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**Estonia's Action Plan  
for the Implementation of UN Security Council  
Resolution 1325 “Women, Peace and Security”  
in Estonia 2010 – 2014**

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**IMPLEMENTATION REPORT**

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**of the period of 22 October 2010 – 31 December 2011**



ESTONIAN MINISTRY  
OF FOREIGN AFFAIRS

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# 1. Introduction

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1. In October 2000, the UN Security Council adopted its Resolution 1325 on Women, Peace and Security (hereinafter “UNSCR 1325”) to acknowledge the disproportionate effect of war and conflicts on women and girls.
2. On 21 October 2010, the Government of the Republic of Estonia noted the document “Estonia’s Action Plan for the Implementation of UN Security Council Resolution 1325 on Women, Peace and Security in Estonia 2010–2014” to promote the issue in Estonia. The National Action Plan consolidates national and international actions in various areas and identifies the leading agency for each area.
3. This report describes Estonia’s actions in the period from the adoption of the National Action Plan on 21 October 2010 until the end of 2011.

# 2. Summary

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4. The Baltic Defence College, the Ministry of Education and Research, the Ministry of Defence, the Estonian Atlantic Treaty Association, the Police and Border Guard Board, the Ministry of Social Affairs and the Ministry of Foreign Affairs actively participated in analysing of the actions undertaken in the first reporting period for the implementation of the UNSCR 1325 National Action Plan. The Riigikogu played an eminent role in promoting the UNSCR 1325 objectives and actions.
5. This overview confirms Estonia’s commitment to the objectives of UNSCR 1325 and wishes to continue successful wide-ranging cooperation at national and international levels.
6. The overview of the first reporting period of the implementation of the UNSCR 1325 National Action Plan shows that sometimes only a few additional resources are required to realise the objectives set out in the National Action Plan on a much larger scale. According to the Baltic Defence College, with minimal additional resources, they could, for example, offer participants preparing for the UN missions short courses on various themes touched upon in the College’s courses, such as human rights law, international humanitarian law, violence against women and human trafficking.
7. Representatives of Estonia have actively and successfully promoted the UNSCR 1325 National Action Plan at the level of international organisations, such as UN, NATO, EU and OSCE. For example, the NATO policy on UNSCR 1325 was approved at the initiative of Estonia and Norway at the NATO Summit Meeting in Lisbon in 2010. Estonia’s international image in implementing such actions is positive, which reinforces relations between allies regarding themes of mutual interest.
8. The UNSCR 1325 National Action Plan was also presented at international workshops held in Estonia and, as a result, our experience in preparing the Action Plan has been used in the development of similar documents in our partner countries, such as Georgia.
9. The results of the reporting period confirm that it is important to raise awareness about UNSCR 1325. Cooperation between authorities at international and national levels will continue in 2012, in order to achieve the objectives set out in both UNSCR 1325 and the National Action Plan.

# 3. Overview of the implementation of UNSCR 1325 in the current reporting period

## I. Political and diplomatic activities within international organisations

**10.** Estonia's political and diplomatic activities within international organisations have been active and successful. Estonia has informed the EU, OSCE, UN and NATO about its activities, and its overviews have contributed to the reports prepared by these organisations. Moreover, Estonia has submitted its opinions to the working bodies of these organisations, such as the UN Human Rights Council or the UN Entity for Gender Equality and the Empowerment of Women (UN Women). Through international organisations, Estonia has presented its UNSCR 1325 related activities in its partner countries – Georgia and Bosnia and Herzegovina.

### A. At the level of international organisations:

**11.** Estonia has taken UNSCR 1325 into account when participating in the work on the UN Human Rights Council. During the 17<sup>th</sup> session of the Human Rights Council, Estonia's speech concerned the UNSCR 1325 National Action Plan and its implementation. Estonia has addressed the topics of women's rights and gender equality in the Universal Periodic Reviews (UPR) of other countries' human rights performances. In so doing, Estonia has included the aspects of UNSCR 1325 in reports submitted to UN bodies, facilitating the international supervision of relevant activities.

