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Subject : **Review of the implementation by the Member States and the EU institutions
of the Beijing Platform for Action**
– **Indicators concerning Women and Armed Conflicts**
= **Draft Council Conclusions**

Delegations will find in the Annex a report concerning a set of indicators in respect of "Women and Armed Conflicts" prepared by the French Presidency. The text has been revised in the light of comments received from delegations.

ANNEX

**Review of the implementation by the Member States and the EU institutions of the
Beijing Platform for Action**

Report by the French Presidency

Indicators concerning women and armed conflicts

Monitoring by the Member States and European institutions of implementation of the Beijing World Conference Platform for Action in the critical area of concern "Women and Armed Conflict"

Executive summary of the report

1. Women and armed conflict, a major theme on the international agenda

Women are affected by armed conflict in a variety of ways: they are victims of gender-based violence, peace and reconstruction actors, and combatants or members of the armed forces, volunteers or not.

Contemporary conflicts affect civilian populations in particular. Women constitute "strategic targets", sometimes on a massive scale, as in the case of gang rape used as part of war tactics and "ethnic cleansing". Many women and girls also become combatants' domestic and sexual slaves.

But women are also actors in all stages of the conflicts, in particular in the processes of peace and reconstruction, disarmament, demobilisation and reintegration (DDR) and security system reform (SSR), and in development policy. Equal rights and increased participation of women and women's organisations at all levels of responsibility are both essential goals and means to prevent and resolve conflicts, and to promote a culture of peace. Many international and European instruments aim to protect women in wartime, and to promote their participation (see 3.2 below).

The issue of women and armed conflict is one of the priorities of the "Strengthening the European Union's Role as a Global Partner for Development" programme. In this framework, in April 2008 the Slovenian Presidency published a European Centre for Development Policy Management study on EU policy on women and armed conflict¹. This French report builds and expands on that study, in particular in terms of the analysis of the actions of the Member States recommendations and monitoring indicators.

2. Context and method for drawing up the report on women and armed conflict

Equality of men and women is an essential condition for sustainable human development. An integrated approach to equality ("gender mainstreaming") throughout public policy-making is an integral part of European Union and Member State commitments, in line with the 1995 Beijing Conference Platform for Action.

¹ Sherriff, A. and K. Barnes. 2008. *Enhancing the EU Response to Women and Armed Conflict with Particular Reference to Development Policy* (ECDPM Discussion Paper 84). Maastricht: ECDPM

The Madrid European Council of 1995 called for an annual review of implementation of the Beijing Platform for Action by Member States and European institutions. In order to measure the impact of these commitments, indicators are required. For this reason, in 1998, the Council decided that this review should be accompanied by a set of quantitative and qualitative indicators. France holds the Presidency of the European Union from July to December 2008. As such, it has been charged with drawing up indicators for the Platform for Action's "critical area of concern" no. 5, "Women and Armed Conflict". The Beijing commitments take into account both the situation and protection of women who are victims of armed conflict, and the active role they play in conflict prevention, peace, reconstruction and post-conflict democratic and sustainable development processes.

The report was produced using the standard method for drawing up indicators for EU monitoring of the Beijing Platform for Action: a questionnaire was addressed to Member States, in February 2008, following a trial phase carried out with various Member States and the European Commission. The questionnaire sought to bring out quantitative and qualitative data, and the recommendations and priorities of the MSs and the European Commission, with a view to identifying a set of three or four indicators and/or sub-indicators.

Following discussion with the Member States, priority recommendations and indicators will be the subject of Council Conclusions (by the Employment, Social Policy, Health and Consumer Affairs Council) on 16 and 17 December 2008.

3. Scope and content of the report

The report is intended to be relatively compact and concrete, for ease of use by decision makers. It stresses, in particular, recommendations and areas of reflection to be explored in greater depth. It consists of six chapters:

3.1. Specific situations and roles of women in situations of armed conflict

Briefly recalling the main features of the issue of women and armed conflict, this chapter presents tables on the different social roles and situations of women to aid decision making, demonstrating the importance of an integrated approach to equality between women and men ("gender mainstreaming").

3.2. International community commitments

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1979), the Beijing Conference Platform for Action (1995), the Statute of the International Criminal Court (1998), and United Nations Security Council resolutions 1325 and 1820 on women, peace and security, constitute a corpus for the enforcement of women's rights and gender equality, in particular in the context of armed conflict. The European Union has made equality between men and women a central goal of all of its policies, and has put various different instruments in place in the framework of its foreign and security policy and its development cooperation policy.

3.3. Analysis of initiatives and positions of Member States and the European Commission

Twenty-five of the twenty-seven countries of the EU, together with the European Commission (DG Development, RELEX and ECHO), completed the French Presidency's questionnaire, allowing data to be collected which, until now, had not been coordinated. The result is an overview of the way in which Member States are structured institutionally to implement gender mainstreaming and address the issue of women and armed conflict; gender statistics concerning, for example, diplomacy and the armed forces; the nature of development cooperation actions and the countries involved in such actions; the implementation of the recommendations of United Nations Security Council resolution 1325; and cooperation with civil society and research.

3.4. Summary of recommendations

This chapter analyses different kinds of recommendations from various sources:

- the recommendations emerging from the survey of Member States and the European Commission, together with a reminder of the main proposals of the report commissioned by the Slovenian Presidency,
- a selection of proposals from civil society organisations,
- issues to be explored in greater depth, in particular within the framework of following up the Beijing Platform for Action.

These recommendations focus, in particular, on the following themes:

- increasing interinstitutional coordination and coherence in the actions taken to address issues relating to women and armed conflict,
- resources for achieving the goals of equal participation of women and men at all stages of processes and actions related to armed conflict,
- cooperation with civil society organisations, and particularly women's organisations, at national, regional and international level,
- raising awareness and mobilising decision makers, the public and the media on the issues of peace, the fight against violence and the human rights of women,
- research and collection of gender-based data in order to more effectively organise violence prevention, access to health services and the fight against impunity,
- development cooperation,- the situation of women refugees and asylum seekers.

3.5. Conclusions of the report

The report confirms the topicality and relevance of the recommendations made by international and Community institutions in general, by Member States as part of this survey, by the Slovenian Presidency and by civil society and research organisations, to which it adds proposals concerning those objectives of the Beijing Platform for Action that have seen inadequate follow-up or evaluation, and other themes of importance on the international agenda. On this basis, France makes a number of priority recommendations:

3.5.1. Increase coordination and consultation

The capacity of States and the European Union to draw up coherent, concerted policies and strategies in the area of women and armed conflict, and to translate them effectively into actions to increase equality, is linked to the governance and consultation mechanisms in place. This area cuts across various ministries and administrations within Member States and the EU. It is therefore necessary to increase interministerial or interinstitutional coordination of the public management of the issue of women and armed conflict within the Member States and the European Commission, between Member States, and between Member States and the European Commission, with a view to promoting an overall strategy for implementation of resolution 1325. The European Commission could set up a European working group, bringing together all those within the Member States and in its own departments who are in charge of the issue of women and armed conflict, both at policy-making and operational level.

3.5.2. Evaluate the commitments of Beijing critical area of concern no. 5 with a view to Beijing +15

Member States could produce, particularly in the light of "Beijing +15" (2010), a document evaluating the implementation of all measures set out in the Beijing recommendations, and in particular those commitments that appear to be currently insufficiently documented:

- educational actions on peace and non-violence, which are an essential aspect of conflict prevention,
- the situation of internally displaced persons in countries in crisis, together with that of women refugees and asylum seekers and beneficiaries of international protection from conflict zones, which will require the collection of statistics and data on gender-based violence in armed conflicts,
- the control of trade and the spread of arms, in particular small arms and light weapons, which increase violence against women.

