



PRIO

New Project at PRIO on National Action Plans

Interview with PRIO Researcher Christin Ormhaug

PRIO Gender, Peace and Security Update

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The PRIO Gender Peace and Security Update is an electronic newsletter launched by PRIO's Gender Team in response to growing interest among the public for information about women, peace and security issues. The newsletter will keep readers informed of the latest developments both internationally and in Norway in relation to UN Security Council Resolution 1325 (2000) on Women, Peace and Security and subsequent resolutions.

PRIO has recently launched a new project commissioned by the Organization for Security and Co-operation in Europe (OSCE). The project compares the development of National Action Plans (NAPs) and other national strategies for the implementation of UNSCR 1325 on Women, Peace and Security in the OSCE area. Jenny Lorentzen has met with Christin Ormhaug, lead researcher on this OSCE study, to learn more about the project.

You are the lead researcher on the new OSCE study. How did this partnership arise?

The OSCE Gender Section approached us with this idea and wanted this study done in cooperation with PRIO. We applied for funding and received a grant from the Norwegian Agency for Development Cooperation (Norad), in addition to some funding provided by OSCE participating states Austria, Canada, Germany and Serbia. I am involved in the project as the lead researcher and will write the final report with support and cooperation from the OSCE Gender Section.

OSCE is a regional security organization with 57 participating states from Europe, North America and Central Asia. The organization has an extensive network of field missions, and a secretariat located in Vienna. The Gender Section is part of the Office of the Secretary-General.



Christin Ormhaug, lead researcher on the new OSCE Project at PRIO. Photo: Julie Lillesæter, PRIO.

Could you briefly introduce the project to our readers?

The aim of the study is to compare different NAPs and other national strategies in the OSCE area and provide a toolkit for other countries within the region who are working on their own plans. My job will be to review and assess the existing NAPs and other national strategies in order to identify best practices.

There are currently no existing guidelines for the development of NAPs within the OSCE area, resulting in a great deal of variation among the existing national strategies and plans.

On the one hand, some degree of variation is only natural, since they are supposed to reflect each country's specific policies and priorities. On the other hand, it is probably useful to have some guidelines because we see that some NAPs do not have timelines, clear division of responsibilities, or targets. Very few come with a dedicated budget.

We have reached a point in time where it is fruitful to do an assessment of the existing NAPs, looking into which strategies have worked,

NAPs and other national strategies within the OSCE area. For this purpose, we will distribute a questionnaire to OSCE participating states, where the main focus will be on the process of developing NAPs and other national strategies. This will be followed by a workshop with the national contact points for UNSCR 1325 where we will discuss the findings from the questionnaires. The OSCE has also been involved in the development of some NAPs, and we are hoping to interview some of the people that took part in these processes.

lution 1325 in other documents. All OSCE participating states are asked to report on the OSCE Code of Conduct, which includes reporting on gender on a voluntary basis. Some countries argue that they prefer a gender mainstreaming approach rather than having a NAP, and there is an ongoing discussion about what is more effective. UN Women has recommended a double strategy – which includes both NAPs and gender mainstreaming.

Can you tell us a bit about the background for this project?

The background for the project is the slow implementation of UNSC Resolution 1325 on Women, Peace and Security, including in the OSCE area. As an effort to speed up the process, it was recommended that countries create National Action Plans in order to enhance and clarify the accountability of each individual state. In 2002, the President of the UN Security Council advised that Action Plans should be made. And in 2004-2005, the term “National Action Plans” was used in the UN Security Council.

Some of the criticism against Resolution 1325 concerned its lack of concreteness on how it was supposed to be implemented. In response to this critique, and to the slow implementation, NAPs were introduced. NAPs are also a way of anchoring the Resolution nationally and regionally, so that the UN is not the only arena for implementation.

