



NATIONAL ACTION PLAN

for the implementation of UN Security Council Resolution 1325 (2000) on

WOMEN, PEACE AND SECURITY



Schweizerische Eidgenossenschaft
Confédération suisse
Confederazione Svizzera
Confederaziun svizra

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I. BACKGROUND

UN Security Council Resolution 1325 (UNSC 1325) on Women, Peace and Security was unanimously adopted on 31 October 2000.¹ It is the first UN Security Council Resolution to expressly mention the particular effect which armed conflicts have on women and girls, and it underlines the importance of women's participation in peace processes.

The States are regularly invited, not least by the UN Security Council itself, to strengthen their commitment to the implementation of UNSC 1325 and to create National Action Plans for this purpose.

Switzerland's commitments at the bi- and multilateral levels in the context of UNSC 1325 already includes gender-sensitive project work and the support of both multilateral and bilateral partners for various projects and activities specifically for implementation of the requirements of UNSC 1325. Switzerland is also committed to the deployment of experts as well as to internal measures in the areas of recruitment, training and internal policy with regard to gender equality.

In order to strengthen and coordinate Switzerland's efforts the federal administration's Coordination Committee for Peace Policy created a Working Group with the mandate to prepare a National Action Plan for the implementation of UNSC 1325 (NAP 1325). Moreover Resolution 1325 is regarded itself as the fundamental reference document for Switzerland's peacebuilding efforts.³ The «UN-Resolution 1325 – CH» Interdepartmental Working Group (WG 1325) includes representatives of the Federal Department of Defence, Civil Protection and Sports (DDPS) and the Federal Department of Foreign

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¹ The text of UNSC Resolution 1325 can be found at: http://www.un.org/events/res_1325e.pdf. Translations – e. g. into German, French and Italian – can be found at: <http://www.peacewomen.org/1325inTranslation/index.html>.

² The peacebuilding concept includes human rights and security policy. See the Federal Council's Bill to Parliament concerning a credit facility for measures relating to conflict transformation and the promotion of human rights (02.076, 23 October 2002).

Affairs (FDFA).³ The latter's Political Affairs Division IV (PA IV, Human Security) is in charge of WG 1325.

The Working Group has already reviewed existing activities and on this basis has drawn up various objectives and basic lines of action, together with a catalogue of measures for 2007–2009. The Swiss Federal Council was officially notified of the National Action Plan on 31 January 2007.

Switzerland's NAP 1325 is updated/completed/adapted on a regular basis and its contents are subject to constant review (see Chapter VI).

II. OBJECTIVES

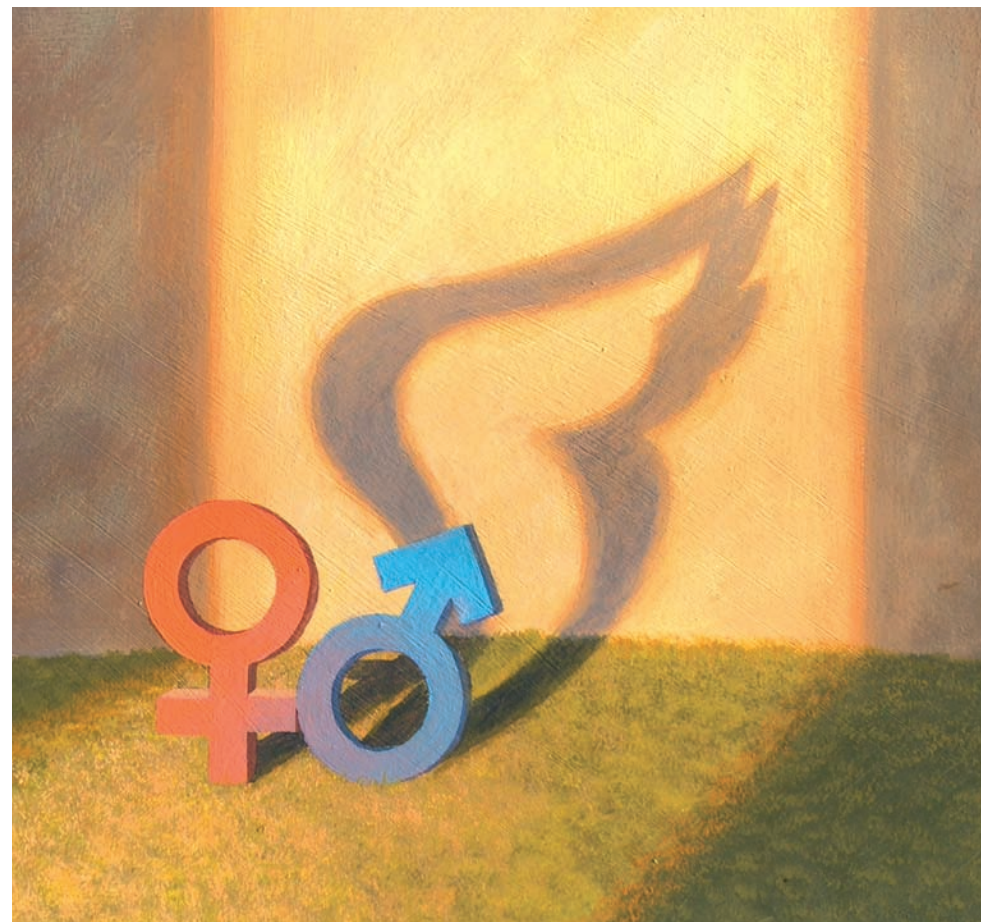
The aim of the NAP 1325 is to ensure that gender aspects are taken into consideration in all areas of peace policy and in all concrete peacebuilding measures. Taking gender into consideration means considering the different ways in which men and women are affected by, as well as their different roles in, an armed conflict and in the resolution of a conflict. Gender mainstreaming means including gender aspects in all stages of a peacebuilding process, from analysis and the formulation of policy to the implementation of concrete measures.