3.5.3. Adopt and finance strategic priorities and forecasts

- It is imperative to increase resources aimed at achieving the equal participation of women and men at all stages of actions linked to armed conflict, in MSs and partner countries. In this context, it is necessary to take an integrated approach to equality ("gender mainstreaming") aimed at taking into account the interaction between women and men and increasing the empowerment and capacity of women in all actions, in particular peace, justice and reconstruction processes. Understanding of the gender approach needs to be increased, and thus the initial and ongoing training of all managers and staff concerned needs to be enhanced, both at European level and in third countries.
- Cooperation with civil society organisations needs to be organised more systematically, in particular with women's organisations in Europe and in third countries, at local, regional and international level.

- Women are often viewed only as victims of armed conflict, yet, even so, little is known about the seriousness of the violence they suffer. It is necessary to inform, raise awareness and mobilise decision-makers, the public and the media on the issues of peace and the human rights of women, based in particular on resolution 1325 (October 2000) and the new resolution 1820 on the use of rape as a war tactic (June 2008).
- Support for the research and collection of gender data is needed, particularly on violence against women in situations of armed conflict, in order to more effectively organise violence prevention, fight against impunity, access and rights of women to health information and services,
- There is a shortage of gender statistics on displaced persons, refugees and asylum seekers; these need to be developed.
- European States have a responsibility to:
 - combat the impunity of war criminals and perpetrators of crimes against humanity, including among high-ranking officials, who use violence against women as a weapon of war, and to bring them to justice, which is vital to the prevention of violence.

They must make provision for and/or demand the removal of amnesty clauses in peace processes.

They must help guarantee access to justice for victims of sexual violence. In particular, they must provide better support to female human rights defenders and protection for male and female witnesses.

- and, working in the framework of their cooperation with countries affected by armed conflicts and emerging from crisis, to support the efforts made by those countries :
 - (a) to prevent and combat sexual and gender-based violence;
 - (b) to protect women against violence;
 - (c) to promote the access and rights of women to health information and services, in particular as regards sexual and reproductive health, whilst affirming the EU's strong support for and commitment to the full implementation of the Cairo programme of Action, adopted at the International Conference on Population and Development (ICPD), 1994, as well as of the ICPD programme of Action agreed at ICPD+5, the Copenhagen Declaration and Action Programme, the Beijing Platform for Action and the Millennium Development Goals;
 - (d) to punish sexual and gender-based violence, ending impunity and prosecuting the perpetrators and to ensure that victims have access to medical treatment, redress and rehabilitation, including psychological treatment and legal assistance;

(e) to promote women's empowerment, as well as the equal participation of women and men in conflict-prevention and resolution, peace-building and post-conflict reconstruction, including women's participation in civic and electoral processes

- There needs to be a policy of zero tolerance for the prevention and punishment of sexual exploitation of women and girls by the staff of international governmental and non-governmental organisations. To this end, independent surveys need to be carried out to ensure they are systematically punished.
- Both in the prevention of conflict and in the stages of rebuilding the rule of law, it is important to focus particular attention on enforcing not only civil and political rights, but also economic, social and cultural rights (ESCR), and on the equality of women and men in the exercise of these rights, as well as in the spheres of education, diet, health and housing.
- Critical issues for the future, such as that of "environmental security" and the links between the depletion of natural resources, climate change and armed conflict, need to be the subject of research from a gender perspective, given that women are both victims of an environment degraded and polluted by armed conflict and actors in the management of natural resources and rehabilitation of the environment.

3.5.4. Pursue work on indicators

The survey confirmed the lack of indicators for monitoring commitments and policies in the area of women and armed conflict. Drawing up a limited set of indicators would appear to be inadequate if we wish to take into account the different time periods (before, during, after) and sectoral policies that have an impact on conflict prevention, peacekeeping operations, peace negotiations, disarmament, demobilisation and reintegration processes, security system reform, post-conflict development policy, etc. Each of these sectors requires a series of indicators, which should, as far as possible, be put into context through regional approaches.

Given the complexity of these issues, the production, with due rigour, of a full body of indicators on women and armed conflict requires the cooperation of all stakeholders: Member States, the European Commission, Council and Parliament, the United Nations, civil society and research organisations in the EU and worldwide, etc.

The four indicators proposed by France in this report cannot hope to cover such a vast, complex area. A concerted European effort is therefore required to produce a "road map" of use to all, which should include other work by institutional or non-State actors, either already completed or under way. Mechanisms need to be devised for the collection of qualitative and quantitative data to enable the range of indicators to be progressively increased. MSs and the EU could provide information for the indicators proposed by this report for the period 2007/2008/2009 and, based on that information, produce an overall analysis with a view to Beijing +15. The indicators could then be evaluated, readjusted and added to other work under way or planned at European or international level.

3.6. The indicators

The indicators proposed by the report constitute a minimum core, centred on four major areas relating to compliance with commitments concerning women and armed conflict, the importance of which was highlighted by the survey of MSs and the European Commission, and by the recommendations made by them:

Indicator 1: Proportion (number and percentage) of men and women trained specifically in gender equality among :

- diplomatic staff and civilian and military defence staff employed by the Member States and Community institutions, and
- staff participating in UN peacekeeping operations (PKOs) and ESDP² missions, including military and police staff.

Indicator 2: Proportion (number and percentage) of women and men among :

- heads of diplomatic missions and EC delegations,
- staff participating in UN peacekeeping operations and ESDP missions, including military and police staff.

Indicator 3: Funding (as a total amount and as a percentage of cooperation programmes) allocated by the Member States and the European Commission, in countries affected by armed conflict or in post-conflicts situations, to support gender equality, broken down, where possible, to reflect funding to support :

- female victims of violence, and
- the participation of women in peace-building and post-conflict reconstruction.

Indicator 3a: Proportion of funding for these programmes allocated to NGOs working for gender equality and women's empowerment.

Indicator 4 : Proportion (number and percentage) and country of origin of female and male asylum seekers who have obtained the status of refugee, or benefit from subsidiary protection.

² Including missions operated in a multinational framework

List of abbreviations

Abbreviations that appear in English in Member States' responses have been left in English.

ADA: Austrian Development Agency
AU: African Union
CAR: Central African Republic
Care: international humanitarian NGO
CEDAW: Convention on the Elimination of All Forms of Discrimination Against Women
CERF: Central Emergency Revolving Fund (United Nations)
CNCDH: Commission Nationale Consultative des Droits de l'Homme (National Consultative Commission on Human Rights/France)
COHOM: Council Working Party on Human Rights
CSO: Civil Society Organisation
DDR: Disarmament, Demobilisation and Reintegration
DG DEV: Directorate General Development of the European Commission
DG RELEX: Directorate General External Relations
DRC: Democratic Republic of the Congo
EAPC: Euro-Atlantic Partnership Council
ECHO: European Commission's Humanitarian Aid Office
ECOWAS: Economic Community of West African States
EP: European Parliament
ESCR: Economic, Social and Cultural Rights
ESDP: European Security and Defence Policy
EU: European Union
EUROFOR: Non-permanent European forces
FCO: Foreign and Commonwealth Office (UK)
ICC: International Criminal Court
ICTY: International Criminal Tribunal for the Former Yugoslavia
ILO: International Labour Organization
MDGs: Millennium Development Goals
MOD: Ministry of Defence (UK)
MSs: Member States (of the European Union)
NAPs: National Action Plans (to implement resolution 1325)
NATO: North Atlantic Treaty Organization
NGO: Non-Governmental Organisation
NGOWG: NGO Working Group (United Nations)
OECD/DAC: Organisation for Economic Cooperation and Development/Development Assistance Committee
OSCE: Organization for Security and Cooperation in Europe
Pf P: Partnership for Peace
PKO: Peacekeeping Operation
R1325: United Nations resolution 1325 on Women, Peace and Security (October 2000)
SSR: Security Sector Reform
UN: United Nations
UNFPA: United Nations Population Fund
UNHCR: United Nations High Commissioner for Refugees
UNICEF: United Nations Children's Fund
UNIFEM: United Nations Development Fund for Women
UNRWA: United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNSG: United Nations Secretary-General