In OSCE, 27 out of 57 participating states have NAPs. The prevalence of NAPs is highest in the European countries, while there are few in Central Asia and Caucasus. [A recent study by Louise Olsson and Frida Möller](#) shows that there is great variation in how women are represented in OSCE Field Missions. OSCE field



From the OSCE Gender Section: Project Assistant Claudia Stadler, OSCE Senior Gender Adviser Ambassador Miroslava Beham, and Gender Officer Hanna Sands. Photo: OSCE.

and what one needs to keep in mind in the process of creating a NAP. This is a good time to intervene in order to try to affect the process in countries that will develop NAPs in the future.

What will be the output of this project?

The final product from this project will be in the form of a report, with three main components. The first is an analysis of the existing NAPs and other national strategies, focused on the content and structure. The second component addresses the experiences from the processes of developing the

The third component consists of what we call “tools for action”. This will be a guide to best practices and issues that we recommend are included in NAPs and other national strategies.

In addition to the report, Torunn Tryggstad and I are planning to write a PRIO Policy Brief and an academic article.

What do these “other national strategies” consist of?

Countries that do not have a NAP may have included language on Reso-

missions have a higher representation of women than UN field missions (though if we discount the largely male military parts of UN Missions, the difference is reduced). On average, the representation of women in OSCE field missions shows a slowly increasing trend over the past five years and is currently at 37 %. However, the great internal variation, with some missions having 0% representation of women, shows that there is still a great need to increase the awareness about Resolution 1325 and increasing the representation of women in different OSCE field missions.

What do you think will be the biggest challenges?

While NAPs are easily accessible, it is challenging to get an overview of the other national strategies existing in the OSCE area. Analyzing the contents of the written material such as NAPs and official documents is also less challenging than gathering information about the process of developing these documents. We are trying to collect this information through the questionnaires, but at the same time we have to keep the questionnaires relatively short, so that people will actually take the time to respond. I also think it would have been very interesting to do more research on the process of developing the NAPs and other national strategies than what is possible within the framework of this specific project.

The fact that there are great differences within the OSCE area is reflected in the development of NAPs and other national strategies. One of the things we are trying to do with this study, and which is a challenging task, is to come up with a format that can be adaptable to different national and local contexts. As a researcher, I

also have to make a choice about what to include in the analysis. The great variation in the existing NAPs and other national strategies further complicates that process. In the end, there will be issues we have to leave out that would be interesting to look into more closely. This is an area where more research could be done.

How can this project contribute to the implementation of UNSCR 1325?

Some guidelines have been developed, but none that specifically deals with the OSCE area or that are adapted to the program of work of the organization. We will also develop tools for action that are adapted to OSCE participating states.

Very little analysis of NAPs content and structure has been done. This is an area to which I believe this study really can contribute, and I have received signals that this is something many people would be interested in learning more about.

How will the project proceed from here?

I will travel to Vienna in early October together with PRIO Senior adviser Helga Hernes and meet with the OSCE Gender Section to discuss the project and the report. We will also meet with the Norwegian Mission to the OSCE and the Norwegian Embassy in Vienna. One of the people we will meet with is Miroslava Beham, OSCE Senior Gender Adviser. We are currently planning a visit for her in Oslo where she will present the work of OSCE on Gender in a public seminar at PRIO.

Further, the workshop with the national contact points for UNSCR 1325 from OSCE participating states is planned to take place in Vienna in December. Finally, when the report is

completed we will organize a seminar at PRIO to present the findings. ■

Australia Fails to Put Women on Security Council Agenda

The previous edition of the PRIO Gender, Peace and Security Update noted Australia's announcement earlier this year that they would highlight Women, Peace and Security during their presidency of the UN Security Council this September, focusing particularly on the leadership role of women in peace and conflict situations.

Arousing enthusiasm and expectations of an open debate and a UNSC presidential statement, this 'key priority' did not end up being a part of the official agenda, however. Instead, a side-event took place on Friday 6 September, considered by [Australian activists](#) to be a poor substitute. The Permanent Mission of Australia to the United Nations, Conciliation Resources and the NGO Working Group on Women, Peace and Security organized an interactive discussion on women's participation in peacebuilding. The discussion was chaired by Australia's Global Ambassador for Women and Girls, Penny Williams.