In this context UNSC 1325 lists three concrete objectives/priorities:

- 1 Greater involvement/participation of women in peacebuilding;
- 2 Prevention of gender-based violence and protection of the rights and needs of women and girls during and after armed conflicts;
- 3 A gender-sensitive approach to all peacebuilding projects and programmes.

Switzerland has already committed itself to implementing these priorities. The NAP 1325 will ensure that current efforts for the implementation of UNSC 1325 will be further developed and strengthened, as outlined below.

³ As well as various DDPS and FDFA offices, the Coordination Committee for Peace Policy includes two offices of the Federal Department of Justice and Police (FDJP) – the Federal Police Office and the Federal Office of Migration – plus the State Secretariat for Economic Affairs (seco) of the Federal Department of Economic Affairs (FDEA). The Coordination Committee for Peace Policy is an advisory body, the purpose of which is to improve the coordination and coherence of all sections of the federal administration that are in any way involved in peacebuilding. The subordinate «WG 1325» consists of the following DDPS offices: Staff to the Chief of the Armed Forces, International Relations Defence, the Armed Forces Joint Staff, Directorate for Security Policy. The FDFA is represented by the following: Directorate of Political Affairs (PA I/OSCE, PA III/UN, PA IV), the Directorate of International Law, the Centre for International Security Policy (CISP), as well as the Swiss Agency for Development and Cooperation (SDC).



1 Greater involvement/participation of women in peacebuilding

a) Commitment at policy/institutional level (→ Policy)

Switzerland is committed to the creation of framework conditions in the United Nations, as well as in other regional and international organisations such as the Organisation for Security and Cooperation (OSCE), that will enable women to participate on an equal footing with men in peacebuilding efforts. This commitment to the equal rights of both sexes is based on quantitative criteria (proportion of women to men) as well as with regard to opportunities and the influence on decision-making, place in the hierarchy, financial and other resources, security measures, capacity building, etc.



b) Commitment at the operational level

(→ Operational)

Switzerland supports and promotes, directly and indirectly, programmes and projects designed specifically to ensure the participation of women in peace processes on an equal footing with men. Furthermore, efforts are to be made to systematically include gender aspects in all peacebuilding programmes and projects, through the proper training of those in charge of programmes, the deployment of experts, as well as through gender responsive budgeting, etc.

c) Commitment at the human resources/policy level

(→ Personnel)

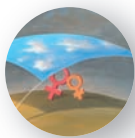
Switzerland promotes the participation of women in peace processes by means of its policy with regard to recruitment and secondment as well as in its support for qualified candidates. This is to ensure that the experts seconded to civilian peacebuilding operations as well the participants in military peacekeeping operations will receive a high level of training in the specific area of gender in preparation for their deployment on missions.