List of tables and boxes

Table 1 – Women victims of armed conflict

Table 2 – Women actors of peace

Table 3 – Overview of situations of women at different stages of conflict

Table 4 – Example of practical gender tools applied to the context of armed conflict

Table 5 – Summarised presentation of the results of the questionnaire

Table 6 – Percentage of women in the diplomatic field

Table 7 – Recommendations of the European Parliament (2006)

Table 8 – Blockage factors and obstacles to take into account

Table 9 – Diagnoses and recommendations resulting from the report for the Slovenian Presidency

Table 10 – Recommendations, campaigns and proposals from civil society organisations

Table 11 – Summary of indicators

Table 12 – Sources of data about armed conflicts, sensitive areas and PKOs

Table 13 – Proposed information sheet for use when preparing the indicators

Introduction

Equality between men and women is an essential condition for sustainable human development, both at local level and globally. The incorporation of gender mainstreaming³ throughout public policy, necessary to achieving this goal of equality, is an integral part of the European Union and Member States' commitments in line with the Platform for Action of the Fourth World Conference on Women held in Beijing in September 1995. Indicators need to be drawn up and implemented to monitor and measure the impact of those commitments.

Creation of indicators to monitor the Beijing Platform for Action at European level

The Madrid European Council (EC) of 15 and 16 December 1995 called for an annual review of implementation by the Member States and European institutions of the Platform for Action adopted at the Beijing Conference. On 2 December 1998, the Council decided that this annual review should be accompanied by a set of quantitative and qualitative indicators, focused on each of the twelve "critical areas of concern" (see below) identified in the Beijing Platform for Action⁴. Since 1999, quantitative and qualitative indicators have been drawn up in the following areas: women and decision-making; women and the economy (reconciliation of work and family life, equal pay); violence against women; women and men in economic decision-making; sexual harassment in the workplace; women's health; institutional mechanisms to promote equality between men and women; education and training for women; women and poverty; and lastly, in 2008, the status and protection of girls.

There are four areas still to be addressed: women and armed conflict; fundamental rights; women and the media; and women and the environment. All of the indicators taken together will lead to a follow-up report in 2010, following on from that published in 2005 by the United Nations Commission on the Status of Women on the Tenth Anniversary of the Beijing Platform for Action. This initiative is also set around the follow-up of the Millennium Development Goals (MDGs) adopted by the United Nations in 2000 and their indicators, in particular MDG 3: "Promote gender equality and empower women"⁵.

³ "Gender mainstreaming", or an integrated approach to equality between women and men.

⁴ Some of these reports and indicators can be viewed at http://ec.europa.eu/employment_social/gender_equality/gender_mainstreaming/global/global_en.html

⁵ Indicators selected for this MDG: ratios of girls to boys in primary, secondary and tertiary education (UNESCO); rate of literacy among women aged 15-24 years compared to that of men (UNESCO); share of women in wage employment in the non-agricultural sector (ILO); proportion of seats held by women in national parliament (Inter-Parliamentary Union).

Work carried out by France on women and armed conflict

The area of women and armed conflict is one of the priorities of the "Strengthening the European Union's Role as a Global Partner for Development" programme, carried forward by the German, Portuguese and Slovenian EU Presidencies. In this framework, in April 2008 Slovenia, in partnership with Austria and Germany, published an ECDPM (European Centre for Development Policy Management) report on EU policy on women and armed conflict⁶. This document provides a documented state of play of the issue and European commitments and instruments, and makes recommendations that address EC development cooperation policy⁷.

France holds the presidency of the European Union from July to December 2008. As such, it has been charged with drawing up indicators for the Beijing Platform for Action's "critical area of concern" no. 5, **Women and Armed Conflict**. This issue concerns both the situation and protection of women during armed conflicts, and the active role they play in conflict prevention, peace, reconstruction and post-conflict democratic and sustainable development processes.

This report was produced using the standard method for drawing up indicators for EU monitoring of the Beijing Platform for Action: a questionnaire was addressed to Member States, in February 2008, following a trial phase carried out with various Member States and the European Commission. The questionnaire sought to bring out quantitative and qualitative data, and recommendations from Member States and the European Commission, with a view to identifying priorities and a set of four indicators and sub-indicators.

⁶ For this reason this report does not dwell on the institutional and political aspects relating to the European Institutions. The recommendations of the study commissioned by the Slovenian Presidency are briefly summarised on page 40. *Sherriff, A. and K. Barnes. 2008. Enhancing the EU Response to Women and Armed Conflict with Particular Reference to Development Policy (ECDPM Discussion Paper 84). Maastricht: ECDPM.*

⁷ In recent years, the crucial issue of the recruitment of children to armed forces and groups has also been the subject of a number of United Nations resolutions and European initiatives: the EU Guidelines on Children and Armed Conflict of December 2003, the Ministerial Conference in Paris in February 2007 and the Paris Commitments and Principles for the adoption of a reference framework for the prevention, release and reintegration of children recruited to armed forces and groups. This issue constitutes an area of research in itself and is not addressed directly by this report. There is an ECDPM study on children and armed conflict, which mentions the specific question of girls in armed conflict. Andrew Sherriff, *Enhancing the EU's Approach to Children Affected by Armed Conflict with Particular Reference to Development Cooperation*, ECDPM Discussion Paper 82, (Maastricht: ECDPM: 2007) <http://www.ecdpm.org/dp82>.

1. SPECIFIC SITUATIONS AND ROLES OF WOMEN IN THE CONTEXT OF ARMED CONFLICT

Women are affected by armed conflict in a variety of ways: they are victims of gender-based violence, peace and reconstruction actors, and combatants or members of the armed forces, volunteers or not, and whether the conflicts are international/inter-state or national/civil⁸. The goal of equality between women and men and the creation of indicators need to take into account women's multiple roles and situations, and apply to the different stages of armed conflicts and peace processes.

1.1. Women victims of armed conflict

Women represent a large proportion of the **victims** of armed conflict. On the one hand, modern conflicts predominantly affect civilian populations. On the other, gender identity is becoming an element of war tactics. Women are "strategic targets" and "weapons of war"⁹, sometimes on a massive scale, as in the case of public rape and gang rape used as part of enemy demoralisation strategies, ethnic cleansing and even genocide. Women and girls are also made to serve as combatants' domestic and sexual slaves. Armed conflict brings with it increased trafficking in women and sexual exploitation, and increases the feminisation of the HIV/Aids epidemic. These infringements of human rights, war crimes and crimes against humanity call for specific protection, compensation and rehabilitation policies.

⁸ Although humanitarian law makes a distinction between international conflict (recourse to armed force between States) and non-international armed conflict (hostilities between government armed forces and non-governmental armed groups, or between such groups themselves), it should be noted that there is almost always a link between armed conflicts and an economic and geopolitical situation that goes beyond their borders, all the more so today with the world's natural resources a source of intense competition.

⁹ Rape has always accompanied war, but most recent conflicts are particularly marked by these crimes, despite a lack of precise statistics: e.g. Rwanda, Bosnia, DRC, CAR, Burundi, Ivory Coast, Sierra Leone, Sudan, Uganda (North), Colombia, Chechnya, etc.