**12.** At the OSCE Human Dimension Implementation Meeting in Warsaw in 2011, Estonia prepared the EU presentation on gender equality, which was not presented for institutional reasons; elements of the presentation were, however, used in the speech of Estonian representative.

**13.** As a member of the UN Entity for Gender Equality and the Empowerment of Women (UN Women) as well as CSW<sup>1</sup>, a functional commission of the United Nations Economic and Social Council, we support the objective of the empowerment of women in society and promote improved cooperation between international organisations in order to achieve that objective more effectively. Estonia has consistently presented its positions in these forums in support of reinforcing the role of women, particularly in areas that are important for Estonia (e.g. at the 55<sup>th</sup> meeting of CSW, we spoke about gender equality issues in the education and IT and communications sectors; at an annual session of the UN Women Executive Board, we stressed the importance of achieving coherence and taking into account the reality of the matter).

**14.** Estonia has introduced its process of preparing the UNSCR 1325 National Action Plan (NAP) to countries that are still at an early stage of preparing their own national action plans; we have also actively attended seminars aimed at finding better solutions to achieving the objectives of the Resolution. In 2011, for example, we presented our National Action Plan at several conferences organised in cooperation with international organisations in Georgia (within UN Women) as well as in Bosnia and Herzegovina (within OSCE).

<sup>1</sup> Commission on Status of Women

- 15.** Besides the Ministry of Foreign Affairs, the Ministry of Defence has actively promoted UNSCR 1325 activities at the international level. A good example is a visit of the Permanent Secretary of the Ministry of Defence to the United Nations headquarters.

## **B.** At the national level:

- 16.** Estonia has presented the UNSCR 1325 National Action Plan to defence attachés accredited to Estonia. The topic has been addressed at several meetings of the Minister for Foreign Affairs (with representatives of the United States, Norway and Afghanistan as well as with the United Nations Secretary General). The topic has also been discussed by the President of the Republic (with Austria and Afghanistan); at the level of ambassadors (Canada); at the meeting of the Commanders of Defence of the Nordic and Baltic countries (NB8); at meetings of the Minister for Defence with representatives of the NATO Parliamentary Assembly, etc.

## **II.** Bilateral and multilateral development cooperation, and humanitarian assistance to improve the conditions of women in post-conflict situations

- 17.** In this reference period, the number of bilateral development cooperation projects targeted directly at women that were initiated at both national and international levels was smaller than expected; several projects, however, had an implicit effect of raising women's awareness, improving their self-help skills and their knowledge in other areas. The External Economic and Development Cooperation Department of the Ministry of Foreign Affairs is committed to upgrading its development cooperation database in 2012 so that a separate account can be kept for projects targeted towards women, and gender considerations could be incorporated into those projects. How to draw the attention of Estonian non-governmental organisations that are involved in development cooperation to support the inclusion of women in post-conflict developing countries is also being analysed.

## **A.** At the level of international organisations:

- 18.** In 2011, Estonia contributed to international organisations (UNICEF, UN Women, UNGEI<sup>2</sup>) in the form of activity support in the total amount of EUR 60,715 (allocated in 2010). EUR 82,000 was allocated for the activities of 2012 (in 2011).
- 19.** Estonia has provided humanitarian aid in the amount of EUR 225,000 to alleviate the situation of women and girls in regions of humanitarian crises. All humanitarian aid projects take gender considerations into account, which means that the projects are relevant to improving the situation of women. The following aspects were supported:
- improvement of the situation of children and women in Haiti after an extensive cholera outbreak in the country (a UNICEF project);

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<sup>2</sup> UNICEF – United Nations (International) Children's Fund,  
UNGEI – United Nations Girls' Education Initiative

- availability of education for girls and access to a food supply as well as the improvement of economic opportunities for women in South Sudan (UNHCR<sup>3</sup> projects);
- children and women who have suffered as a result of violence and conflicts in Côte d'Ivoire (a UNICEF project);
- reducing the risk of diseases caused by a lack of clean drinking water, poor hygiene and a lack of adequate sanitation in Pakistan (a UNICEF project).

