

Denmark's National Action Plan  
for implementation of  
**UN Security Council Resolution 1325  
on Women, Peace and Security**  
2008-2013



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Cover: Front: The Liberian Women Mass Actions for Peace marched through the streets of  
Monrovia chanting slogans for peace and peaceful coexistence amongst  
Liberians in 2003. (Photo: AFP, Scanpix)  
Back: Women are especially vulnerable during armed conflict but also a resource  
for peacebuilding and reconstruction. (Photo: Mikkel Østergaard)

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## LIST OF ABBREVIATIONS

AU	African Union
DDR	Disarmament, Demobilisation and Reintegration
ECOWAS	Economic Community Of West African States
ESDP	European Security and Defence Policy
EU	European Union
ICRC	International Committee of the Red Cross
IGAD	Inter Governmental Authority on Development
IHB	Internationale Humanitære Beredskab (Danish International Humanitarian Services)
IMWG	Inter-Ministerial Working Group
NAP	National Action Plan
NATO	North Atlantic Treaty Organisation
NGO	Non Governmental Organisation
OCHA	Office for the Coordination of Humanitarian Affairs
OECD/DAC	Organisation for Economic Co-operation and Development/ Development Assistance Committee
OSCE	Organisation for Security and Co-operation in Europe
SADC	Southern African Development Community
SCR	Security Council Resolution
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United National High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNMAS	United Nations Mine Action Service
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
WB	World Bank
WFP	World Food Programme

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*Young girls in Nepal join groups to learn about women's rights.*

## 1. INTRODUCTION

### Background

On 31 October 2000 the United Nations Security Council unanimously adopted Security Council Resolution 1325 (SCR 1325) on Women and Peace and Security. The objectives of the resolution are to protect women's rights during armed conflicts, prevent impunity for gender based crimes, mainstream gender aspects in peacekeeping operations and increase women's participation in the various phases before, during and after armed conflicts.

SCR 1325 puts forward concrete recommendations to the UN member states, entities of the UN System, civil society and other actors involved in international peacekeeping and development cooperation. The resolution is considered to be a milestone in the Security Council's work with women, peace and security. Yet, the impact of the resolution depends entirely on the political will of the various actors to bring into operation, implement and monitor the recommendations and objectives set out in the resolution.

The Secretary-General's report of October 2004 on Women and Peace and Security concluded that despite significant efforts there were still many gaps and challenges with respect to the implementation of SCR 1325. Consequently he called on the Security Council, Member States, United Nations entities and civil society organizations to reaffirm their commitment and strengthen efforts to fully implement SCR 1325. In June 2005, Denmark adopted its first National Action Plan (NAP) on SCR 1325.

From the outset of the formulation of the first plan, a revision process was slated to start in 2007. That decision stemmed from the recognition of the need to strengthen the response further, by including a more systematic approach to incorporate gender issues in all development and humanitarian activities related to armed conflicts. Moreover the new NAP would also augment the role of the Danish Armed Forces, the Danish National Police and civil society in SCR 1325 related actions.

## Structure of the National Action Plan (2008-2013)

This NAP on SCR 1325 on Women, Peace and Security articulates a series of actions to fulfil Denmark's renewed commitment to the resolution for the period 2008-2013. The Ministry of Foreign Affairs, the Ministry of Defence and the Danish National Police, as a representative of the Ministry of Justice, coordinate and guide the implementation of the National Action Plan by means of an Inter-Ministerial Working Group (IMWG). Danish NGOs are also engaged in SCR 1325 related actions. This plan has a thematic structure. Following this introduction, a summary of the main achievements of the first NAP (2005) is included in order to acknowledge its accomplishments and its value for the formulation and the contents of the present NAP.

The overall policy context, the challenges and the objectives for Denmark's engagement sets the overall parameters of the plan, which is structured around two overall themes: 1) *Humanitarian and Peace Operations*, and 2) *Peace Building and Conflict Prevention*. These themes contain the operationalisation of the overall objectives and reflect the existing fields of practice and added value of Danish state and civil society actors and actions. Examples are Danish organisational and operational experience in civil-military co-planning, and, within NATO, Denmark's focus on concerted planning and action of civil-military activities (Comprehensive Approach).

In practice humanitarian and peace operations and peace building and conflict prevention responses are inter-linked and it is often difficult to draw a clear distinction between the two themes in real life situations. Nevertheless the distinction is useful in the conceptual groupings of actions.

The *Humanitarian and Peace Operations* chapter (chapter 3) is subdivided into *national*, both government and NGO actions, *European* and *global* measures.

The *Peace Building and Conflict Prevention* chapter (chapter 4), is divided into three sub-sections: the first sub-section lists the actions relevant to *bilateral* and *regional* cooperation, the second sub-section includes *humanitarian and NGO assistance* and the third is on *multilateral* engagement.



PHOTOS: AFP/SCANPIX

*Former child soldiers, mostly young boys, constitute a special problem in post-conflict reconstruction.*

Following the main themes, chapter 5 focuses on those actions needed to augment knowledge management and institutional learning. This also includes actions relevant to research activities that can further advance the national action plan.

The NAP includes indicators to measure achievements and a monitoring mechanism for results-based reporting on implementation. Monitoring and evaluation accordingly comprise the closing chapter (chapter 6) identifying the appropriate actions necessary to fulfil overall implementation and monitoring of the action plan, as well as the call for a review in 2011. This chapter also presents recommended actions that can be taken by the IMWG as well as the NGO network.