2 Prevention of gender-based violence and protection of the rights and needs of women and girls during and after armed conflicts

a) Commitment at the policy/institutional level (→ Policy)

The protection of women is a priority of Switzerland's peacebuilding efforts, since it is women who tend to suffer the most from violence during and after armed conflicts. Protection of the rights of women is also one of the main aspects of Switzerland's human rights policy. In the international context Switzerland makes women's rights and the violations of these rights a subject of discussions; Switzerland also points to violations of women's rights and of women's rights in the context of armed conflicts in



multilateral negotiations as well as in bilateral demarches and interventions. Switzerland is also committed at the international level to combating trafficking in women and girls and to protecting the victims of trafficking. Other priorities include efforts to improve the protection of internally displaced persons (IDPs, many of whom are women), and to oppose impunity for those who perpetrate crimes against women in the context of armed conflicts.

b) Commitment at the operational level (→ Operational)

Switzerland supports projects, and actors, which address the specific problem of violence against women (rape, trafficking in women, exploitation, etc.) in the context of armed conflicts, either through prevention, protection of the victims or by efforts to end impunity.

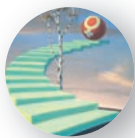
c) Commitment at the human resources/policy level (→ Personnel)

Switzerland has a policy of zero tolerance with regard to the sexual exploitation of women in all cases involving civilian and military personnel seconded to peacebuilding operations. Training modules specifically address the problems of trafficking in human beings and women's vulnerability to sexual abuse in conflicts, including by those involved in peace missions.



3 A gender-sensitive approach to all peacebuilding projects and programmes

UNSC 1325 specifically calls for gender perspectives to be taken into consideration in the negotiation and implementation of peace agreements, as well as for the participation of women in all mechanisms for the implementation of such agreements. It is the intention of the Swiss Federal Council to ensure that gender perspectives are taken into account in such areas as peace and security policy as well as in other areas, in effect implementing a policy of gender mainstreaming. The purpose of this policy is to ensure that the different ways in which men and women are affected by conflicts and by human rights violations are taken into consideration at all stages of a programme, from analysis to the implementation of concrete measures.



a) **Commitment at the policy/institutional level (→ Policy)**

In the multilateral context (UN commissions and bodies, OSCE, Council of Europe) Switzerland supports activities, programmes, projects and resolutions on gender mainstreaming and the prevention of gender-based violence. As a member of the administrative boards of, and a major financial contributor to various UN bodies and programmes and specialised agencies Switzerland is committed to the consistent application of gender mainstreaming and to greater respect for the specific rights and needs of women and girls in international cooperation. Switzerland actively monitors implementation of relevant strategies and agreements. Particular attention is paid to the gender aspects of transitional justice, which is one of the priorities of Switzerland's policy in the area of human rights and humanitarian activities. Central to these efforts is the Rome Statute of the International Criminal Court, which has adopted procedures that are innovative in that they consistently take women's rights into consideration, for example in the definition of crimes (so-called gender crimes), the rights of women in court procedures, in the representation of the two sexes in the Court's various bodies, and in the organisation of the court with regard to the protection of victims and witnesses.

b) **Commitment at the operational level (→ Operational)**

Additional funds are to be provided for projects which support the inclusion of women in political and legal transitional processes with a view to ending impunity in cases involving crimes against women. This is intended to facilitate implementation of the corresponding procedures and rules concerning evidence contained in the Rome Statute. Some of these funds will also go to so-called «gender justice» projects of UNIFEM and the UN's Department of Peacekeeping Operations (DPKO). In its bilateral cooperation, Switzerland is making greater efforts to ensure the systematic inclusion of gender aspects in its project commitments and peacebuilding activities.

c) **Commitment at the human resources/policy level (→ Personnel)**

Training has a central role to play in gender mainstreaming at the level of policy formulation and in the implementation of peacebuilding programmes. In particular, greater efforts will be made to train staff of the federal administration as well as civilian and military peacebuilding experts in the practices of gender mainstreaming. The training modules will be based on the requirements of UNSC 1325, and they will be constantly updated with the most recent developments and findings.

III. CATALOGUE OF MEASURES FOR THE IMPLEMENTATION OF UNSC 1325 IN 2007–2009

1 Greater involvement/participation of women in peacebuilding

The Swiss Federal Council is of the opinion that the potential of women should be put to the greatest possible use as they can have a positive influence on the progress of peace processes at the social and political levels as well as during all stages of a conflict.⁴

1.1. Priority areas for 2007–2009



1.1.1. Policy

- Commitment to a greater representation of women in positions of leadership in the appropriate organs of the UN, the OSCE and other international organisations, including in the context of the secondment of Swiss personnel.
- Commitment to the creation of adequate framework conditions for the greater participation of women in UN peace missions, within the UN Special Committee on Peacekeeping Operations (SCPKO) and at the information meetings of States whose troops or police forces are participating in peace missions («TCC Meetings»).
- Greater consideration of gender aspects in election procedures: promotion of female candidates, and at the same time the promotion of male candidates for positions normally occupied by women.
- Maintenance and if possible improvement of the proportional representation of women in the International Criminal Court (ICC) by means of elections, election rules, monitoring of ICC human resources policy.