**20.** Estonia has stressed in its activity that in formulating the EU development cooperation objectives, adherence to the principles of Resolutions 1325 and 1820<sup>4</sup> should be highlighted in post-conflict countries. We also support the implementation of the EU Gender Action Plan in Development.

**21.** As a member of the Nordic-Baltic Constituency of the World Bank, Estonia contributed to the preparation of the Gender and Development Report.

**22.** Estonia has also supported UNSCR 1325 activities in the councils of UNHCR, UNICEF and UNDP<sup>5</sup>, of which Estonia is a member.

## B. At the national level:

**23.** A project is targeted to the national audience introducing the topic of gender equality to the Estonian public (MTÜ ENUT, 2010)<sup>6</sup>.

**24.** The Ministry of Defence has provided assistance to partner countries of development cooperation (including Afghanistan, Georgia, Montenegro and Ukraine) in the form of monetary contributions and by sharing knowhow. Although none of these projects was directly related to the topic of UNSCR 1325, the objectives of the Resolution have been integrated in other topics. One of the aims of the training sessions in Ukraine, Montenegro and Ukraine was to achieve gender balance in participation, which was realised.

**25.** In Georgia, Estonia helped to:

- increase Georgia's administrative capacity in preventing domestic violence and helping victims (2008–2011);
- implement a joint cooperation project of midwives of Tartu and Batumi, which concerned sharing practical experiences in the obstetrics sector (2011);
- set up a psychological rehabilitation centre run by Gali Women's Association.

**26.** In Afghanistan, Estonia helped to:

- acquire computers for six girls' schools and video projectors and digital cameras for four girls' schools from the support funds of development cooperation through the non-profit organisation Mondo. For one girls' school, five tents were bought (the school suffers from a lack of space and the tents will be used as classrooms). Various teaching aids and books were bought for two other schools; one of the schools is a school for girls with special needs;

<sup>3</sup> UNHCR - United Nations High Commissioner for Refugees

<sup>4</sup> UN resolution 1820 (2008) concerns widespread sexual violence in armed conflicts and demands that parties to armed conflict and other actors fight such crimes

<sup>5</sup> UNDP - United Nations Development Programme

<sup>6</sup> MTÜ ENUT – non-profit association Estonian Women's Studies and Resource Centre



Girls' school in Afghanistan.  
Photo: NGO Mondo

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- launch health-related adults training in Helmand Province (2009–2011);
  - acquire equipment for a girls' school in Parwan Province and publish a children's poetry book;
  - train female members of the Afghan Parliament in cooperation with USAID<sup>7</sup>;
  - shoot a documentary "Girls of Charikari" (about the lives of the students of Charikari girls' school, their mothers and families);
  - create a system for supporting Afghan women and girls (2011–2012) through which Estonian people can make voluntary donations in support of Afghan women and girls.

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**27.** Estonia is sharing its experience in using information and communication technology in education with the Palestinian Authority. Both men and women are equally represented in the target group of the project.

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**28.** The Estonian Atlantic Treaty Association (EATA) has been very active in promoting the objectives of the UNSCR 1325 National Action Plan and in raising general awareness and increasing support both at the international level and in Estonia. Based on cooperation with international organisations, in particular with NATO, the EATA has consistently stressed the importance of the UNSCR 1325 topics and of the implementation of relevant conventions. Based on Estonia's international activity, EATA has supported cooperation between experts and exchanges of information as well as systematic discussion on the topic of women, peace and security in the course of international contacts. EATA has also supported the promotion of UNSCR 1325 in Estonia and the exchange of information between relevant public authorities and non-governmental associations. Among EATA's activities to date, the following events are worth noting:

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<sup>7</sup> USAID – United States Agency for International Development