The actions of the NAP are listed as bullet points throughout the document. The main themes and clusters of actions are accompanied by brief introductions, which serve to put the actions in context. The responsible institutional actors are named in each action.

A distinction of 'level' of *national*, *EU/regional* and *international* arenas for action is used, emphasising the respective settings in which Danish actors can implement various aspects of the action plan. In chapter 4, *Peace Building and Conflict Prevention*, the term regional refers to actions, which target a conflict or post-conflict situation that involves several countries.

## 2. POLICY CONTEXT, CHALLENGES AND OBJECTIVES

### National Policy Context and Priorities

Gender equality is a priority for the Government of Denmark, both at home and abroad and its corresponding vision is to create equal opportunities for all women and men. The goal is for women and men to be considered equal and be granted the same rights and opportunities. In this the Government aims to ensure that diversity and individual freedom are respected.

Internationally, Denmark's policy is to contribute to international security responses to violent conflicts and subsequently, to take part in addressing the humanitarian and governance crises that these cause. This is rooted within a view to provide protection, while promoting human rights of women, men, boys and girls.

National ownership, partnership with national authorities, and democracy are expressed through the equal participation of men and women, as well as in the participatory and rights based approaches integrated into Danish development assistance. In conflicts and recovery from conflicts, these values find expression in promoting and safeguarding the right of women to participate in shaping actions towards equitable peace.

Leadership by women alongside men is needed to achieve sustainable peace. Moreover, lasting peace and security demand that international human rights protection is embedded in international efforts towards the consolidation of democratic and stable governance in countries emerging from conflict. In this context the issues dealt with in SCR 1325 are at the core of ensuring security. Achieving stable and lasting peace requires that these issues be addressed. Consequently the mandates in SCR 1325 are naturally dealt with within the framework of a comprehensive approach to conflict resolution. These priorities find expression in Denmark's foreign, development, and security policies, which in turn form the basis and background for Denmark's support and response to SCR 1325 on women, peace and security.

### Challenges

Ensuring gender equality in Denmark's conflict responses requires the full realisation of SCR 1325 as a women-specific international instrument that focuses on three challenges of how, in the context of violent conflict, gender inequality affects women differently than men. These challenges comprise the following:

- The disproportionate vulnerability of women and girls compared to men, during violent conflict and post-conflict situations;
- The use of often systematic gender based violence as a strategy of war and impunity of the perpetrators and absence of gender justice;
- A limited international and local focus on the protection of women (*as victims*) and the subsequent *lesser focus on their right to participate and their potential resources*. This leads to *marginalisation* in all phases of the transition from war to the reestablishment of peace.

With those challenges in mind the objectives of Denmark's engagement are formulated.

### Objectives

The NAP focuses Denmark's priorities and actions through three objectives, which together aim at improving both domestic and international capabilities in regards to women, peace and security. These have been formulated as follows:

1. Achieving greater, active participation of women in peace building at international and local levels;
2. Enhancing the recognition of the special needs and rights of women and girls before, during and after armed conflict;
3. Providing protection of girls and women against violence, including gender-based violence, such as rape and sexual abuse, and ending impunity for gender crimes.

These objectives are operationalised in the actions listed in the thematic chapters. The indicators relating to the objectives will be monitored through the regular meetings of the IMWG.

## Achievements and Lessons Learned 2005-2007

Denmark published a National Action Plan on SCR 1325 in 2005. The objective was to strengthen and systematize political and operational activities by engaging and combining foreign, defence and development cooperation activities in the Danish contribution to the implementation of SCR 1325. The Ministry of Foreign Affairs and the Ministry of Defence prepared the plan with both national and international focus areas. At the national level, NAP (2005) defined objectives within the Danish defence system and the Danish Armed Forces. At the international level, the plan stated that Denmark would strengthen the implementation of the resolution in the UN, EU, NATO and OSCE in the field of crisis management, development and humanitarian assistance.

Experience in the course of the NAP (2005) has been gained both through the civil-military co-planning initiative and through multilateral and bilateral engagements. The Ministry of Defence set out to review their current systems following the launch of the first NAP and came up with proposed actions that would further increase the gender balance in the Danish Armed Forces and more specifically when these are engaged in international operations.

Denmark's engagement as member of the Security Council in 2005 and 2006 stands out in the implementation of SCR 1325. SCR 1325 was one of several 'thematic resolutions' in a cluster of inter-connected resolutions on human rights, conflict management and conflict prevention; where other resolutions focused on civilians and children. Taken together, these themes defined a significant part of Denmark's focus on human rights and conflict responses during its Security Council membership.

Within the UN, Denmark was also actively engaged in the setting up of the UN Peace Building Commission. In January 2006, Denmark was elected to one of the Security Council's seven seats in this Commission. In the Security Council, Denmark in cooperation with like-minded member states, worked for the incorporation of aspects of SCR 1325 into all relevant resolutions and Presidential Statements.

As an example of bilateral activity, SCR 1325 was given priority in the cooperation with regional organizations in Africa (ECOWAS, AU, SADC) although it was acknowledged that these organisations, with the exception of SADC, were weak in the area of gender equality. The international NGO 'International Alert' worked in Liberia, Sierra Leone and Guinea to promote women's priorities for peace building including SCR 1325 implementation with Danish support.

The EU has accelerated actions to institutionalise and operationalise SCR 1325. Denmark has been active in this context especially regarding incorporation of gender related issues into the planning of EU missions and in the mandates of EU Special Representatives.