Table 1 – Women victims of armed conflict

<p>Sexual violence is committed predominantly by men against women and girls.</p> <ul style="list-style-type: none">• Over 70 % of civilian victims of armed conflict are women and children.• According to estimates, between 250 000 and 500 000 Tutsi women were raped during the 1994 genocide in Rwanda.• Approx. 50 000 women were raped during the Bosnian War in the early 90s.• Approx. 200 000 women have been raped in the Democratic Republic of the Congo since 2007, nearly half of them minors. The current figure could be 1000 a month, often resulting in infirmities.• 80 % of rapes in the context of armed conflict are gang rapes, the majority carried out in public.• Between 300 000 and 500 000 children, a third of them girls, are in the armed forces of some twenty countries. Between 1990 and 2000, girls aged under 18 years took part in armed conflicts in at least 39 countries.• Three quarters of displaced and refugee camp populations are women and children.• In Colombia, 1,5 million people were internally displaced as a result of the current conflicts, 80 % of them women and children. <p>Sources: UN, HCR, UNIFEM, UNICEF, French Ministry of Foreign Affairs and Save the Children.</p>
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1.2 Women actors of peace and democracy

The international community has become progressively aware of the importance of considering the role of women as **actors** in all stages of conflicts, in particular in peace, reconstruction, DDR and SSR processes, and in development policy. In recent years, the active role of women's organisations in these processes (e.g. in Rwanda, the Balkans, South Africa) has shown how equal rights between men and women and the increased participation of women at all levels of responsibility are essential to preventing and resolving conflicts and promoting a culture of peace. Although women at present account for only 5 % of police forces and 3 % of military forces in UN peacekeeping operations, the inclusion of women in the Blue Helmets shows the very positive specific role they can play¹⁰. Meanwhile, periods of post-conflict reconstruction offer the opportunity for reform of the political, judicial and electoral systems, giving women access to electoral and political responsibilities¹¹.

¹⁰ The first contingent of female Blue Helmets (105 women police officers from India) was sent to Liberia in 2007. In 2003, a post of Gender Adviser was created at the UN Department for Peacekeeping Operations. Since 2000, new peacekeeping missions have included such posts.

¹¹ As in Rwanda, Sierra Leone, Afghanistan, Timor and South Africa, with, in some cases, quotas being put in place.

Table 2 - Women actors of peace

Examples of women's peace initiatives

Extract from the Council of Europe Draft Recommendation on "the role of women and men in conflict prevention and resolution and in peace-building" (2007).

Article 13: "For example, Belgrade's "Women in Black" constituted the only real public opposition to the conflict in the former Yugoslavia. Women's NGOs set up an Armenian and Turkish women's newspaper, which reported on shared problems (health, education, housing). In Rwanda, women have built model villages where Hutus and Tutsis can live together. The women of Bougainville drew up a peace agreement between separatists and the government of Papua New Guinea. Sudanese Women's Voice for Peace has encouraged dialogue between different ethnic groups and guerrilla factions. Muslim and Hindu women crossed enemy lines in Kashmir, India, to set up development projects, deal with trauma and carry out reconciliation actions. The experiences of regions such as the Near East, Pakistan and India shed light on another important role played by women in peace-building. In periods of intense conflict, women's dialogue initiatives have often carried on, even where official channels have got bogged down in the rhetoric of war and political chauvinism, and where dialogue with civil society has become sporadic and limited. In the context of the Israeli-Palestinian conflict, "Jerusalem Link" and "Women in Black" are two important examples of this process. In different regions in conflict, the women of hostile communities/nations transcend analogous splits, sometimes representing the only civil society group to act in this way. The Northern Ireland Women's Coalition, Women in Black and mothers' movements in different regions are encouraging examples. By giving the parties in the conflict the chance to interact and dialogue face to face, these groups facilitate the essential humanisation of supposed enemies."

Lastly, it is important not to conceal the fact that women may also be **combatants** in government, opposition or paramilitary forces, even undertaking suicide missions. The motivations for the enlisting of women, as volunteers or not, and the multiple roles they play in this setting, are as yet insufficiently analysed, which is furthermore likely to have a harmful effect on DDR processes¹².

The following table seeks to give a more concrete, though not exhaustive, overview of situations and roles of women as both victims and actors, before, during and after armed conflicts.

¹² Many women join armed groups as the only means of assuring their own protection against local violence. They may also be forced to join through social and economic discrimination and/or motivated by the desire to gain greater independence and the chance to hold positions of responsibility.

Table 3 – Overview of situations of women at different stages of conflict¹³

Stage of conflict	Women victims of discrimination and violence	Women actors
In peacetime and at all stages of processes linked to conflict and peace	<p>Discriminatory constitutions, laws or family codes.</p> <p>Socio-economic inequalities and unequal access to resources.</p> <p>Minority representation in political authorities and decision-making roles.</p> <p>Gender-based violence accepted socially or poorly punished.</p> <p>Feminisation of the HIV/AIDS epidemic, particularly among girls.</p>	<p>Women assume the majority of reproductive and community roles necessary to social cohesion (see Table 4) and economic production.</p> <p>Leaders of associations and movements that combat discrimination and violence and work for equitable development.</p> <p>Expertise and advocacy in support of human rights and women's rights at local, national and international level.</p> <p>Coordination of women's NGOs in drawing up resolution 1325 Action Plans.</p>
Pre-conflict, fragile situations	<p>Increase in intra-family violence, rape and violence.</p> <p>Worsening of situation of women who belong to ethnic minorities.</p>	<p>Women sources of specific information and initiatives that are useful to early warning systems (e.g. knowledge of arms caches).</p>
Armed conflicts	<p>Women victims of sexist war strategies: violence, gang rape, forced conscription, war slavery, forced pregnancies and abortions, etc.</p> <p>Economic and social difficulties, food shortages.</p> <p>Loss of land ownership.</p> <p>Displacement, loss of homes.</p> <p>Difficulties linked to women being banned from travelling alone in certain cultural contexts.</p> <p>Inferior status of widows.</p> <p>Infringement of girls' rights.</p> <p>Women and girls used in suicide missions or for mine clearance.</p>	<p>Combatants (soldiers and command posts).</p> <p>Women in charge of communication and negotiation actions.</p> <p>Women who set up alternative networks and systems to make up for the lack of organisation of food supply, health, education and social services.</p> <p>Women who, because of their social and community roles, hold strategic local information on the positions of combat units, etc.</p>

¹³ It is worth bearing in mind that these stages are not necessarily linear.

<p>Humanitarian operations Crisis management</p> <p>Refugees</p> <p>Asylum seekers</p> <p>Displaced persons</p>	<p>Women in the majority in refugee camps. Problem of lack of safety, women raped when they go to collect water, firewood, food, etc. Lack of access to sexual and reproductive health. Risks of sexual exploitation, particularly among girls, and prostitution. Sometimes insufficient recognition of gender-based violence as grounds for obtaining protection: lack of adequate infrastructure for reception and integration.</p>	<p>Women responsible for or in charge of humanitarian actions. Active role in camp management, participation in decision-making and the assessment of women's needs (e.g. setting up women's committees, liaising with administrations and NGOs). Women responsible for water, energy and food supply in camps. Specific skills to aid displaced communities and refugees in host countries. Maintaining social and community ties.</p>
<p>Peacekeeping operations</p> <p>Peace negotiations</p> <p>Diplomacy</p>	<p>Poor participation of women, in particular in command posts, preventive diplomacy and diplomacy in general. Risks of sexual exploitation and prostitution, in particular from PKO personnel. Post-conflict situation unfavourable to women and risk of worsening inequalities if gender is not taken into account in peace agreements.</p>	<p>Women members of PKOs. Specific role to register the voice of women victims of violence. Pacifying effect of units of female "Blue Helmets". Specific contribution of women at negotiating tables. Women who implement education programmes for peace and non-violent conflict resolution, attempting to move from a culture of war to a culture of peace. Inter-community women's networks for reconciliation and prevention.</p>
<p>Disarmament, demobilisation and reintegration</p>	<p>Specific difficulties for demobilisation of women and girls. Rejection by their families. Women excluded from DDR where definition of "combatant" is restrictive ("carrying arms"). Women victims of increased domestic violence as a result of the spread of light arms.</p>	<p>Specific contributions of women in DDR processes. Support for DDR of children. Assumption of responsibility and empowerment following transformation of social and family structures.</p>
<p>Security system reform</p>	<p>Risks of repression and rejection for women wishing to press charges. Inequalities in representation in police forces, judiciary, prison services, etc. Prison structures inadequate for women: ill-treatment and rape in prison setting.</p>	<p>Specific contributions of women in civilian and military law enforcement and as civilian PKO personnel. Commitment of women human rights' defenders. Promotion and active participation in transitional and traditional justice.</p>
<p>Rule of law</p> <p>Development policy</p>	<p>Inequalities in electoral processes and legislative reforms. Exclusion of women from donor conferences and the drawing up of development programmes. Absence of gender budgets, compromising the goal of equality in reconstruction. With countries emerging from conflicts economically impoverished, women are usually the most affected. Women restricted to micro-development projects?</p>	<p>Empowerment and assumption of responsibility by women following armed conflict. Increase in the number of women candidates standing and elected in general elections. Increase in the number of women ministers. Increase in the number of women involved in drawing up and implementing development programmes.</p>