- On 11 and 12 November 2010, an international forum “Women, Peace and Security – the Afghan view” was held in Tallinn; the conference concerned the implementation of UNSCR 1325 in Afghanistan. The participants (more than 130) were members of diplomatic staff, representatives of international organisations, non-governmental organisations and think tanks as well as reporters and scientists who were interested in the topic of women, peace and security. Further information is available at the following address: <http://forum1325.eata.ee/>.
- On 2 December 2011, a meeting of the working group of Russian-speaking teachers and a training session “I see, I learn and I teach” was held (25 participants); besides other topical issues, the Estonian Action Plan for the implementation of UNSCR 1325 on Women, Peace and Security was presented to the participants.
- From 13 to 16 December 2011, an international NATO-Afghan student forum was held that brought together nearly 70 young people from 20 countries. One of the topics of discussion was NATO’s long-term cooperation and implementation of UNSCR 1325 in Afghanistan.
- On 14 December 2011, an event “Crises that changed the world – Afghanistan” was organised; first, a film “I was worth 50 sheep” was shown, followed by a high level discussion with experts from Afghanistan about the meaning of the topic and its impact today. Over 110 people from more than 20 countries participated in the event.
- Of work in progress, a development cooperation project targeted at Georgia – School of Good Citizens – that started in September 2011 and will last until July 2012 should be mentioned. Besides the principles of good citizenship, the project also addresses the principles of equality; based on bilateral development cooperation between Estonia and Georgia, the project was designed and carried out by taking into account gender considerations and paying particular attention to information on women’s reproductive health. In order to continue the discussion on these issues, it is necessary to prepare information materials concerning human trafficking, sexual crimes and other similar phenomena.

### **III. Increasing the number of experts on gender issues and providing training for them, as well as increasing general awareness of women, peace and security in institutions dealing with peace and security**

- 29.** Increasing the number of experts on gender issues and providing training for them is not an isolated measure; it is closely integrated into the core working practices of public authorities. Raising awareness in the area of women, peace and security is a clear priority in Estonia. It is integrated into the activities of the Police and Border Guard Board and the Ministry of Defence as well as of the agencies operating in the latter’s administrative area. These authorities, however, operate within a clear sphere of responsibility and their activities are rather specific, particularly regarding international civil and military missions and operations.
- 30.** It is important that UNSCR 1325 and gender equality are discussed at all stages of the Estonian educational system. The Ministry of Education and Research has actively promoted educational aspects of UNSCR 1325 at lower secondary and upper secondary school levels. The objectives of UNSCR 1325 and actions at the national and international levels also form a part of courses offered by the Baltic Defence College; the topic is also incorporated into the programme of the Higher National Defence Courses organised by the Ministry of Defence.



Among the Millennium Development Goals, the UN simulation exercise introduced also the aspects of UN Resolution 1325.  
Photo: UNESCO Estonian National Commission

## A. At the level of international organisations:

- 31.** The Ministry of Foreign Affairs provided financial support to an international forum that was organised with the view of drawing attention to UNSCR 1325 and its implementation in Afghanistan. The conference concerned the experiences of international organisations, such as UN, NATO and EU, in Afghanistan.
- 32.** The action plan of the Coordination Bureau of the Police and Border Guard Board sets forth the presentation of UNSCR 1325 principles to those officials of the Police and Border Guard Board who are deployed in international civil missions, performing duties in the service of international organisations or have long-term assignments abroad<sup>8</sup>. Gender considerations are incorporated into pre-mission training organised by the Ministry of Foreign Affairs. The volume of relevant courses depends on the nature of a specific mission and local situation.
- 33.** In the sphere of responsibility of the Ministry of Defence at the international level, the treatment of the principles of UNSCR 1325 in the context of international operations has been rather modest and at meetings, the topic has only been dealt with incidentally. Gender issues play an increasingly important role in EU and NATO operations, including at management level, and support for raising awareness about these issues should be continued. Estonian experts take part in relevant discussions.