Civil-military co-planning became a focus area for Danish actions and within NATO Denmark has a strong focus on concerted planning and action of civil-military activities (Comprehensive Approach), which has been further conceptualised within the organisation. An increased focus on gender issues and women specific actions was recognised as an area to have increased attention and visibility, and initial steps were taken towards NATO's implementation of SCR 1325, also in military operations.

As examples of international awareness raising and creation of debate, a study on the state of UNSCR 1325 related topics in the Great Lakes region in Africa was commissioned to the International Crisis Group, and in 2007 Denmark held an international seminar on Protection of Civilians – Learning from Darfur. The seminar had a broad participation by UN, EU, humanitarian organisations, research institutions and think tanks.

In the OSCE Denmark has pursued an agenda setting role and has been actively engaged in several initiatives regarding SCR 1325. A Ministerial Council decision on SCR 1325 and inclusion of the resolution in a number of special working sessions have been among actions supported by Denmark.

The NAP (2005) was not monitored comprehensively. Many activities were carried out and evidence suggests that these included valuable contributions, but the results of the initiatives were not followed in a concerted manner. One important lesson is therefore that a systematic monitoring through an inter-ministry working group would have been valuable for required adjustments and the formulation of the next generation NAP.

Moreover, the plan focused mainly on the protection of women from the effects of violent conflict, while less attention was given to aspects of women's active participation in conflict solution and peace building. A third lesson applied in the revised NAP is that deliberate and sustained attention is required to ensure that the totality of Denmark's actions on SCR 1325 reflects a balanced approach between protection of women and girls, and promoting the right of women to participate in peace and security work.



PHOTOS: AFP/SCANPIX

*Afghan woman using her right to vote (top).*

*A Rwandan woman casting her vote in the September 2008 elections.  
Women play a key role in the reconstruction of the country after the genocide of 1994.*

### 3. HUMANITARIAN AND PEACE OPERATIONS

Humanitarian assistance and peace operations call upon the establishment of critical linkages between various partners. In this respect an overarching aim of Danish support to peace operations is to work towards supporting the return of a secure environment with rule of law in regions of conflict and post-conflict. In such situations gender based violence remains a critical dimension. Consequently, immediate protection should be aimed for in all actions of support to enable the reduction of gender based violence and abuse. Protection of civilians is also a high priority in Danish humanitarian assistance. When relief efforts are being planned, emphasis is placed on the special needs of vulnerable groups, including women. Examples of the important dimensions of the special needs of women and girls are the physical disabilities caused for example by land mines, as well as congenital disabilities, which leave deep psychological scares. Although already recognised in Danish supported actions, there is a need for increased attention. Victimisation and a sense of helplessness unfortunately are inevitable consequences of a failure to protect women in conflict. However, providing protection need not be a matter of passive reception of outside assistance. Denmark promotes existing and innovative humanitarian and peace support practices that also in the early stages of support encourage the participation of women in conflict solution and peace building.

The issue of sexual exploitation and abuse by peacekeeping forces and other staff members from the United Nations is unacceptable by all legal, moral and ethical standards, it undermines the reputation of the United Nations, and it has devastating consequences for the victims. Denmark's interventions to address this issue include domestic and UN level actions and are based upon zero tolerance.

#### **National Measures**

Denmark has been working specifically with civil-military co-planning for many years and this section on national measures initially lists



operationally based actions. This is followed by actions, which more specifically deal with internal development among the Danish actors and Danish lobbying for staffing, recruitment related issues relevant for humanitarian and peace operations viewed through a SCR 1325 lens. Finally, civil society actions are included.

### **Civil-Military Co-Planning**

Denmark has been at the forefront of developing the concept and approaches to civil-military co-planning. Civil-military co-planning pursues civilian objectives and has emerged to effectively strengthen cooperation between military and civilian efforts in conflict areas, so as to increase overall effectiveness of operations with the aim of creating security, reconstruction and development. The purpose of civil-military co-planning is to bridge security and development by laying the foundation for the longer-term development assistance. In areas where the security situation does not permit civilian actors to operate alone, the military comes in to assist with reconstruction and the initial development in collaboration with the civilian advisors. The support of the military is hence a last resort. One of the main tasks of the military is to provide protection of civilian advisors, logistical support and assistance with project identification, contracting of local partners and monitoring of implementation. Within the field of civil-military co-planning Denmark will focus on the following:

- The Ministry of Foreign Affairs and the Ministry of Defence will continuously assess the civil-military co-planning initiative in order to include relevant elements of SCR 1325 in humanitarian and reconstruction initiatives;
- The Ministry of Foreign Affairs and the Ministry of Defence will, in concerted efforts on national political decisions on international operations, work for the inclusion of SCR 1325 elements in UN and NATO decisions, so that subsequently the national decision making documents will include SCR 1325 elements;
- Denmark's defence institutions will continue to systemize and further develop the recommendations on inclusion of SCR 1325 in relevant management documents started under the auspices of the NAP (2005) and thereby also build on the key recommendations of the

major research study undertaken by the Ministry of Defence (2007). These are:

- (i) The Ministry of Defence will oversee that the collection and analysis of SCR 1325 specific information is enhanced in military planning processes. Military intelligence services will, with understanding of how SCR 1325 influence Danish military engagements in international operations, be able to include adjustments in information collection;
- (ii) The Defence Command Denmark will develop a policy for SCR 1325 in international operations with Danish participation including an assessment of where and how a women, peace and security perspective can be enhanced in management documents;
- (iii) The Danish Armed Forces will work towards the aim that Danish contingents, to the extent possible, be composed with consideration to SCR 1325 perspectives.