No matter how diverse the situations, the analysis of, and political, institutional and operational response to, violence against women in the context of armed conflict cannot be dissociated from the existence of structural inequalities for women in terms of status, rights, empowerment and share in responsibilities¹⁴. Gender-based violence in the conflict setting and the impunity of perpetrators of crimes are encouraged by the **general acceptance** of discrimination and violence in peacetime, in the public and private spheres alike. Similarly, sustainable peace can only be established where post-conflict political, judicial and economic institutions incorporate gender rights and "gender justice" at all levels of society (individual, family, local, national and international).

1.3. Relevance of the gender approach in the area of "Women and Armed Conflict"

Over the past decade and a half, and particularly since the Beijing Conference, an integrated approach to equality, or gender mainstreaming¹⁵, has been implemented by many public institutions and non-State actors in North and South alike. It has been realised that legislation, policies and projects defined as "neutral" in actual fact have different impacts on men and women: they contribute either to increasing or reducing inequalities, according to the way in which they are designed.

Gender is defined as a social, cultural, organisational and psychological construct of representations and roles that will vary according to whether you are a man or a woman. These constructs are characterised by inequalities that work to the detriment of women. Gender-based analysis, as well as promoting specific actions for the empowerment of women¹⁶, involves taking into account both women and men, and the interaction between them, in order to favour a transformation of relations between men and women aimed at greater equality.

Thus, post-conflict situations and the (re)building of democracy and the rule of law offer important opportunities for women's empowerment and equality. Armed conflicts are periods in which power relations and gender stereotypes are exacerbated, particularly those conveyed by the media: men as warriors and aggressors; women as victims or carers. But these unstable situations also bring social, cultural and economic upheaval, which are liable to have fresh impacts on gender relations, both negative (e.g. increase in intra-family violence post-conflict) and positive (e.g. assumption of responsibility by women, increased political participation).

The incorporation of gender in processes in place in conflict settings thus strongly increases the chances of success of the actions, on condition, however, that, between the assumption of international commitments and their implementation, measures are taken to ensure that gender does not "disappear", in particular from budgets and indicators. **For this reason, one of the indicators proposed by this report concerns gender equality training (see 6.1.1).**

¹⁴ According to the Amnesty International Report 2008, at least 33 countries still have laws which discriminate against women.

¹⁵ Also known, especially in Canada, as gender-based analysis (GBA).

¹⁶ The Beijing Declaration (1995) proposes the following definition: "Women's empowerment and their full participation on the basis of equality in all spheres of society, including participation in the decision-making process and access to power, are fundamental for the achievement of equality, development and peace."

Table 4 – Example of practical gender tools applied to the context of armed conflict

Practical gender tools	Some examples of possible repercussions of armed conflicts on social relations between women and men
<p>The four social roles</p> <p>1. Reproductive role Basis of economic development</p> <ul style="list-style-type: none"> - childcare - domestic tasks - food (purchase, preparation) - water and energy supply - health-related occupations <p>2. Productive role Income-generating activities</p> <ul style="list-style-type: none"> - paid or self-employment - informal employment <p>3. Community role Voluntary activities and contributions to social and community life</p> <ul style="list-style-type: none"> - voluntary organisations, cultural activities - festivals and rites - care for the elderly and orphans - environmental preservation <p>4. Political role Exercise of power and participation in decision-making at all levels</p> <ul style="list-style-type: none"> - political level (international, sub-regional, national, local) - other society responsibilities - internal level within the community or family 	<ul style="list-style-type: none"> • Throughout the world, women assume the majority of reproductive roles, which demand a considerable number of unpaid working hours of them. In periods of conflict, the material survival of broken societies is dependent upon this role, yet it becomes more difficult and burdensome due to problems of displacement, shortages and loss of material and financial resources. • When families are scattered and men absent or disappeared, women and girls find themselves with additional responsibilities. Girls' level of schooling may diminish. • As a result of their specific displacements and occupations, in some regions women make up the majority of victims of bombardments that target homes and hospitals, etc. • Men in fighting forces abduct women and girls to take on these reproductive roles. Since it is a strategic role, they tend to keep them for longer, which constitutes a gender inequality in the DDR process. <p>In the main, women carry out less valued economic activities and hold less well-paid jobs.</p> <p>Competition can increase between women and men in post-conflict periods, which see the creation of opportunities, jobs and access to credit. Conflicts and post-conflict periods can bring changes to the gender division of labour. Public policy and foreign aid can favour equality if they take into account the broadening of the range of jobs and training for women.</p> <p>Women assume a large part of these roles that favour social cohesion. In periods of armed conflict, their role in groups, networks and associations is crucial.</p> <p>Due to different social ties and different access to geographical areas, questioning women and men produces information specific to early warning mechanisms.</p> <p>The important role played by elderly women in looking after orphans or displaced children and in camps needs to be taken into account.</p> <p>The repercussions of conflicts on the environment (water contamination, crop destruction, deforestation) present an additional burden for women.</p> <p>Men are an overwhelming majority in the field of diplomacy, command of armed forces, peace negotiations and the drawing up of SSR and reconstruction policy.</p> <p>Women have minority participation in the political decision-making process. They have more of a presence in associations, for example peace and reconciliation movements. They play a little-seen, unrecognised informal role, while men carry out formal roles.</p> <p>In a war setting, women are often heads of households.</p> <p>Since military, political and religious leaders are men, they need to be urged to combat gender violence.</p> <p>Yet some are themselves more or less implicated in this violence, which raises the question of impunity.</p>