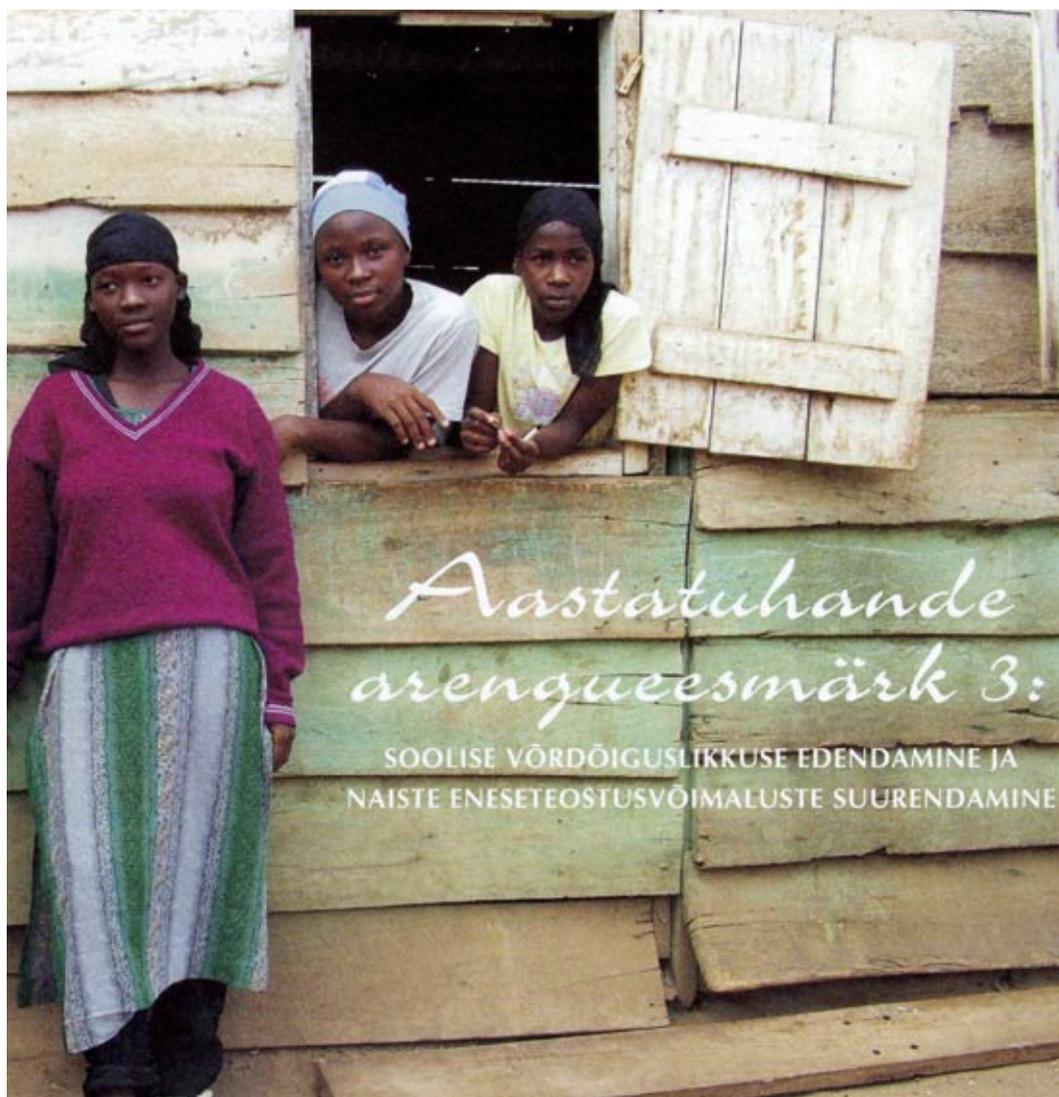
<sup>8</sup> As of 30 September 2011, Estonia had 24 officials, including two liaison officers, working for Europol and one liaison officer in Interpol; four officials from the Police and Border Guard Board participated in the *NATO Training Mission Afghanistan* until September 2011; three representatives of the Police and Border Guard Board joined the training mission on 2 January 2012.