⁴ From the Federal Council's reply to the Question Hearing «Postcard action» of 16 March 2006.

1.1.2.

**Personnel**

- In September 2004 and May 2005 the Federal Council decided to strengthen Switzerland's commitment at the level of military peacebuilding. It is planned to increase the staffing capacity of military personnel for peacekeeping operations to around 500 persons by 2008 and also to extend the total number of individual deployments to around 50 persons (military observers, demining specialists). The planned extension of staffing capacity provides an opportunity for increasing the proportion of women. Efforts are currently being made to ensure there is sufficient recruitment potential for the extension of military peacekeeping capacity in this way.
- The Swiss Expert Pool for Civilian Peacebuilding (SEP) plans to increase the representation of women to 40 per cent, with a similar proportion for its deployments.

1.1.3.

**Operational**

- Systematic consideration of opportunities to promote the participation of women in peace processes, e.g. through the support of specific projects, election programmes/women's involvement in the political process.

2 Prevention of gender-based violence and protection of the rights and needs of women and girls during and after armed conflicts

Switzerland's peace commitment is aimed [...] at the protection of women, in recognition of the fact that they as well as children are among those who suffer the most violence during and after armed conflicts.⁵

2.1. Priority areas for 2007–2009

2.1.1.

**Policy**

- Systematic reference whenever appropriate to international documents concerning the protection of women's rights in conflicts (in particular the Geneva Conventions, Rome Statute).
- Commitment within the UN Special Committee on Peacekeeping Operations (SCPKO) to a policy that includes the preparation of training modules and a strategy for combating sexual exploitation of women by members of UN peace missions (investigation, disciplinary penalties, support for victims). Insistence on the immediate commencement of fact-finding investigations in such cases, with support for the establishment of a system of national/Swiss investigators.
- Advocacy efforts and networking for implementation of the «Human Rights and Transitional Justice»⁶ Resolution. Request for the evaluation of justice mechanisms in transitional stages, in accordance with Resolution 1325.
- Greater commitment to women's rights aspects in the framework of the International Criminal Court.

2.1.2.

**Personnel**

- Possible deployment of an official Swiss fact-finding team to the UN Department of Peacekeeping Operations (DPKO) to investigate cases of sexual abuse by members of peace missions. Eight UN missions have been asked to establish «Conduct and Discipline Units». A special office of the DPKO, for which staff is currently being recruited, will be in charge of these Units.

⁵ From the Federal Council's reply to the Question Hearing «Postcard action» of 16 March 2006.

⁶ <http://ap.ohchr.org/documents/E/CHR/resolutions/E-CN-4-RES-2005-70.doc>



2.1.3.

Operational

- Support for candidates to join the Office for Internal Oversight Services (OIOS) for the investigation of cases of sexual abuse by members of peace missions.
- Switzerland plans to deploy legal experts to help strengthen international/hybrid tribunals, truth and reconciliation commissions as well as other mechanisms of dealing with the past. Secondments are also planned, e. g. to the tribunal to judge the crimes committed during the Khmer rouge regime and to the Truth Commission in Burundi.
- Clarification of the question of secondment to the International Criminal Court.
- Preparation of codes of conduct for all Swiss personnel sent on missions abroad, and their synchronisation.
- Full inquiry and criminal proceedings in cases of proven sexual abuse of women by Swiss members of peace missions (courts martial in the case of members of the army).

- Support for the implementation of International Criminal Court procedures designed for the protection of women, both victims and witnesses.
- Support for «Transitional Justice & Gender» projects.
- Support of projects for the protection of victims of rape in the context of armed conflicts, as well as projects that contribute to the reduction of violence against women in armed conflicts.
- Support for the idea of a study (and if necessary its financing) to pinpoint the experiences and lessons learned in dealing with violence against women in the context of armed conflicts, at the level of international and mixed tribunals as well as other mechanisms of transitional justice.

3 A gender-sensitive approach to all peacebuilding projects and programmes

The Swiss Federal Council is of the opinion that gender perspectives must increasingly be taken into consideration not only in the context of peace and security policy but also in other areas. The basic policy is thus one of gender mainstreaming, which focuses – at all stages of a programme from analysis to the implementation of concrete measures – on the different ways in which men and women are affected in conflicts and in cases of human rights violations.⁷

3.1. Future priority areas



3.1.1.

