “a close dialogue with CSOs from conflict-affected countries.” The Italian government seeks to make the most of the experience of CSOs in working towards the expression of women’s voices in public spaces, the integration of women in business, environmental protection and property management. Yet, the expertise of CSOs working on gender equality is deemed “not within the purview of the Defence Ministry.” The situation is different in Croatia where CSOs participate in the integration of gender perspectives in various training and education programmes, including pre-deployment training for personnel taking part in peace support operations. Croatian CSOs are also involved in the conduct of programmes for the “psychological and social rehabilitation” of female victims of the wars that followed the dismantling of the former Yugoslavia.

Many NAPs support the exchange of information between government officials and CSOs, as is the case in Croatia, France, Germany and Norway. Many such meetings involve members of parliament. In 2010, the German Ministry of Foreign Affairs organised a conference on the implementation of the NAP which involved the German Bundestag alongside representatives of international organisations, the Armed Forces, and CSOs, amongst others. In the UK, the All Party Parliamentary Group on Women, Peace and Security regularly meets with Gender Action for Peace and Security (GAPS), a network of UK-based and international NGOs acting towards the implementation of Resolution 1325, and government officials.

Table 6. Content of NAPs adopted in ten NATO member countries

	Exec. institutions	Targets and indicators	Women in nat. institutions	Gender balance & perspective	Training and sensitisation (internal)	Training and sensitisation (external)	Cooperation with NATO members	Support of CSOs
Belgium	√	√	√	√	√	√	√	√
Canada	√	√	√	√	√	√	√	√
Croatia	√	√	√	√	√	√	-	√
France	√	√	√	√	√	√	√	√
Germany	√	√	√	√	√	√	√	√
Italy	√	-	√	√	√	√	√	√
Norway	√	√	√	√	√	√	√	√
Portugal	√	√	√	√	√	√	N/A	√
Spain	√	√	√	±	±	±	±	√
UK	-	±	√	√	√	√	√	√

Key	Respondent checked:
√	Yes
-	No
±	Both yes and no
N/A	Neither yes or no

Conclusion and recommendations

As this report has shown, many NATO member countries are prominent leaders in the implementation and promotion of the UNSC resolutions on women, peace and security. Seventeen of the twenty-eight NATO member countries have adopted National Action Plans (NAPs) stimulating and guiding action in this field, as recommended by the UNSC. Other NATO member countries report forwarding the women, peace and security agenda through existing legal and policy frameworks. The survey results suggest that countries without a NAP are more likely to focus on the integration of women and a gender perspective within their own state institutions. In contrast, countries with a NAP are more likely to adopt a more outward-looking agenda. NAPs contain measures relating to the integration of a gender perspective and measures facilitating gender balance in security, humanitarian, development, and diplomatic activities conducted abroad; gender training and sensitisation in both domestic and foreign contexts; cooperation with NATO member countries; and collaboration with CSOs, including CSOs from conflict-affected areas. NAPs therefore appear to be the most effective tool to apply the full range of objectives contained in Resolution 1325.

Results indicate that parliaments are generally more active in forwarding the women, peace and security agenda in NATO member countries with a NAP. Amongst the surveyed member countries, parliaments participated in the development and adoption of initiatives specifically designed to facilitate the implementation of Resolution 1325 more often in countries with a NAP (six out of thirteen) than other countries (none out of eight). Parliaments were also more likely to be involved in *periodic* monitoring of the implementation of Resolution 1325 in states with a NAP (six out of thirteen) than without (one out of eight). These findings indicate a positive correlation between the presence of a NAP and the active engagement of parliaments in advancing the women, peace and security agenda. It is nonetheless hard to establish a straightforward *causal* connection between the two. It is likely that countries where parliaments are already seized with matters related to women, peace and security are well disposed to adopt a NAP. For instance, the German Bundestag debated the implementation of Resolution 1325 already in 2004, a process that eventually fed into the adoption of a NAP in 2012. However, Germany reported that the adoption of a NAP would lead to a change in the accountability report to parliament, as now “the results will be measured against the targets.” This illustrates how the adoption of a NAP may facilitate and consolidate the involvement of national parliaments in overseeing the implementation of Resolution 1325 at the national level.

Seven of the ten member countries that provided details on the content of their NAPs reported active cooperation with other NATO member countries in advancing the women, peace and security agenda. This demonstrates that NAPs can be a strong basis for collaboration amongst NATO member countries in this field. With three new NAPs in the pipeline and several other countries continuing to update their NAPs, the findings of this report would indicate that NATO countries are continuing to work towards the

implementation of Resolution 1325 and that we can expect collaboration at the Alliance level to intensify in the future, including with countries that do not yet have a NAP.

Annex 1

QUESTIONNAIRE

The National Implementation of UNSC Resolution 1325 (2000)

In co-operation with the office of Mari Skåre, NATO Secretary General's Special Representative for Women, Peace and Security
Please do not use **more than two pages** in total for all your responses.

Please return this form to Ms Andrea Pretis (apretis@nato-pa.int / fax: +32 2 514 18 47)
We will not accept responses after **12 July 2013**.

COUNTRY			
PARLIAMENTARY BODY/INSTITUTION			
DATE			
			Please use space below for any information
1.	Has your parliament adopted a National Action Plan (NAP) or other respective legislation designed to facilitate national implementation of the Resolution?	<input type="checkbox"/> YES <input type="checkbox"/> NO	
	If not, are steps being taken to draft and adopt a NAP?	<input type="checkbox"/> YES <input type="checkbox"/> NO	
	If yes, does this legislation include the following elements?		
1.a	Establishing or identifying national executive institutions responsible for the implementation of various aspects of the Resolution	<input type="checkbox"/> YES <input type="checkbox"/> NO	
1.b	Setting specific targets and indicators to measure the progress of the implementation	<input type="checkbox"/> YES <input type="checkbox"/> NO	
1.c	Ensuring that women are adequately represented in member countries' armed forces and ministries of defence as well as military deployments abroad, including NATO-led operations	<input type="checkbox"/> YES <input type="checkbox"/> NO	
1.d	Incorporating gender balance into activities connected to peace missions, development projects, humanitarian assistance and diplomacy	<input type="checkbox"/> YES <input type="checkbox"/> NO	
1.e	Providing adequate training as well as increasing the general awareness of women, peace and security in national institutions dealing with peace and security	<input type="checkbox"/> YES <input type="checkbox"/> NO	
1.f	Encouraging relevant national authorities to organise workshops, seminars or training programmes to increase awareness of gender issues in non-NATO countries	<input type="checkbox"/> YES <input type="checkbox"/> NO	
1.g	Promoting co-operation with other NATO member states on NAPs and encouraging joint projects in the field of women, peace and security	<input type="checkbox"/> YES <input type="checkbox"/> NO	
1.h	Involving civil society organisations in the national implementation process of the Resolution	<input type="checkbox"/> YES <input type="checkbox"/> NO	
2.	How does your parliament exercise its oversight power to monitor, on a regular basis, the implementation of the Resolution by relevant national authorities?		