## B. At the national level:

- 34.** Estonia organised a national information campaign and has raised awareness at the level of governmental departments. Information about the National Action Plan is available at the website of the Ministry of Foreign Affairs; participants in UNSCR 1325 working groups receive a newsletter. The UNSCR 1325 National Action Plan has been presented at several workshops related to human rights and security as well as during a UN simulation exercise<sup>9</sup> organised in cooperation with the UNESCO Estonian National Commission, the non-governmental organisation Mondo and the United Nations Association of Estonia. Within the public awareness campaign, articles were published; public figures participated in TV programmes and gave interviews to magazines.
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- 35.** The Human Resources Bureau of the Police and Border Guard Board perform the duties assigned to them in the UNSCR 1325 National Action Plan by the Ministry of Internal Affairs; the relevant actions are included in the annual action plan of the administration of the Police and Border Guard Board. Further information about the annual action plan is found in the internal website of the Police and Border Guard Board.
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- 36.** In the area of administration of the Ministry of Defence, the activities of UNSCR 1325 National Action Plan are coordinated at the highest level of the Permanent Secretary and the Minister of Defence. The National Action Plan is prepared with the involvement of the units of the ministry and those belonging to the area of administration of the ministry that have to deal with the relevant issues most often.
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- 37.** The promotion of research activities concerning the role of women in securing peace and security should be noted. The Ministry of Defence and the International Centre for Defence Studies are planning to conduct a study in 2012 on the attitudes towards service in the Defence Forces and on the image of the Defence Forces among Estonian upper secondary students, in order to obtain an overview of the views of young men and women who are preparing to leave school about service in the Defence Forces and professional members of the Defence Forces; the target group of the study are young women who wish to join the military service.
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- 38.** Addressing gender issues does not form a part of general training for commissioned and non-commissioned military officers; some training is, however, offered (human rights, gender equality, humanitarian law, violence against women and human trafficking are touched on within legal and cultural training and pre-deployment training addressing the cultural context of the conflict area). Training concerning gender issues is welcomed by the Defence Forces and members of the Defence Forces participate in such training whenever possible.
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- 39.** The objectives – to ensure better treatment of female mission participants as well as better understand and assist in solving the problems of women in the mission area and to pay special attention to the involvement of women in peace-building – are being realised by deploying female members of the Defence Force both as professional experts and as ordinary members of the armed forces. Estonian participants in international military operations adhere to the missions' code of conduct, and supervision over the performance of this obligation is ensured at the highest level of the mission. In the event of any breach of rules, an appropriate investigation procedure is initiated.

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<sup>9</sup> A role-play that aims to introduce the functioning of an international organisation through personal experience



Information material for teachers: Promoting gender equality and enhancing women's opportunities for self-realization. Photo: ENUT

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- 40.** Within various courses, the Baltic Defence College promotes the objectives of UNSCR 1325 and actions taken at both the national and international levels. The College, as an international educational institution, offers study modules or sub-modules in English on various topics, such as human rights law, international humanitarian law, violence against women and human trafficking.
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- 41.** The topic of UNSCR 1325 is also touched on within the Higher National Defence Courses organised by the Ministry of Defence. The Ministry of Defence and the agencies in the area of administration of the Ministry have established successful cooperation with the Estonian Women's Studies and Resource Centre through the UNSCR 1325 national working group.
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- 42.** There are no Defence Force guidelines that deal directly with the topics of UNSCR 1325; however, the topic is planned to be incorporated into the new course book on national defence. The date of completion of the course book remains open; however, once the book is available, it is possible to address the topic in greater detail in national defence and civic education classes in upper secondary schools.

**43.** An example of close national cooperation and coordination is a joint event “From women to women” organised by the Naiskodukaitse (Women’s voluntary defence organization), the Women’s Network of Estonian Police and the Estonian Academy of Security Sciences. The objective of the event is to introduce women to the possibilities of increasing their personal security and that of their families, to offer new opportunities to acquire new knowledge and skills, to promote civil initiative and to raise awareness about the opportunities and duties of women in law enforcement and defence structures. The event will take place for the second time in March 2012 (<http://naistepaev.ee>).