Policy

- Systematic reference to UNSC 1325, taking care to address the various aspects of this resolution in the negotiation of resolutions and in Swiss statements whenever possible.
- Active follow-up and monitoring of the efforts of the UN as well as other international organisations, in particular the OSCE and the Council of Europe. Stressing of gender-relevant points whenever possible in the reference documents of the UN and other international organisations in relation to peacebuilding (Security Council mandates, peace agreements, reports of the Secretary-General, etc.).
- Greater commitment to systematically taking gender aspects into consideration in the planning and structuring/shaping of peace operations, within the UN Special Committee on Peacekeeping Operations (SCPKO) and at the information meetings of States whose troops or police forces are participating in peace missions («TCC Meetings»).
- Consistent stressing of gender-specific aspects of the Rome Statute and addressing these in the context of seminars that concern the work of the International Criminal Court.
- Working closely with like-minded States (e. g. «Group of Friends of Res. 1325» or in the framework of a network within the OSCE).
- Reinforcement of networks that are active in gender-relevant aspects of peacebuilding, and greater collaboration with and use of these networks (e. g. the «Group of Friends of Res. 1325», the informal network of women foreign ministers, etc.).

⁷ From the Federal Council's reply to the Question Hearing «Postcard action» of 16 March 2006.

3.1.2.



- Reinforcement of the position of UNIFEM within the UN System.
- Inclusion of gender perspectives in strategy papers relating to civilian and military peacebuilding.

Personnel

- Utilisation of expertise of the Swiss Expert Pool for Civilian Peacebuilding (SEP) and the relevant DDPS training; offer of a gender-specific training module to multilateral and regional organisations.
- Greater cooperation between the SEP and DDPS Training, in particular mutual sensitisation for the mandate of civilian/military peacebuilding with a view to improving communications in the field and at Headquarters.
- Secondment of gender experts to UN organisations, peace missions and programmes (e. g. DPKO, DPA or the Peacebuilding Commission) and other international organisations.
- Gender aspects must be taken into account if and when support is provided for peacekeeping operations training centres.
- The requirements of Resolution 1325 are to be taken into account in all preparations for deployment, including for military peacebuilding operations.

3.1.3.

**Operational**

- Systematic gender mainstreaming of project commitments through internal consulting at the levels of analysis, planning, implementation and evaluation (consistent application of internal gender mainstreaming action plans and measures, including all relevant pilot projects in the area of gender responsive budgeting).
- Partnership with Sweden concerning the proposal for civilian observers in UN military observer missions; support for pilot projects with the possible deployment of Swiss experts (women whenever possible).

IV. RESOURCES

In deciding on the commitment of either human or financial resources, the offices concerned must bear in mind that the implementation of UNSC 1325 is a priority. All offices involved in the implementation must take into account that the implementation of UNSC 1325 and the list of related concrete measures enjoy priority status within existing possibilities.

V. FOLLOW-UP OF IMPLEMENTATION MEASURES

- Each year a meeting is held to ensure the constant follow-up of implementation measures. It is attended by a representative from each office involved in implementation measures.
- This meeting will discuss the list of implementation measures, progress in the work of implementation, what further steps are necessary for implementation and whether or not the list needs updating.
- Each meeting will draw up a protocol, as an appendix to the NAP 1325.
- Following each meeting the Coordination Committee for Peace Policy is informed at its own follow-up meeting, verbally and via the protocol, about the results of the annual meeting and the current status of the implementation efforts.
- At the Gender and Peacebuilding Roundtables organised by the Centre for Peacebuilding (KOFF) of the swisspeace foundation, representatives of non-governmental organisations will be informed about the annual meeting and the current status of the work of implementation.

VI. FURTHER DEVELOPMENT OF THE NAP 1325

The NAP 1325 is designed to evolve, being updated and completed whenever necessary. The following procedure for participation is in place:

- Individuals and organisations active in peacebuilding have the possibility to submit a request to review any proposed additional measures.
- Requests to review additional measures must be submitted to PA IV of FDFA, in writing and giving a reason for the request.
- The requests will be passed on by PA IV to «WG 1325».
- WG 1325 will decide whether or not to recommend acceptance of the request to the Coordination Committee for Peace Policy.
- It is up to the Coordination Committee for Peace Policy to decide whether or not to incorporate a new measure in the NAP 1325, through a process based on consensus. If the proposed measure concerns an office or department of the federal administration that is not represented in the Coordination Committee for Peace Policy then the office or department in question must also be consulted.
- WG 1325 must explain to the individuals or organisation at the origin of the request, on behalf of the Coordination Committee for Peace Policy, the reason for its rejection or its acceptance.
- A measure that has been accepted will be added to the NAP 1325.
- This procedure also applies in the case of any request from a government office.