The event also launched the new report "[Women Building Peace](#)", an Accord Insight publication featuring first-hand accounts of women's peacebuilding experiences in Cambodia, Sierra Leone, Uganda, Papua New Guinea (Bougainville), Northern Ireland, Angola, Sudan, Indonesia (Aceh) and Somalia, and provides insights for peacebuilding practitioners and policymakers into what wom-

en peacebuilders can achieve, their challenges and innovations, and how they can be effectively supported in their efforts.

The Australian Mission to the UN writes in a [press release](#) that its government will develop a number of practical recommendations from the event for the Security Council and Peacebuilding Commission to consider in their work.

For more information on the event, see the [concept note on women's participation in peacebuilding](#). ■

UN Member States Commit to end Sexual Violence in Conflict

A new “[Declaration of Commitment to End Sexual Violence in Conflict](#)” was endorsed by 113 member states at an event in New York on 24 September. The event was hosted by UK Foreign Secretary William Hague and UN Special Representative on Sexual Violence in Conflict Zainab Bangura.

The UK Foreign and Commonwealth Office states in a [press release](#) that the declaration contains political and practical commitments to end the use of rape and sexual violence as a weapon of war. It sends an important message to the victims of these crimes that the international community has not forgotten them and to the perpetrators of rape that they will be held to account. The Declaration further expresses a shared commitment and determination to see an end to the use of rape and sexual violence as weapons of war and will serve as a platform for future practi-



UK Foreign Secretary William Hague and SRSG for Sexual Violence in Conflict Zainab Bangura. Photo: UN Photo, Amanda Voisard.

cal activity, particularly in conflict and post-conflict affected countries.

“**This represents** an important next step in the increasingly engaged attempt by the international community to end the strategic use sexual violence in war. Setting clearer measures for accountability for these crimes are not only important in terms of justice for victims and affected communities, but it may also have an important deterrent effect which could, potentially, stop future abuses from happening” says PRIO Senior Researcher Inger Skjelsbæk.

UK Foreign Secretary William Hague, and Special Envoy of the United Nations High Commissioner for Refugees (UNHCR) Angelina Jolie, announced the coming presentation of the declaration and a call for action against sexual violence in Syria in an [op-ed](#) published on 17 September. The call for action came just after the [Report of the independent international commission of inquiry on the Syrian Arab Republic](#) was submitted to the UN General Assembly on

16 September.

The new declaration was launched in connection with the 68th session of the UN General Assembly in New York, which lasts from 17 September to 1 October. The general debate takes place from 24 September to 1 October, also known as the “UN High-Level Week”. During this last week of September a range of official high-level meetings and debates take place, as well as a number of side-events. ■

Debate on Women in Peace Operations

On Monday 16 September, the United Nations Association in Norway organized a debate on the role of women in international peace operations.

Norway is an international champion and supporter of the integration of gender perspectives in international



From left: Ingeborg Moa (Norwegian People's Aid) Norwegian Minister of Defense Anne-Grete Strøm-Erichsen, Former Finnish Minister of Defense Elisabeth Rehn and NATO SRSG on Women, Peace and Security Mari Skåre. Photo: FN-Sambandet.

peace operations and increasing the number of women in the armed forces and the police. What added value can women bring to international peace operations and what are the obstacles to increasing women's participation?

The panelists were Norwegian Minister of Defense Anne-Grete Strøm-Erichsen, Former Finnish Minister of Defense Elisabeth Rehn and NATO SRSG on Women, Peace and Security Mari Skåre. Ingeborg Moa (Norwegian People's Aid) acted as chair.

Minister Strøm-Erichsen described the changes we have seen in the attitudes towards the agenda within the armed forces since 2005. She emphasized that it should not only be seen as a matter of gender equality; the integration of gender perspectives in fact increases operational effectiveness and enhances the ability of the armed forces to carry out their mandates.