### **Danish Humanitarian Assistance**

Danish humanitarian assistance is channelled through the humanitarian UN organisations, international organisations, and Danish relief organisations. The UN organisations have a central position in Danish humanitarian assistance due to their global mandates and the special degree of legitimacy and authority thus associated with their activities.

- It is important to mainstream gender including SCR 1325 perspectives at the overall coordinating level of humanitarian action. The Ministry of Foreign Affairs will promote the inclusion of SCR 1325 within three core areas of OCHA's work: the coordination of emergency humanitarian response, the development of humanitarian policy, and advocacy for humanitarian issues;
- In its wider policy dialogue with humanitarian UN organisations such as WFP, UNHCR, UNICEF and UNRWA, as well as the ICRC, Denmark will actively work for wider incorporation of the various aspects of SCR 1325, including the important aspect of combating gender based violence through their humanitarian activities. Through the cooperation with Danish relief organisations, such as Danish Refugee Council and Danish Red Cross, importance

will be placed on the inclusion of SCR 1325 aspects in humanitarian projects and programmes supported by the Ministry of Foreign Affairs;

- An analysis will be conducted of the profile of the existing roster of experts registered in the Danish Humanitarian Services in the Ministry of Foreign Affairs with a view to, where relevant, (i) increase the number of women in the Danish Humanitarian Services (IHB) roster and (ii) aim to increase the number of persons with skill sets relevant to the implementation of SCR 1325 mandates.

### Representation, Participation and Recruitment

- Denmark will contribute to increasing the number of women in senior international peace work by contributing female candidates to the roster for senior and executive positions related to women, peace and security work within the EU and United Nations;
- The Danish Armed Forces and the Danish National Police will aim to achieve a certain gender balance in personnel available at all times to participate in peace operations;
- The Danish National Police will, in collaboration with the Ministry of Foreign Affairs, lobby for improved Conditions of Service for policewomen participating in EU missions, including procedures for deployment with a view to have the EU adopt more flexible rules;
- The Danish National Police will develop an internal action plan for the implementation of SCR 1325. This is based on a new staff policy adopted in 2007 that includes perspectives of SCR 1325 in relation to international missions;
- Danish International Humanitarian Services will aim to increase the number of women recruited for the service, and achieve a certain gender balance in personnel available at all times to participate in peace operations.

### Human Resource Development

- The Danish Armed Forces and the Danish National Police will enhance staff competence and understanding in international operations of local cultural conditions, as well as the social and



*Various aspects of SCR 1325 are included in the humanitarian activities of organisations such as World Food Programme.*

economic effects of conflict and post-conflict situations, that affect women and girls' vulnerability and hence need for protection. For the Danish Armed Forces this will be achieved through training provided by the Royal Danish Defence College and for the Danish National Police through the National Commissioner, Police Academy;

- The Danish Armed Forces and the Danish National Police will enhance the core capabilities on women, peace and security, through integrating SCR 1325 in gender education and training and in national decision making documents responding to UN, NATO and EU mandates;
- The Danish National Police will explore opportunities for participation of Danish National Police personnel in relevant EU courses on gender and women's issues;
- The Danish International Humanitarian Services will through training enhance staff competence and understanding of SCR 1325, both with regard to women and girls' protection and participation in conflict and post conflict situations.

## Role of Civil Society

Civil society organisations that work in the area of humanitarian and peace operations can integrate SCR 1325 in gender mainstreaming and in their responses to conflict.

- As Danish civil society organisations are important actors in the civil-military co-planning, they will take active part in the coordination of activities. Furthermore, organisations will when deemed relevant be active in the training of Danish soldiers/police;
- In already existing forums for dialogue between the Ministry of Foreign Affairs and the Danish civil society, primarily the Humanitarian Contact Group, gender mainstreaming issues and specific issues related to SCR 1325 will be discussed when relevant;
- The women and conflict initiative in Africa of Ministry of Foreign Affairs provides an opportunity to support Danish, international and African NGOs to engage in SCR 1325 activities such as (i) awareness raising of SCR 1325 vis-a-vis both national and regional organisations in Africa, (ii) programmes targeting protection and participation of women in conflict solution, peace building and reconstruction.

## European Measures

Measures in a European context have been divided into three sub-sections. First are actions in relation to the European Union, followed by the OSCE related actions. Actions in relation to like-minded countries listed are listed towards the end of the section.

### European Union

The EU only very recently began to integrate gender into the security dimension, but significant progress has been made. In the period 2005-2007 Denmark has been an active player contributing to accelerated actions by the European Union that institutionalise and operationalise SCR 1325. SCR 1325 and gender aspects are now part of the basis for on-going work on security and development and also on fragile states as a new focus area. Denmark will, within the EU and in close alignment

with like-minded countries, focus on ensuring that the EU delivers on SCR 1325. Denmark will prioritise actions aimed at the effective implementation, and timely review and evaluation of the recently adopted EU measures on SCR 1325.