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**44.** The Ministry of Education and Research has actively promoted educational issues, particularly as an authority that shares the responsibility for preparing and distributing information materials on women, peace and security that are intended for use in national defence and civil education classes in upper secondary schools. Different aspects of the topic are included in the programmes of history (peace education), civil education (human rights, refugees and displacement of people) and natural sciences (impact of crises on the environment and demographic processes). The issue of gender equality (stereotypes) is addressed in civil education classes at all levels of education. The study programmes take into account the principles set out in both national strategies and international instruments. The topic is integrated into the national curriculum and is widely discussed during refresher courses for teachers. Gender equality is mentioned separately in the national curriculum for upper secondary schools (Subsection 2(3)).

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**45.** Since 2006, the Ministry of Education and Research and the Estonian Red Cross as well as the International Committee of the Red Cross have been implementing the educational programme “Discovering humanitarian law”, the main objective of which is to build responsibility in young people and teach them to respect life and human dignity. The Ministry of Education and Research is supporting actions necessary for implementing the programme (translation and editing of study materials, training, etc.). The study materials deal with both historical and modern events in order to give students an idea of how implementing humanitarian law can help to alleviate the atrocities of war and suffering of the civilian population. The topic is introduced through student discussions and recollections of people who have participated in armed conflicts. The study material was published in November 2011 (300 copies), supplementing the existing electronic version that has been available on the Red Cross’s website since the beginning of 2011 (<http://www.redcross.ee/et/info.html>).

## **IV. Expansion of women’s opportunities to participate in international military and civil operations and increasing the representation of women in international positions related to the maintenance of peace and security**

**46.** Increasing women’s opportunities to participate in international military and civil missions and operations is fully integrated into the practices of public authorities. It is determined by clear spheres of responsibility and is, therefore, quite specific. The most important of all national actions is the new Defence Forces Service Act to be adopted within 2012, which gives women an opportunity to serve in the Defence Forces, which in its turn should enable women to join the structures of the Defence Forces more actively.



Members of the Estonian women's voluntary defence organization at the awarding ceremony of 2011. Photo: Estonian Defence Forces

## A. At the level of international organisations:

- 47.** Estonia supported the creation of UN Women and is a member of the Executive Board of the agency. Estonian candidates were sought to fill the posts of the agency.
- 48.** Estonia nominated Mrs. Tiina Intelmann for the post of the President of the Assembly of States Parties of the International Criminal Court (ICC) for a term of three years. Since December 2011, Mrs. Tiina Intelmann has been the Ambassador-at-Large for International Criminal Court. Mrs. Intelmann is the first female president appointed to this post.
- 49.** In the sphere of responsibility of the Ministry of Defence, Estonian views in the context of UNSCR 1325 and international military operations have been presented in various discussions initiated by international organisations.

## B. At the national level:

- 50.** Gender equality in domestic competitions is on a larger scale than those in competitions to fill posts related to peace and security. If there is a suitable female candidate, there are no restrictions on putting her name forward for the post. A similar gender-balanced approach is applied to filling international posts; therefore, a separate database of female candidates is not considered necessary.

**51.** All employees of the Police and Border Guard Board, irrespective of their gender, may put their names forward for the posts filled by the Police and Border Guard Board in international missions. Therefore, no specific analysis of measures to increase the participation of women in international missions has been conducted.

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**52.** In terms of the area of administration of the Ministry of Defence, it can be said that women can participate in most operations and apply for most posts. The choice of positions and posts is determined by the cultural peculiarities of the target country of an operation, the tasks imposed on the unit, and on whether there are women in Estonia who have received training relevant to the unit, etc.

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**53.** So far, no training has been offered to women in service in order to improve their opportunities to participate in international operations, and no specific recruitment campaigns have been organised. According to the legislation in force, women can join the Defence Forces through the National Defence League; the basic course on the military skills of an active member of the National Defence League is accepted by the Defence Forces as sufficient for females in order to apply for a place in the first level course at the Estonian National Defence College.

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**54.** A very important development in the area of administration of the Ministry of Defence is the completion of the new draft Defence Service Act (it is expected to enter into force in 2013), which provides a legal basis for women to join the defence service through military conscription service. In the first half of 2012, the Defence Forces will prepare a detailed overview of the organisation of military conscription service for women, which will serve as a basis for providing more information to the general public about the opportunities of women to serve voluntarily in the Defence Forces.