Elisabeth Rehn expressed concern for the international development towards a stronger focus on women as victims and their need for protection with the Security Council resolutions that have followed since Resolution 1325 (2000). An important aspect of Resolution 1325 is, contrarily, the focus on women as agents and the emphasis on women's participation in decision making regarding issues of peace and security.

Mari Skåre gave the audience an update on NATO's work on Women, Peace and Security, and what she considers the main challenges in this work. She argued that it is in the interest of society that women participate, bringing their unique experiences to and increasing the legitimacy of any peace process or international peace operation. She insisted that it is a matter of gender equality, and that the right of women to participate is democratic and undeniable. ■

Progress Report on Women, Peace and Security

The Norwegian Government's 2012 Progress Report on Women, Peace and Security was launched at a meeting on 28 August, arranged by the Norwegian Ministry of Foreign Affairs. Bringing together government and NGO representatives, researchers and other resource persons, the meeting was opened by State Secretaries Torgeir Larsen (Ministry of Foreign Affairs) and Eirik Øvre Thorshaug (Ministry of Defense) and chaired by Mariann Murvoll, Coordinator for Women, Peace and Security, Norwegian Ministry of Foreign Affairs.

State Secretary Larsen emphasized the need to maintain a long term commitment for successful implementation, and the importance of ensuring that gender perspectives are



Kvinner, fred og sikkerhet

Framdriftsrapport 2012



The Norwegian Government's 2012 Progress Report on Women, Peace and Security.

integrated in international organizations such as the UN and the World Bank. He also stressed the importance of cooperation with civil society actors in peace and reconciliation processes. Following suit, State Secretary Thorshaug explained how the Ministry of Defense has broadened its approach from a main focus on recruiting more women to the armed forces, to now also emphasizing integration of gender perspectives in the planning, execution and evaluation of all operations and engagements.

The 2012 Progress Report refers back to *Norway's strategic plan 2011–13 on Women, Peace and Security*, the implementation of which lies with four ministries in the Norwegian Government: Foreign Affairs; Defense; Justice and Police; and Children, Equality and Social Inclusion. As can be expected, the 2012 Report details the progress on the priority areas set out by the strategic plan: 1. Peace processes and negotiations; 2. International operations; 3. Post-conflict

situations and peacebuilding; 4. Sexual violence in conflict; and 5. Reporting and accountability. Mariann Murvoll further informed that an overall evaluation of the Norwegian Government's work on Women, Peace and Security, as well as the work on a new strategic plan, will take place this fall. ■

Roadmap for Women's Participation

A Regional Conference on Women, Peace, Security and Development was held in Bujumbura, Burundi on 9–11 July 2013. The conference was organized by Mary Robinson, UN Special Envoy for the Great Lakes Region in Africa, in partnership with Femmes Africa Solidarité (FAS) and the International Conference on the Great Lakes Region (ICGLR).

More than 100 women gathered for the three-day conference which aimed to develop a road map for women's engagement in the peace process by implementing the "Peace, Security and Cooperation" (PSC) Framework and the United Nations Security Council resolution (UNSCR) 1325 in the Great Lakes Region.

The first woman to be appointed UN special envoy, **Mary Robinson** is committed to ensuring that women's voices are heard at the negotiating table. She has stressed that without the full support and participation of women, no peace agreement can succeed.

The conference ended with the adoption of the "**Bujumbura Declaration**" which aims to strengthen partnerships for increased collaboration in support of the full and successful implementation of the Framework of Hope, and to strengthen solidarity between women's civil society groups in the Great Lakes region, and governments, regional and international institutions.

According to Mary Robinson, the Bujumbura Declaration and roadmap will help to ensure that women's voices are heard "from the bottom up and adhered to and implemented by Governments from the top down." ■



UN Special Envoy for the Great Lakes Region in Africa Mary Robinson (middle left) and participants to the regional Conference on Women, Peace, Security and Development, Bujumbura, on 9-11 July. Photo: Femmes Africa Solidarité.