- The Ministry of Foreign Affairs will work to ensure that gender aspects and in particular SCR 1325 aspects become part of future EU action plans and guidelines on security and development and fragile states;
- The Ministry of Foreign Affairs will promote and work for EU 'synchronisation' with relevant UN initiatives;
- The Ministry of Foreign Affairs will work for the promotion of a systematic review and institutional learning within the EU on the implementation of SCR 1325, as per adopted EU policies and guidelines.
- The Ministry of Foreign Affairs and the Danish National Police will support that gender-related issues are addressed in the planning of EU Missions and in the mandates of EU Special Representatives;
- The Ministry of Foreign Affairs will work towards increasing the flexibility of EU terms and conditions for deployment, with the view to attract more (police) women;
- The Ministry of Foreign Affairs will contribute to a roster of Danish female candidates at senior level for ESDP activities;
- The Danish National Police will aim to educate and train an increasing number of police women for deployment in EU missions;
- Danish National Police personnel will participate in relevant joint EU training for police and civil servants.

### The Organization for Security and Co-operation in Europe (OSCE)

Denmark has been actively engaged in several initiatives within the OSCE with respect to increasing the focus on SCR 1325 throughout the organisation. Denmark will continue this work within the framework of the revised NAP.

- The Ministry of Foreign Affairs will encourage continued implementation of SCR 1325 in the OSCE as outlined in several existing documents, i.a. the OSCE Action Plan for Promotion of Gender Equality and the Ministerial Council Decision 14/05 (2005) on

“Women in Conflict and Crisis Management”. Among others, in the Forum for Security Cooperation, implementation of SCR 1325 is envisaged to be included in the reporting mechanism established in connection with the Code of Conduct on Politico-Military Aspects of Security (1994)”;

- The Ministry of Foreign Affairs will promote that a SCR 1325 perspective be incorporated into OSCE missions.

### Like-minded Countries Initiatives

Currently, within the European sphere, four EU member countries, namely Denmark, Sweden, Holland and the United Kingdom, and the non EU member countries, Norway and Switzerland, have formulated national action plans on SCR 1325. Within the UN, Canada stands out as a kindred country. Lessons learned indicate that further attention and concerted action among European countries is desirable.

- The Ministry of Foreign Affairs will encourage like-minded European countries to promote effective implementation, monitoring and evaluation of EU SCR 1325 measures;
- The Ministry of Foreign Affairs will encourage the establishment of regular contacts of like-minded countries to discuss the implementation and monitoring of their respective and emerging national action plans;
- The Ministry of Foreign Affairs will promote a partnership of like-minded European countries, similar to the UN ‘Friends of 1325 Group,’ to discuss regularly with the expressed intent of promoting and monitoring benchmarks stated in their respective NAPs, as well as advocate for the overall principles of SCR 1325 in other inter-governmental bodies. This partnership will serve to organise and gather formal networks as well as complementary umbrella organisations, through which they will further develop their respective strategies to reach expected outputs within their given time frame.

### Global Measures

In order to translate SCR 1325 from policy to action, global measures are important in that multilateral institutions are instrumental players.

Danish actions in relation to global measures are divided into actions in relation to United Nations and in relation to NATO.

### United Nations

- The Ministry of Foreign Affairs will continue to work to promote SCR 1325 within the new structures of the UN and during the reform process. This will include promoting SCR 1325 within the creation of a gender unit and within the humanitarian reform process;
- The Ministry of Foreign Affairs and where relevant for specific missions with Danish deployment the Ministry of Defence and the Danish National Police will continue to give attention to SCR 1325 perspectives into UN missions, including upholding the zero tolerance of violations of code of conduct;
- The Ministry of Foreign Affairs will – on request – continue to support capacity building and training on the prevention of sexual exploitation and abuse in UN Peacekeeping Operations;
- In situations where Denmark provides personnel or financial contributions to UN missions, a position as ‘donor of first resort’ for UN agencies will be sought, when it comes to ensuring that SCR 1325 ‘makes footprints on the ground’;
- The Ministry of Foreign Affairs and where relevant for specific missions with Danish deployment the Ministry of Defence and the Danish National Police will work for the strengthening of the implementation capacities on gender mainstreaming and women, peace and security work of the already existing UN missions to Sudan (UNMIS; Darfur), Afghanistan, Iraq and in the Temporary International Presence of Hebron on the West Bank.

### NATO

Since 2002 the ‘Gender Balance and Diversity for NATO’ policy document has been the basis for securing more diversity in recruitment and staffing policies within NATO. Although SCR 1325 is not mentioned specifically, the organization uses this policy as the means to implement SCR 1325 internally.

Denmark's strategy in NATO, in respect to gender equality within the organization and gender equality as an outcome of NATO activities in peace building and reconstruction, reflects a priority of the Danish Government on gender issues. Initial steps towards implementation of SCR 1325 in NATO-led operations have already been taken and Denmark has promoted the initiation of a NATO policy on SCR 1325 implementation.

- The Ministry of Foreign Affairs and the Ministry of Defence will continue to promote the position that a comprehensive approach adds value to the wider international peace-building efforts;
- The Ministry of Foreign Affairs will, in this context, work towards ensuring that civil-military considerations become a natural part of the set-up, working processes and mind set of the Alliance. This could contribute to an effective implementation of SCR 1325;
- The Ministry of Foreign Affairs will work to further raise the profile of SCR 1325 in the Alliance and lobby for stock taking that will cover NATO operational experience as well as internal reform processes relevant to gender issues.



*Danish women soldiers are actively involved in Denmark's peace-keeping efforts in Afghanistan.*

## 4. PEACE BUILDING AND CONFLICT PREVENTION

Peace building and conflict prevention envisions bilateral and multilateral strategies that focus on the prevention of violent conflicts, as well as providing support to mediation, negotiation and reconciliation, and ensuring sustainable and equitable peace outcomes. In responding to conflict, it is during peace building and conflict preventive actions that the full and equal participation of women takes centre stage. Moreover, in conjunction with promoting the right to participation of women, peace building often entails supporting women in their political and practical efforts to transform traditional gender roles where these are oppressive and incompatible with the aim of achieving equitable and sustainable peace.