<p>Link between practical needs and strategic interests</p> <p>Practical needs: improved living conditions in terms of access to health, housing, education, income, childcare, transport, etc.</p> <p>Strategic interests: advancement in terms of social status and equality, asset management, legislative changes, rights, increased participation in decision-making, etc.</p>	<p>In conflicts, women have specific practical needs, for example in terms of protection and safety: displacements, gynaecological care, HIV/AIDS prevention and treatment, diet, specific needs in refugee camps, etc.</p> <p>But meeting these needs does not automatically alter the situations of inequalities between women and men. To achieve this, it must be accompanied by policies that target equality, for example:</p> <ul style="list-style-type: none"> - opportunity to bring legal proceedings, reparations, compensation - recovery of property rights, in particular in the event of widowhood - equal participation in peace processes and elections. <p>Men who are perpetrators of gender-based war crimes often enjoy impunity.</p>
<p>Access to resources</p> <ul style="list-style-type: none"> - natural resources: land (real estate), energy, water - property and housing - employment, credit - infrastructure, transport - initial and continuing education and training - information, information and communication technologies (ICTs) - techniques and technologies 	<p>Control of resources is a cause of conflict, and their destruction is a weapon of war. The most disadvantaged groups, and therefore women, are on the front line. For example:</p> <ul style="list-style-type: none"> - women often do not have title deeds and/or conflicts often result in loss of identity documents. It is therefore harder for them to assert their rights. - access to water is more difficult in insecure areas: arms are a source of contamination - housing: reconstruction and infrastructure in refugee zones need to take into account the specific needs of women and men (distances, health needs, etc.)
<p>Individual and collective empowerment, increasing the capacity to choose and the power to act</p>	<p>All processes linked to armed conflict need to include measures for women's empowerment, in order to favour a less unequal situation than prior to the conflict.</p> <p>Taking into account regional, national and international levels: in peace processes, it can be noted that women's organisations are often invited at local level, yet are absent from international negotiations, in contrast to men.</p> <p>Following armed conflicts, there is often a shift in the demographic ratio between men and women in favour of women. This can have an impact on their assumption of responsibility (e.g. 48 % women members of parliament in Rwanda).</p>

2. International community commitments

Since the 1949 Geneva Conventions on the protection of war victims, and their additional protocols of 1977, numerous international texts have sought to protect civilians in wartime, in particular women¹⁷.

Gender-based violence constitutes a violation of fundamental human rights protected by international humanitarian law and human rights conventions¹⁸, and by the 1951 Convention relating to the Status of Refugees and the 1967 Protocol relating to the Status of Refugees.

The Convention on the Elimination of All Forms of Discrimination against Women (1979), the Beijing World Conference Platform for Action (1995), the Statute of the International Criminal Court (1998), and United Nations Security Council resolution 1325 which emphasises the participation of women in peace and security, constitute a corpus for the enforcement of women's rights and gender equality, in particular in the context of armed conflict. The European Union has made equality between men and women a central goal of all of its policies.

¹⁷ "Women shall be especially protected against any attack on their honour, in particular against rape, enforced prostitution and any form of indecent assault." (Common Article 3 of the Geneva Conventions of 1949; Additional Protocol II, Article 4). Women are also protected under Articles 3, 12, 15-17, 19, 23, 24, 28, 33, 35, 38-44, 50, 53 and 54 of the First Geneva Convention ; Articles 3, 12, 18, 19, 22, 28, 36, 37, 41-45 and 51 of the Second Geneva Convention ; Articles 3, 13-15, 17, 18, 22, 23, 25, 26, 28, 29, 34-38, 49, 51, 52, 55, 70-72, 77, 84, 86-88, 97-99, 104-106, 120, 123 and 130 of the Third Geneva Convention; Articles 3, 14-25, 26, 27, 31-35, 38, 39, 43, 45, 48-50, 52-56, 58-63, 67, 69, 71, 73, 75, 76, 81-86, 89, 91, 93-95, 97, 106-108, 113, 116, 117, 122, 124, 128-130, 136-142 and 147 of the Fourth Geneva Convention; Articles 8, 10, 11, 14-17, 24, 32, 34, 35, 48, 51-57, 69-71, 74-79, 85 and 90 of the first Additional Protocol of 1977; Articles 4-8, 13-18, 38, 78 and 85 of the second Additional Protocol of 1977 ; Articles 8(2)(a)(i)-(vi) and (viii); 8(2)(b)(i)-(v), (ix), (x), (xiii), (xiv), (xvi), (xxi), (xxii), (xxiv) and (xxv); 8(2)(c)(i)-(iv); 8(2)(e)(i), (ii), (iv)-(viii), (xi) and (xii) of the Statute of the ICC.

¹⁸ In particular, the right to safety, the right to the highest attainable standard of physical and mental health, the right to freedom from torture or other cruel, inhuman or degrading treatment, and the right to life.

2.1. Convention on the Elimination of All Forms of Discrimination against Women, 1979

The CEDAW constitutes the cornerstone of States' commitments to equality between women and men, which is key to the prevention of violence. It defines discrimination as "any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field".

The Optional Protocol to the CEDAW of 1999 states that "communications may be submitted by or on behalf of individuals or groups of individuals, under the jurisdiction of a State Party, claiming to be victims of a violation of any of the rights set forth in the Convention by that State Party"¹⁹.

2.2. Beijing Platform for Action, Fourth World Conference on Women, 1995

The introduction to the Beijing critical area of concern on women and armed conflict emphasises the fact that an "environment which maintains world peace and promotes and protects human rights" is "an important factor for the advancement of women" and that "equal access and full participation of women in power structures and their full involvement in all efforts for the prevention and resolution of conflicts are essential for the maintenance and promotion of peace and security". The Beijing Declaration and Platform for Action reaffirm that "rape in the conduct of armed conflict constitutes a war crime and under certain circumstances it constitutes a crime against humanity and an act of genocide" (paragraph 145d). The Beijing recommendations on women and armed conflict are set around six strategic objectives.

1. Increase the participation of women in conflict resolution at decision-making levels and protect women living in situations of armed and other conflicts or under foreign occupation.
2. Reduce excessive military expenditures and control the availability of armaments.
3. Promote non-violent forms of conflict resolution and reduce the incidence of human rights abuse in conflict situations.
4. Promote women's contribution to fostering a culture of peace.
5. Provide protection, assistance and training to refugee women, other displaced women in need of international protection and internally displaced women.
6. Provide assistance to the women of the colonies and non-self-governing territories.

¹⁹ This Protocol has so far been signed by only 75 States (2007).

2.3. Rome Statute establishing the International Criminal Court, 1998

This international treaty, which was adopted in 1998 and entered into force on 1 July 2002, qualifies "rape, sexual slavery, enforced prostitution, forced pregnancy, enforced sterilization, or any other form of sexual violence of comparable gravity" as crimes against humanity and war crimes. Those acts constitute crimes against humanity when they are committed as part of a widespread or systematic attack directed against any civilian population, with knowledge of the attack. They constitute war crimes when they are committed in connection with an international or internal armed conflict.

Acts of sexual violence may also be qualified as torture when the constituent elements of the crime of torture are present, i.e. when the perpetrator of the act of sexual violence has intentionally inflicted severe pain or suffering, whether physical or mental, upon a person under his control. Lastly, they may be qualified as genocide when they are committed with intent to destroy, in whole or in part, a national, ethnical, racial or religious group, as such.

Today, the Statute of the ICC constitutes a major legal tool to combat impunity. Under the principle of complementarity, the Court has jurisdiction to act only where a State Party is unable or unwilling to exercise its jurisdiction. The transposition of the ICC Statute into national law is thus a matter of importance: the implementation of its provisions and the consistency of the law applicable to sexual violence depend upon it.

2.4. United Nations resolution 1325 on Women, Peace and Security, 2000

UN Security Council²⁰ resolution 1325 affirms the central place of equality between women and men in efforts to maintain and promote peace and security, and calls for the full involvement of women. . Based on the implementation of the concept of "prevention, protection, participation", this resolution commits Member States to:

- increase representation of women at all decision-making levels in conflict prevention, management and resolution;
- adopt measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;
- give special protection to women and refugee populations during conflicts;
- increase support for women peace-builders;
- put an end to impunity for sex crimes, including specific gender violence;
- increase women's participation in peacekeeping operations and in the post-conflict process.

²⁰ The UN Security Council has 15 members, five of them permanent – China, the USA, the Russian Federation, France and the UK – and ten members elected by the General Assembly for a two-year term. The current (2008) members are: South Africa, Belgium, Burkina Faso, Costa Rica, Croatia, Indonesia, Italy, Libya, Panama and Vietnam.