International News

A Regional Conference on Women, Peace, Security and Development was held in Bujumbura, Burundi on 9-11 July 2013. The conference was organized by Mary Robinson, UN Special Envoy for the Great Lakes Region in Africa, in partnership with Femmes Africa Solidarité (FAS) and the International Conference on the Great Lakes Region (ICGLR) (see separate story).

Aminata Touré was appointed Prime Minister of Senegal on 1 September.

The Permanent Mission of Australia to the United Nations, Conciliation Resources and the NGO Working Group on Women, Peace and Security organized an interactive discussion on women's participation in peacebuilding on 6 September in New York (see separate story).

The UN General Assembly held its 68th session in New York from 17 September to 1 October.

113 UN Member States adopted a "Declaration of commitment to end sexual violence in conflict" on 24 September (see separate story).

The UN Peacebuilding Commission organized a High-level meeting on "Women's economic empowerment for peacebuilding" on 26 September in New York. ■

News from Norway

The Norwegian Ministry of Foreign Affairs organized a consultative meeting on 28 August with representatives from government, NGOs, researchers and other resource persons. The Norwegian

Government's 2012 Progress Report on Women, Peace and Security was launched at the meeting (see separate story).

The Norwegian Atlantic Committee held a seminar on Monday 16 September on "UNSC Resolution 1325 on Women, Peace and Security: Three Levels of Norwegian Implementation" with Mari Skåre, NATO SRSG on Women, Peace and Security, Patricia Flakstad, (Former?) Chairperson NATO Committee on Gender Perspectives, and Torgeir Byrløkken, Colonel and Chief of Staff Brigade Nord.

The United Nations Association in Norway organized a debate on the role of women in international peace operations. The panelists were Norwegian Minister of Defense Anne Grethe Strøm Eriksen, former Finnish Minister of Defense Elisabeth Rehn, and NATO SRSG on Women, Peace and Security Mari Skåre (see separate story). ■

News from PRIO

The PRIO Annual Peace Address was delivered by Nobel Laureate Jody Williams on the topic of "The Power of Global Activism" on 17 September.

PRIO has been awarded a grant from the Norwegian research Council for a new project named "Positioning Women for Research Professorship (POWER): Early intervention at PRIO".

A Workshop on Gender, Empowerment and Conflict took place on 28 September in Kathmandu, Nepal.

A conference on "Gender and the Law: Debating Citizenship Reform in Cyprus" was organized by the Friedrich Ebert Stiftung (FES), the Gender Advisory Team (GAT), and the PRIO Cyprus Centre (PCC) on 28 September in Nicosia, Cyprus.

Torunn Tryggestad

- Gave a presentation on UN Security Council Resolution 1325 on Women, Peace and Security and the issue of women's inclusion in peace processes for a group of civil society representatives from Myanmar. PRIO, 11 September.
- Chaired meeting with representatives from the Section for Security Policy, Ministry of Foreign Affairs, focusing on PRIO's gender research. PRIO, 26 September.

Helga Hernes

- Was a keynote speaker at the Women's Conference 2013: 100 Years with the right to vote on the topic "From the Right to Vote to Contemporary Policies on Gender Equality in Norway". The conference was organized by KVINNFORSK at the University in Tromsø, in the event of the official celebration of the Women's suffrage centenary in Norway 1913-2013. Tromsø, 28 August.

Christin Ormhaug

- Is the lead researcher on a new OSCE study on National Action Plans (NAPs) for the implementation of UN Security Council resolution 1325 on Women, Peace and Security.
- Attended the consultative meeting at the Norwegian Ministry of Foreign Affairs. Oslo, 28 August.

Jenny Lorentzen

- Attended the consultative meeting at the Norwegian Ministry of Foreign Affairs. Oslo, 28 August.

Ragnhild Nordås

- Presented two papers together with Dara Kay Cohen (Harvard Kennedy School) at the American Political Science Association Annual Convention 2013: *Recruitment Practices and Violence by Militias in Recent Armed Conflicts*, and *Sexual Violence by Armed Actors: Who Perpetrates, When and*

How? Patterns from the new SVAC Dataset, 1989-2009. Chicago, 29 August - 1 September.