Both at country and regional level in a development context, actions emphasise the need for raising awareness of SCR 1325 and engagement through development assistance programmes. Civil society actors also make important contributions. At the multilateral level Denmark will work towards strengthening the implementation of the resolution throughout the UN system, in respect to the situation of women, peace and security in the context of crisis recovery, and development assistance.

### **Bilateral Cooperation, Disarmament, Demobilisation and Reintegration and Regional Issues**

#### **Bilateral Cooperation**

Denmark's development priorities address a changing world in a dynamic way; whilst at the same time emphasising that continuity and perseverance are part of the response to the new challenges. Two years of implementation experience and lessons learned from Denmark's first NAP have brought to the forefront how crucial it is to maintain a focus on concrete and do-able actions.

Denmark has a mature and long-standing commitment to supporting national poverty reduction policies and programmes in partner countries. Most of these countries show upward trends in terms of ameliorating poverty and improving human security and adherence to international human rights. However, in the context of conflict affected states and fragile situations, among others Uganda, Sudan, Afghanistan and Nepal, conditions prevail that call for prioritisation of Denmark's commitments to SCR 1325.

The Ministry of Foreign Affairs has in its Africa focus a special emphasis on gender equality and women's empowerment as well as on support to peace and security programmes.

Denmark typically supports a mix of social and productive sectors, governance reform and promotes human rights and gender mainstreaming as cross-cutting issues. Assistance is increasingly organised along the principles of the Paris Declaration on Aid Effectiveness, and seeks to promote ownership, harmonise with other development partners and align the official development cooperation with government policies and plans.

Most conflict affected states are characterised by a high degree of state fragility and the OECD/DAC 'Principles for Good International Engagement in Fragile States and Situations' provide a basis for implementing the Paris Declaration in these difficult environments.

All actions fall under the auspices of the Ministry of Foreign Affairs and within this setting the Ministry will:

- Work to harness existing gender mainstreaming achievements in development assistance by continuously drawing attention to the systematic incorporation of women, peace and security aspects in programmes as applicable;
- In relevant countries of cooperation address the mandates of SCR 1325 as integral to the country programme, aid instruments, aid coordination and harmonisation initiatives. The assistance will respond to SCR 1325 mandates, in a manner which avoids SCR 1325 mandates becoming disconnected 'add-ons' to mature country portfolios;

- Where relevant, base long-term country strategies for Danish development aid on conflict and gender analysis geared towards peace building, inclusive and non-discriminatory state-building, conflict prevention and development. This involves gender mainstreaming and a dedicated focus on increasing participation of women, peace and security work and includes pursuing delivery and review mechanisms which have integrated SCR 1325 mandates in the mainstream aid flows;
- Optimise current practices that combine participation of in-country donor coordination and harmonisation forums, while also maintaining the capability to respond to urgent needs without delays when necessary;
- With other development partners increase the institutional awareness and learning of ongoing gender and conflict work relevant to the commitment to SCR 1325;
- In relevant reporting include progress made on the implementation of the NAP, i.e. both in countries with cooperation programmes and through multilateral initiatives;
- Disseminate and raise awareness within the Ministry of Foreign Affairs departments and representations on the NAP and incorporate SCR 1325 perspectives in staff training and human resource development as feasible and relevant and in coordination with the Foreign Ministry's Competence Centre.

### **Disarmament, Demobilisation and Reintegration**

Disarmament, Demobilization and Reintegration (DDR) initiatives are important for the longer term stability and for development of countries and regions that have been affected by conflict. DDR involves not only men, but also women as they have taken up arms in several conflicts. Although the number of female soldiers and combatants is significantly lower than men, an effective DDR programme will have to address the specific needs of women for their integration into civilian life. This may even be more difficult for a woman than a man due to different cultural norms. Moreover, DDR processes and programmes need to safeguard the rights and needs of often significant numbers of non-weapon carrying women and girls and boys associated with fighting forces, often referred to as 'dependents'. Especially reintegration components of DDR need to

be harmonised with broader recovery programmes. Depending on the specific context, gender mainstreaming and women-specific actions and funding may be considered.

SCR 1325 aspects are of key importance in DDR, and Denmark will, through the Ministry of Foreign Affairs strive to:

- Promote international standards on DDR, including those that emphasise the meaningful and early participation of women and children in the negotiation and design phases of DDR programming;
- Promote joint donor and/or UN action to ensure that peace negotiations, including negotiations on disarmament, demobilisation and reintegration from the outset and in an integral manner promote gender equality through a context appropriate combination of gender mainstreaming and women and girl specific actions;
- Prioritise adequate health care and, where necessary, surgical attention to victims of gender based violence and support adequate protection to girls and women in camps;
- Acknowledge and address that girls and women may be a component of belligerent forces – as combatants, and supporters;
- Support the role of female leaders in community training and education on weapons, demobilisation and responsibility and contribute to support to communities, in respect of the needs faced by girls, child soldiers and women in reintegration in their home communities.

### Regional Organizations and Programmes

It is important that Danish cooperation is also focused on the regional level as many conflicts span across more countries. Capacity building of regional organisations is an important element of the Danish assistance to regional organizations. Particularly in Africa, regional organizations can play a constructive role in relation to implementation of SCR 1325. Organizations like AU, ECOWAS, IGAD, SADC and other regional forums are potential hubs to promote SCR 1325. SADC has some capacity in gender equality and women's empowerment, while other regional organizations would need to have their capacity enhanced.