Being a recent resolution, the National Action Plans (NAP 1325) for its implementation remain few and disparate. The UN, through its relevant agencies, is developing a concerted policy framework and means of implementation, the first evaluation of which was made in 2006²¹.

2.5 Resolution 1820 on sexual violence: an essential new step (19 June 2008)

United Nations Security Council resolution 1820 on "Women, peace and security", adopted unanimously, recognises sexual violence, in particular rape, as a weapon of war and a crime against humanity. It demands the "immediate and complete cessation by all parties to armed conflict of all acts of sexual violence against civilians" and that all parties "immediately take appropriate measures to protect civilians, including women and girls, from all forms of sexual violence, which could include, inter alia, enforcing appropriate military disciplinary measures and upholding the principle of command responsibility, training troops on the categorical prohibition of all forms of sexual violence against civilians, debunking myths that fuel sexual violence, vetting armed and security forces to take into account past actions of rape and other forms of sexual violence, and evacuation of women and children under imminent threat of sexual violence to safety" *Annex*.

2.6 Texts of the Council of Europe :

From its part, the Council of Europe has worked on the issue of the participation of women in the prevention and resolution of conflicts and peace building, notably during the 5th European Ministerial Conference on equality between women and men (Skopje, 22nd, 23rd January 2003). During this Conference, a Resolution was adopted on "the role of women and men in conflict prevention, peace building and post-conflict democratic processes – a gender perspective". In 2004, a Recommendation was addressed by the Council of Europe to its Member States on "The role of men and women in the intercultural and inter-religious dialogue for the prevention of conflicts, peace building and democratisation" ; at last, a draft Recommendation on the role of women and men in the prevention and resolution of conflicts and peace building" is currently discussed by the Committee of Ministers of the Council of Europe.

²¹ Security Council Statement of 25 October 2006 on women, peace and security (S/PRST/2006/42).

2.7 European Union commitments

Equal rights and opportunities for women and men have been an EU principle since the Treaty of Rome, reinforced by the Treaties of Maastricht (1992) and Amsterdam (1998). The EU has a Common Foreign and Security Policy (CFSP) and a European Security and Defence Policy (ESDP)²², which, like all EU policies, are required to incorporate gender mainstreaming. Gender equality is also a priority theme in the Investing in People (IIP) programme, which is part of the Development Cooperation Instrument (DCI). These instruments, like the Roadmap for Equality between Women and Men (2006-2010), reaffirm the two-pronged European approach to equality:

- incorporation of the gender perspective, with a cross-sectoral approach to social relations between women and men;
- adoption of specific measures for women, aimed at empowering them and giving them greater autonomy, in view of a situation based on initial inequalities.

In recent history, countries on the European continent and in the area covered by the OSCE²³ have been affected by armed conflict, and the EU has experience of managing crises and peace processes.

The working document on the implementation of resolution 1325 in the framework of European Security and Defence Policy (ESDP), adopted by the EU Council in September 2005, calls for at least 40 % of the people involved in the whole peace process to be women; this figure should apply to mediation, peace-keeping, peace-making, peace-building and conflict prevention, including information and observation tasks, and peace negotiations, and for the EU to ensure that women are included in the political dialogue. To date, six Member States have drawn up National Action Plans to transpose resolution 1325: Austria, Spain, Finland, the United Kingdom, Sweden and the Netherlands. Belgium, Ireland and Portugal are currently drawing up its National Action Plan (NAP). Other countries, like Germany, take a cross-sectoral approach to incorporating the goals of resolution 1325 in their cooperation or gender mainstreaming strategies.

²² <http://europa.eu/scadplus/leg/en/s05001.htm>; this report does not expand upon the EU's institutional and financial initiatives, commitments and mechanisms in relation to the issue of women and armed conflict, since these are analysed in depth in *Enhancing the EU Response to Women and Armed Conflict with Particular Reference to Development Policy: Study for the Slovenian Presidency of the EU*, Andrew Sherriff with Karen Barnes, April 2008.

²³ The Organization for Security and Cooperation in Europe brings together 56 States in Europe, Central Asia and the Americas. It employs 3000 people on 19 field missions and activities across Eastern and Southeastern Europe, the Caucasus and Central Asia, aimed at facilitating political processes, preventing or resolving conflicts, and promoting civil society and the rule of law; <http://www.osce.org/>; gender equality: <http://www.osce.org/activities/13041.html>

In November 2006, the Council of the EU adopted conclusions on promoting gender equality and gender mainstreaming in crisis management²⁴.

The European Consensus on Development states that "gender equality is one of the five key principles of development policy" (December 2005)²⁵. In the European Consensus on Humanitarian Aid (December 2007), MSs and the European Council, Parliament and Commission undertake to promote compliance with international law, including international humanitarian law, human rights and refugee law. The Consensus includes the commitment to provide adequate, effective aid to the most vulnerable populations. The specific needs of women must be taken into consideration and "protection strategies against sexual and gender-based violence must be incorporated in all fields of humanitarian aid". Equality is also incorporated in the European Concept for support to Disarmament, Demobilisation and Reintegration.

As far as women refugees, asylum seekers and beneficiaries of subsidiary protection are concerned, the Directive on minimum standards²⁶, by proposing a gender-sensitive interpretation of the Geneva Convention, opens up the possibility of a better incorporation of the situation of women victims of armed conflict. Adopted in April 2004, the Directive harmonises the system of subsidiary protection within the EU, for those who do not qualify for refugee status but who ought to receive subsidiary protection. The Directive of January 2003 on reception standards makes provision for Member States, in their national legislation on reception and healthcare standards, to take into account the specific situation of vulnerable persons, such as minors, pregnant women, single parents with minor children, and persons who have been subjected to torture, rape and other serious forms of violence.

²⁴ http://www.eu2006.fi/news_and_documents/conclusions/vko46/en_GB/1163413586306/

²⁵ "The Community will strengthen mainstreaming in relation to certain issues involving general principles applicable to any initiative and which call for efforts in several sectors. These include democracy, good governance, human rights, the rights of children and indigenous peoples, gender equality, environmental sustainability and the fight against HIV/AIDS." Joint declaration by the Council and the representatives of the governments of the Member States meeting within the Council, the European Parliament and the Commission on the development policy of the European Union entitled "The European Consensus" [Official Journal C 46, 24.2.2006].

²⁶ The main objective of this Directive is, on the one hand, to ensure that Member States apply common criteria for the identification of persons genuinely in need of international protection, and, on the other hand, to ensure that a minimum level of benefits is available for these persons in all Member States.

3. POSITIONS AND INITIATIVES OF MEMBER STATES AND THE EUROPEAN UNION

Twenty-five of the twenty-seven countries of the EU, together with the European Commission (DG Development, RELEX and ECHO), completed the questionnaire (see text of questionnaire in Annex .). Although this document cannot claim to be exhaustive – it will need to be explored in greater depth and updated periodically - it has allowed data to be collected which, until now, had not been coordinated. It thus offers an overview of coordinating structures for the implementation of Member States' commitments concerning women and armed conflict, actions carried out by Member States as part of development cooperation, objectives set for the implementation of resolution 1325, etc. This analysis also includes information supplied by the European Commission. It confirms the lack of indicators currently available in the area of women and armed conflict.

3.1. Preliminary remarks

The questionnaire focused on the following aspects of the issue of women and armed conflict, reflecting the recommendations of the Beijing Platform for Action critical area of concern no. 5 and resolution 1325:

- Institutional aspects and internal administration
- Implementation of gender mainstreaming in international actions
- Actions in the national, European and international setting
- Implementation of United Nations Security Council resolution 1325 on Women, Peace and Security
- Participation of women and men in decision-making processes
- Internal or cross-border armed conflicts in European Union countries²⁷
- Treatment of women refugees in the European Union
- Civil society, education, research and information
- Recommendations from Member States and actions to be developed

²⁷ Information on this issue was not provided by Member States as part of this questionnaire.