Recent PRIO Publications

Nordås, Ragnhild & Siri Rustad (2013). *Sexual Exploitation and Abuse by Peacekeepers: Understanding Variation.* International Interactions: Empirical and Theoretical Research in International Relations. Volume 39, Issue 4.

Skjelsbæk, Inger (2013). Statsfeministen, statsfeminismen og verden utenfor. Stemmer 6 (series). Aschehoug, Oslo.

Skjelsbæk, Inger (2013). «It's not small-talk material» – om krig, fred, vold, og forskning. In Samtiden, 3, 2013.

Urdal, Henrik & Chi Primus Che (2013). *War and Gender Inequalities in Health: The Impact of Armed Conflict on Fertility and Maternal Mortality.* International Interactions: Empirical and Theoretical Research in International Relations. Volume 39, Issue 4.

Østby, Gudrun, Håvard Strand, Ragnhild Nordås & Nils Petter Gleditsch (2013). *Gender Gap or Gender Bias in Peace Research? Publication Patterns and Citation Rates for Journal of Peace Research, 1983-2008.* International Studies Perspectives. ■

Other Recent Publications

Davies, Sara E., Zim Nwokora, Eli

Stamnes & Sarah Teitt (2013). *Responsibility to Protect and Women, Peace and Security: Aligning the Protection Agendas.* Brill: Leiden.

Norwegian Ministry of Foreign Affairs (2013). *Like rettigheter - like muligheter. Handlingsplan for kvinners rettigheter og likestilling i utenriks- og utviklingspolitikken, 2013-2015.*

Norwegian Ministry of Foreign Affairs (2013). *Kvinner, Fred og Sikkerhet: Framdriftsrapport 2012.* (Women, Peace and Security: Progress Report 2012)

Olsson, Louise & Theodora-Ismene Gizelis (Eds.) (2013). *Special Issue: A Systematic Understanding of Gender, Peace, and Security—Implementing UNSCR 1325.* International Interactions: Empirical and Theoretical Research in International Relations. Volume 39, Issue 4.

O'Reilly, Marie & Andrea Ó Súilleabháin (2013). *Women in Conflict Mediation: Why It Matters.* International Peace Institute (IPI), New York.

Porter, Elisabeth (2013). *Rethinking Women's Empowerment.* Journal of Peacebuilding and Development, 8:1, 1-14.

Taylor, Sarah, Kristina Mader & Deborah Accurso (2013). *Mapping Women, Peace and Security in the UN Security Council: 2011-2012.* Report of the NGOWG Monthly Action Points. NGO Working Group on Women, Peace and Security: New York.

Yousuf, Zahbia (Ed.) (2013). *Accord Insight: Women building peace.* Conciliation Resources, March 2013. ■

Coming Events

High-Level Seminar on Gender and Inclusive Mediation Processes. The second seminar in the series will take place in Helsinki on 8-10 October, organized by Crisis Management Initiative (CMI) in cooperation with the UN Department of Political Affairs (DPA) and PRIO.

PRIO and Aschehoug Publishing will host a book talk with PRIO's Inger Skjelsbæk and the woman she has written about in the book "Statsfeministen, statsfeminismen og verden utenfor", Helga Hernes. The book talk will take place at PRIO on 15 October. Sign up for the event [here](#)

The anniversary of the adoption of UNSC Resolution 1325 will be marked by a Security Council open debate in October.

The Organization for Security and Cooperation in Europe (OSCE) will launch their new Guidance Note on Enhancing Gender-Responsive Mediation at a roundtable at Sabanci University in Istanbul on 24 October. See the OSCE [website](#) for more information.

An international conference on Women, Power and Politics: The Road to Sustainable Democracy, hosted by PRIO and Forum for Women and Development (FOKUS) will take place in Oslo on 14-15 November 2013. The conference is part of the official celebration of the Women's suffrage centenary in Norway 1913-2013. Sign up for the conference [here](#). ■



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