Another alley to strengthen SCR 1325 aspects is through support to African NGOs that work in regional networks and implement regional programmes. Regional strategies in Danish development assistance will incorporate women, peace and security work as relevant and thereby be the basis for support as outlined below.

- In support to regional organizations the Ministry of Foreign Affairs will ensure that SCR 1325 aspects are included with the view to build their capacity;
- The Ministry of Foreign Affairs will support SCR 1325 programmes with a regional content through NGOs and their networks when relevant.

*The Danish Crown Princess Mary, Protector of Danish Refugee Council, visits a center for women and men traumatized by the war in Northern Uganda.*



PHOTO: MIKKEL TARIQ KHAN

## The Role of Danish NGOs

Many Danish NGOs have experience working with protection of women during and after conflict as well as with participation of women in peace building and in conflict prevention efforts, including mine action activities. These experiences have been shared in the formulation of this NAP. The NGOs will continue to be partners in implementation of SCR 1325 related activities.

- The Ministry of Foreign Affairs will promote SCR 1325 through agenda setting dialogue within existing funding mechanisms for Danish civil society organisations and as an integral part of a wider dialogue on women, peace and security work through gender mainstreaming;
- Denmark will work with mine action according to the strategy for Denmark's support to Mine Action work actively for the involvement of both men and women in the various mine action activities and in this respect actively include SCR 1325 aspects;
- In the Humanitarian Contact Group's subgroup for mine action, importance will be attached to securing cooperation and coordination among Danish actors in relation to SCR 1325 aspects in the mine action activities.

## Multilateral Cooperation

The main part of the Danish efforts in the multilateral system is through the United Nations as the key global player working on issues of peace and security, including peace building and conflict prevention. Also actions through the World Bank and OECD will be taken.

### United Nations

Within the United Nations, Denmark proactively works on human rights, peace and conflict responses. Denmark has been a staunch and active supporter of the work of the UN High Level Panel on Threats, Challenges and Change. Denmark regards the setting up of the UN Peace Building Commission as a major achievement of the ongoing UN



PHOTO: JØRGEN SCHYTTÉ

*Somali-refugees surviving in refugee camps in Kenya.*

reform process. The actions listed below have a focus on the overall UN level as well as on specific UN agencies. Through the Ministry of Foreign Affairs, Denmark will:

- Actively work for the implementation and improvement of the UN system-wide action plan on SCR 1325 and will in collaboration with other like-minded donors work for the anchoring of the system-wide action plan within the UN Peace Building Commission in order to institutionalise the SCR 1325;
- Support United Nations Mine Action Service's (UNMAS) core and activity budgets. UNMAS coordinates UN resource mobilisation efforts and manages the Voluntary Trust Fund for Assistance in Mine Action;
- With increased focus and emphasis give priority to actions on the ground that improve the impact of SCR 1325 in UN peace keeping and peace monitoring missions in fragile states that receive priority in Denmark's foreign, development and security policies. This would include, where called for, strengthening the implementation capacities of these UN missions on gender mainstreaming and women, peace and security work;



- Support SCR 1325 actions in the Bureau for Crisis Prevention and Recovery in UNDP that has the objective of linking relief and development while addressing the root causes of disasters and conflicts. Within multilateral cooperation on conflict prevention, peace building and recovery the UNDP stands out as a key institution working with poverty reduction as a cross-cutting issue in its activities;
- The Ministry of Foreign Affairs will promote incorporation of SCR 1325 responsiveness in projects and programmes related to early recovery and post-conflict reconstruction, and will actively support women specific activities and gender mainstreaming within UNHCR, UNDP, UNIFEM, UNFPA, UNAIDS and UNICEF.

#### **World Bank**

- Where the World Bank engages in early recovery and disarmament, demobilisation and reintegration responses, the Ministry of Foreign Affairs will promote SCR 1325 mandates in conjunction with other national instruments promoting gender mainstreaming in conflict responses, early recovery and development programming.

#### **OECD/DAC**

As part of the OECD/DAC work on conflict and state fragility, there is a need for targeted guidance on new issues in security and development. This is expected to continue in the coming years with an increased emphasis on the inter-linkages between peace-building, conflict prevention and state fragility.

- The Ministry for Foreign Affairs will work to ensure that gender aspects and in particular SCR 1325 aspects are included in forthcoming work on conflict and state fragility under OECD/DAC.

## **5. KNOWLEDGE MANAGEMENT AND LEARNING**

The first NAP did not include systematic and comprehensive learning and information exchange. The incorporation of these elements in the NAP will strengthen the implementation of the action plan and the dissemination of lessons learned to the actors, as well as to a broader but relevant audience.

### **Joint and Institutional Learning**

The guiding principle for the learning process associated with this NAP is that institutional learning can be achieved through monitoring and evaluation.

The Ministry of Foreign Affairs will promote that development partners take the responsibility to secure and update gender disaggregated data relevant to the programmes addressing the issues in SCR 1325.

- The Ministry of Foreign Affairs, the Ministry of Defence and the Danish National Police will collect and analyse information during implementation of the NAP and harness their individual and combined experience. Through progress reports this knowledge will be shared among the institutions and disseminated to all implementing levels within their respective organisations. This knowledge can also be shared with Danish civil society, parliamentarians and if applicable the general public. The IMWG will take the lead to include these issues in the biannual meetings;
- Knowledge sharing will be undertaken through presentations at relevant workshops, seminars and conferences. Danida Development Days is an annual forum, which could potentially house a more in depth discussion with a broad range of interest groups.

