

Chapter Twelve

UN Security Council Resolution 1325: “Women, Peace, and Security”

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The UN Security Council Resolution 1325 on “Women, Peace and Security” (UNSCR 1325) from 2000 is the first Security Council resolution specifically addressing the impact of war on women and children, as well as the role of women in the prevention and resolution of conflicts and contributing to sustainable peace. The resolution provides for specific actions to achieve full gender equality in the security sector. We can say that UNSCR 1325 provides the means for the introduction of gender equality, the obligation of all member states and the opportunity to provide stability and introduce long-term and sustainable change.

The UN Secretary-General issued a directive on October 29, 2008, which refers to the process of implementation and reporting in accordance with the UNSCR 1325, obligating member states to create National Action Plans (NAPs) for the implementation of UNSCR 1325 in Bosnia and Herzegovina (BiH).

It is important to emphasize that BiH is the eighth country in Europe, and 24th in the world, that has adopted a NAP for the implementation of the UNSCR 1325. BiH's methodology for the development, structure and process of the adoption of the NAP was used as a model for the development and adoption of the action plans of the other countries in the region. The experiences that we have gained were used as a foundation for the organization of a number of regional conferences and meetings on this topic. They also made our country a regional leader in the implementation of UNSCR 1325.

Before the start of the drafting of the NAP, the Gender Equality Agency of the Ministry for Human Rights and Refugees of BiH analyzed the examples of NAPs from other countries around the world. Comparative analysis was made between the action plans of Denmark, Norway, Great Britain, Spain, Sweden and Liberia. Literature of the

United Nations, the Council of Europe, the European Union, and relevant experts and non-governmental organizations was also used. The comparative analysis has enabled insight into the best practices of the world in the implementation of UNSCR 1325, which in turn has enabled us to more clearly define the specifics of our society and country.

The NAP for the implementation of UNSCR 1325 in BiH focuses on the contribution of women in strengthening and sustaining peace in post-war BiH. Through intensive regional and international cooperation, the NAP is trying to influence and strengthen the stability of the region.

The NAP includes introduction, analysis of the situation, and eight goals, which includes definitions of activities, deadlines, and the responsibilities of carriers and partners.

The goals of the NAP are:

1. increased participation of women in decision-making;
2. increased number of women in the military and police forces;
3. increased number of women in peacekeeping missions;
4. fight against human trafficking;
5. demining;
6. support for civilian war victims;
7. strengthening the capacity of civil servants in the security sector;
8. improvement of cooperation with NGOs and international organizations.

The Gender Equality Agency of BiH led the process of preparing the NAP for the implementation of UNSCR 1325 during 2009 in cooperation with all relevant state and entity-level institutions, as well as civil society organizations. In order to facilitate the implementation and monitoring of the NAP and make it more efficient, a 20-member Coordination Board was formed in 2011 by decision of the Council of Ministers, which includes representatives of 12 state and entity level institutions. Members of the Coordination Board participated in and contributed actively to the development, implementation and promo-

tion of the NAP, both within the institutions, in the general public and at the international level.

Most of the relevant institutions included the activities and commitments found under the NAP in their work plans. So far the Council of Ministers and the Parliamentary Assembly of BiH have adopted two Reports on the implementation of the NAP.

A website for monitoring the implementation of the NAP was established. This website gathers information on all activities related to the implementation of UNSCR 1325. The website provides all interested parties access and insight into the activities surrounding the implementation of the NAP.

The NAP expired at the end of July 2013. In preparation for the creation of a new plan, an independent evaluation of the current implementation of NAP was conducted, with a special focus on the evaluation of the:

- structure of the NAP (objectives, activities);
- roles and contributions of the Gender Equality Agency of BiH and the Coordination Board in the implementation process;
- results of the conducted activities of NAP in the relevant institutions of BiH and the entities;
- cooperation with non-governmental sector and international organizations in achieving the objectives of the NAP.

This assessment was conducted by established international and domestic experts. It pointed out the successes, difficulties and challenges in the implementation and made recommendations for improvements of the new NAP for the period 2014–2017.

The assessment found that the NAP of BiH in many ways can represent a model for the global implementation of the UNSCR 1325. The goals and activities of the plan are fully compatible with the existing mandates of the relevant institutions and key actors responsible for security policy.

For the realization of eight ambitious goals, the cooperation between the representatives of government, NGOs and the international community was crucial. All the stakeholders were given the

opportunity to provide appropriate contributions that were consistent with their expertise, existing obligations and commitments tasks.

Relevant stakeholders have accepted the NAP more as an integrating national strategy rather than an obligation imposed by international organizations. The Gender Equality Agency of BiH was recognized as a model of leadership in public policy. The Gender Equality Agency is a key player who has contributed to the success of the NAP. During the last three years, the Gender Equality Agency has consistently provided professional support to institutions in the implementation of the NAP, and has contributed to the provision of an institutional approach to these issues in various government departments. The success of BiH's NAP is even more important if we take into account the complex political system of post-Dayton BiH, and the present traditional norms that dictate relations between the sexes. There are thus still established stereotypes present in the world when it comes to the inclusion of women in peace and security issues.