## Research

Research activities will be used as an instrument to advance and support the implementation of the NAP. Multi-disciplinary and trans-institutional research bringing together existing nodes of the Danish academic research base on conflict, human security, gender and military sciences will be promoted. The research will be result oriented and as such will make specific recommendations to identified problematic areas.

- Research can be commissioned with a focus on gender dimensions of socio-cultural factors in areas of peace operations with Danish military, police, humanitarian and peace building contributions and in programme countries for Danish aid affected by, or emerging from, violent conflict;
- Another focus can be the field-level and improvement-of-practice oriented research on, for example, how to involve civil society, including cultural variables; and how to best protect women including reintegration and rehabilitation of women in post conflict situations;
- Process research, including system analysis studies, towards the NAP implementation process should be promoted in order to approach questions such as how the different actors cooperate, how the national implementation process is handled and how it manifests, etc.

*Danish soldiers in Afghanistan explain to people in the village of Buchi about a newly handed over drinking water project.*



## 6. IMPLEMENTATION, MONITORING AND REVISION

### The Inter-Ministerial Working Group

The Inter-Ministerial Working Group (IMWG) on SCR 1325 will be responsible for reporting on the implementation of this revised NAP. The IMWG consists of members drawn from the Ministry of Defence, the Ministry of Foreign Affairs and the Ministry of Justice, represented by the Danish National Police.

The IMWG will meet on a six monthly basis, to consider interim progress reports on the status of implementation of activities falling under the respective remits of the participating ministries.

The IMWG will prepare annual NAP progress reports that will report on the agreed indicators and be based on reports from the participating institutions. The reports will be shared with NGO's and civil society actors and made available on the internet.

### Civil Society Network

Broad national ownership of the revised National Action Plan has been achieved through a substantial consultative process involving Danish civil society and non-governmental organisations. This ensures that Danish civil society is involved in implementation and advocacy of Denmark's commitments to SCR 1325.

Given the broad range of experience of Danish civil society organisations some have proposed to establish an information exchange forum among members of civil society. This group might come forth with a demonstration of good practices of their own work with SCR 1325 and provide further advocacy of the resolution.

A yearly dialogue session hosted by Ministry of Foreign Affairs on behalf of the IMWG can, based on interest from civil society organizations, be



PHOTO: BRITT LINDEMANN

*Women are to participate in all decisionmaking processes, and at all levels.*

used as a forum to exchange views and discuss progress and experiences with implementation.

### Indicators and Monitoring

Good management and monitoring procedures of the NAP is of high importance for systematic implementation. The monitoring principle is that it will be incorporated into already existing working and reporting procedures in the respective participating institutions.

Ministry of Foreign Affairs, Ministry of Defence and the Danish National Police will each develop an internal implementation plan that will form the basis of the work with the NAP in each institution.

The implementation plans will annually be jointly discussed by the IMWG in order to enhance the cooperation and joint planning of actions. This is supported by the following NAP indicators, which have been formulated with the aim of broad coverage and inclusion of actions involving more actors:

1. A SCR 1325 perspective is part of the guidelines for civil-military co-planning activities and incorporated into all relevant missions. (The indicator refers to objective 1, 2, 3)
2. SCR 1325 actions are included in the human resource development and management portfolio of the Ministry of Defence, the Danish National Police, and the Danish International Humanitarian Services. (The indicator refers to objective 1, 2, 3)
3. Higher female ratio is obtained in police and Danish armed forces contributions to international peace missions. (The indicator refers to objective 3 in particular)
4. Examples of specific actions (i) combating gender based violence and (ii) increasing participation of women in peace building efforts in conflict affected areas supported by Denmark are presented in meetings of the IMWG and documented as relevant and feasible. (This indicator refers to objectives 1, 2, 3)
5. The annual and ongoing dialogue between Denmark and the UN, including the UN agencies, raise awareness of SCR 1325 actions. This is documented in the minutes of high-level dialogues, travel reports, annual performance reports of the national actors and in monitoring reports of the UN agencies receiving funding by Denmark. (This indicator refers to objectives 1, 2, 3)

### Review and Revision

The implementation period for this National Action Plan is five years; commencing in 2008 and completing in 2013. In 2011, the NAP will be reviewed and updated as deemed appropriate, based on the annual progress reports of the IMWG and on dialogue and stocktaking meetings with NGOs and other civil society stakeholders.

## Quick list of actions related to institutions

### Theme 1: Humanitarian and Peace Operations

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Ministry of Foreign Affairs : Pp 14, 15, 16, 17, 19, 20, 21, 22  
Ministry of Defence : Pp 14, 15, 16, 17, 21, 22  
The Danish National Police : Pp 16, 17, 19, 21  
Danish civil society : P 18

### Theme 2: Peace Building and Conflict Prevention

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Ministry of Foreign Affairs : Pp 24, 25, 26, 27, 28, 29, 30  
Danish civil society : P 28

*A Danish officer and specialist in mines and ammunition teaches Afghan villagers how to best protect themselves.*



PHOTO: ARMY OPERATIONAL COMMAND DENMARK

*Protection of girls and women against violence, including gender-based violence such as rape and sexual abuse is one of the objectives of Denmark's NAP.*



PHOTO: JØRGEN SCHYTTÉ