The Gender Equality Agency of BiH has managed to bring these activities closer and provide a practical approach to the implementation of the NAP. Various workshops and educational materials are not only focused on UNSCR 1325 and the NAP, but are represented as integral materials that are aligned with other national strategies. This approach increased the sense of local ownership and the support for implementation among the key stakeholders.

The Coordination Board is a positive example of a common, coordinated approach and support for the implementation process. Guided by the leadership of the Gender Equality Agency of BiH, the Coordination Board is a key player in mobilizing the relevant institutions and individuals for the implementation of the NAP in BiH.

Cohesion and coordination among members of the Board is considered one of the main reasons for the success of this process and can serve as an example of the remarkable cooperation between the relevant government institutions. Most members of the Coordination Board have used their institutional authority to personally promote the objectives of the NAP.

The NAP of BiH is evaluated as a platform for achieving results, among others the following:

- Progress has been made in aligning internal regulations, rules and procedures with the objectives of the NAP, in order to improve the position of women in the security structures;
- A network of female police officers was established in both entities;
- The Ministry of Defense appointed contact persons for gender issues with the task of integrating the objectives of the NAP in the work of the Ministry and the Armed Forces;
- All institutions organized educational and promotional events related to the implementation of the NAP. For example, according to data from the Ministry of Defense, such educational activities during the last three years covered more than 4,000 people;
- Ministries of Internal Affairs have initiated the introduction of gender issues in the curricula of police academies in both entities;
- The Ministry of Security has successfully included objectives of the NAP in the work of the Peace Support Operations Training Center—PSOTC (Butmir, Sarajevo), adding training courses on human rights issues and gender equality;
- Trainings, workshops and activities run by civil society organizations contributed to the maximum use of technical expertise and strengthening of coordination and cooperation between NGOs and institutions;
- In cooperation with non-government and international organizations and with the support of the FIGAP¹ program, specific projects targeting the localization of the NAP through the prism of “human security” are being implemented.

This initiative to implement the NAP identifies local priorities and obstacles to the safety of women in local communities and the environment. Because of the way that the message of UNSCR 1325 reaches down to the local level of government, BiH is an innovative example at the global level.

¹Financial Instrument for Implementation of Gender Action Plan in Bosnia and Herzegovina.

These examples of success brought international recognition of BiH, which is not typically recognized as an efficient system of public administration.

Like any public strategy or policy, the implementation of the NAP has encountered certain difficulties. To cite just a few:

- Lack of harmonization between laws in the field of security and the Law on Gender Equality, which is a prerequisite for the institutionalization of gender issues and system solutions;
- Lack of technical capacity in institutions for the introduction of standards and policies to achieve gender equality in the work of institutions;
- Inadequate monitoring and evaluation system;
- Inadequate financial resources.

The current system of monitoring and evaluation is not an efficient model for full monitoring of achievement of expected results. There is an excessive number of indicators which prevents effective data analysis and tracking of real progress.

The lack of funds for effective implementation of the NAP is more than evident, because the goals and activities of the NAP have not been identified as priorities within the institutional strategies or work plans. Also, there is a problem of introducing gender-sensitive budgeting in various institutions, which is one of preconditions for implementation of strategies in this field.

The Evaluation Report about the implementation of the NAP contains recommendations on which activities that should be kept and which ones that need to be improved in order to achieve better results in the future.

Basic Recommendations

1. Additional support to the Coordination Board is required with clearly defined duties and responsibilities;

2. Improve the structure of the NAP; clearly define and refine the goals and activities within the three pillars: equal participation, prevention and protection;
3. Improve the monitoring and evaluation system;
4. Significantly reduce the number of indicators;
5. Make a special plan for the monitoring and evaluation of the NAP;
6. Provide and increase resources for the effective implementation of activities under the NAP (as from FIGAP, and other sources of funding), and initiate allocations from the budgets of the institutions;
7. Keep the effective role of the Gender Equality Agency of BiH, as it proved to be a remarkable example of coordination of all stakeholders in the implementation;
8. Keep a high level of stakeholder's ownership in the development and implementation of the new NAP. This involves increasing the contribution of civil servants and enhanced support of management of relevant institutions.

The new NAP (2014–2017) was developed through the cooperation between the Gender Equality Agency and the institutions represented in the Coordination Board for monitoring NAP implementation, as well as in consultations with NGOs. Professional and technical support for the preparation of the NAP was provided by the Institute for Inclusive Security, within the “Resolution to Act” program, and UN Women in BiH.

And finally, it is important to note that we recently received the Recommendations of the CEDAW Committee, which will be integrated into specific targets, such as the NAP objectives relating to equal participation in decision-making and support to women who have become war-time victims of sexual abuse and victims of human trafficking.