Responses were processed question by question. The detailed results can be found in Volume II of this report²⁸. The closed questions were generally answered, while more of the open questions were left blank. A number of countries made recommendations or comments where they were given the opportunity. The analysis brings out a body of quantitative and qualitative information on institutional aspects of the way the issue of women and armed conflict is addressed within Member States, the gender composition of those in charge of the issue, the reception of refugees and dialogue between public institutions and civil society on the subject, etc. This chapter presents a summary of the main themes that emerged from the information provided²⁹. For a fuller picture, please refer to Volume II. In addition, a summary of Member State and European Commission recommendations is given in Chapter 4.

²⁸ See pp. 12 to 40.

²⁹ For the full quantified results, see the tables in annex.

Table 5 – Summarised presentation of the results of the questionnaire

<ul style="list-style-type: none">- Generally speaking, "Women and Armed Conflict" is not a specific issue in foreign and development policy. Instead, it is addressed at different levels of government.- There is often little coordination between these different levels of government. Generally speaking, Member States do not have an overall strategy for incorporating the issue in their foreign and development policy. Only seven Member States have drawn up National Action Plans for implementation of resolution 1325 (<i>see 2.5</i>).- The incorporation of gender in projects and programmes is considered an overall objective by the European Commission.- The incorporation of a gender perspective is found in the training of staff concerned, but to a lesser extent in the implementation of actions on the ground or in the reception of refugees and asylum seekers.- The implementation, follow-up and evaluation of concerted policies that incorporate a gender perspective have, in practice, yet to become operational: there is very little use of gender-specific statistics, little follow-up of recommendations and resolutions in this field, and little evaluation of the Beijing Platform for Action critical area of concern no. 5.
<ul style="list-style-type: none">- Support is given to civil society organisations that address this issue in relation to Southern and European countries, in particular in the Balkans, but this support does not necessarily target civil society organisations run by women.- Women are systematically under-represented in decision-making bodies that deal with this issue and in the implementation of actions that affect them.
<ul style="list-style-type: none">- There really is no specific policy in place for the reception of women refugees of armed conflict in the EU.- Major disparities between Member States can be observed in the following areas: operational or even formal gender mainstreaming; presence or absence of resolution 1325 National Action Plans; presence or absence of mechanisms for coordinating decisions and actions on this issue within Member States; more or less serious repercussions of Community decisions and resolutions on Member States' policies.- Peace and non-violence educational initiatives in the EU remain underdeveloped and do not always incorporate a gender dimension.

3.2. Institutional aspects and internal administration

The first set of questions focused on the institutional treatment of the issue of "Women and Armed Conflict" within Member States. Two essential points are worth noting:

- **On the institutional treatment of the issue of "Women and Armed Conflict"**

Approaches vary greatly within the Member States. Some concentrate on the issue essentially in one or two ministries. In such cases, it is mostly the Foreign Affairs or Defence ministries. Others, in contrast, approach the issue cross-sectorally in various ministries and/or national secretariats. Few coordination mechanisms have been put in place. There is either a specific person in charge (e.g. Latvia) or a specific department within the Ministry of Foreign Affairs, as in the case of Slovenia. The Netherlands has set up an interministerial coordinating body within the Foreign Affairs ministry, which draws together the Gender division and Health, Gender and Civil Society departments, and also involves the ministries of Defence, Home Affairs, Education, Culture and Science.

Within the European Commission's Directorate General External Relations (DG RELEX), the inter-service group on gender equality has a specific sub-group in charge of the issue of women and armed conflict.

- **On training**

Staff concerned by the issue mostly received gender training: the vast majority of MSs organise training for staff employed in areas that touch upon armed conflict and peacekeeping³⁰.

This information shows how, most of the time, the issue is not considered specifically. It is viewed from the point of view of the defence of human rights, humanitarian intervention or conflict and post-conflict management, etc., rather than as an issue in its own right. Hence the importance of national and international recommendations for improved coordination of actions at national and European level³¹.

3.3. Implementation of gender mainstreaming in international actions

Gender mainstreaming is an initiative that cuts across international actions, in the area of women and armed conflict as elsewhere. On this point, two major aspects come out of this survey:

- **What is understood by "gender mainstreaming" is subject to differing interpretations** according to Member State: incorporation of equality in aid projects in conflict and post-conflict settings, actions for exchanging best practice, conferences and seminars on the issue, etc.

³⁰ Two questions addressed this subject: the first received 15 positive responses, the second 16.

³¹ In its response to the questionnaire, the European Commission calls for greater cooperation between all actors involved in conflict and post-conflict situations.

- **The resulting strategies vary widely:** development and use of specific tools for gender mainstreaming of a given policy (implementation, follow-up and evaluation of the action), formal and/or specific training and awareness actions for staff concerned by this issue.

If gender mainstreaming in international actions necessarily implies the use of a pre-defined strategy, the survey results show that Member States are in very different positions as regards accomplishing gender mainstreaming:

- Some have developed an overall strategy: gender mainstreaming throughout development cooperation and aid policy in connection with armed conflict. Half of participants affirmed they were doing this.
- Others accomplish partial mainstreaming: training and recruitment of staff who work in the field of armed conflict, implementation of gender mainstreaming in specific actions.

The European Commission considers gender mainstreaming to be one of the overall objectives of its programmes and projects. The Council and Commission have produced a common document on DDR, which provides a clear definition of gender mainstreaming. Gender mainstreaming forms an integral part of the analysis of conflict situations. Since July 2006, there has also been a checklist to help implement resolution 1325 in operations carried out under European supervision. The European Commission has also drawn up guidelines for actions to be carried out in relation to children in armed conflicts. These documents also include a gender dimension. Peace operations carried out under the European flag are required to incorporate gender training and be accompanied by gender advisers.

Nationally, gender training for staff who work in this field is widespread: 17 Member States responded positively³². Nevertheless, this does not mean they have developed an overall cross-sectoral gender-mainstreaming strategy in their cooperation efforts. Half of participants are doing so³³. Training for mission personnel mostly incorporated the gender dimension. This dimension is also a key part of diplomatic training and other codes of conduct for on-the-ground operations³⁴. An additional survey would be needed to get a clear idea of what Member States understand by "training": approaches may vary widely, from brief awareness-raising to real in-depth training.

³² See Table 1 in annex.

³³ See Table 2 in annex. 12 Member States responded positively and 12 negatively to questions 2.1 a and b.

³⁴ See Table 4 in annex, in particular the responses to questions 4.5 and 4.7.

Where countries have an overall cross-sectoral gender-mainstreaming strategy in place, it includes a component and objectives with regard to armed conflict, peace and reconstruction. Quite a clear line can be drawn in these responses between Northern EU countries and those of Southern and Eastern Europe: positive responses came mainly from the Northern countries, especially those that have been members of the EU for longest. Countries that have not developed such a strategy nevertheless have initiatives in place in the field of women and armed conflict³⁵. The countries that most often answered positively to the question of cross-sectoral gender mainstreaming in their actions concerning women and armed conflict are: Germany, Austria, Denmark, Spain, Slovenia, Sweden and Italy. Next came France, Finland³⁶, Portugal and Romania. Gender mainstreaming is still lacking from the agendas of most of the new Member States. The Scandinavian countries, Germany and Spain have greater experience of this matter. Transfers of best practices between Member States are certainly worth developing.

The actions carried out are primarily humanitarian, with a predominant focus on support for refugees and/or displaced persons³⁷. There are very few actions of this kind in connection with cross-border cooperation. Those that are addressed specifically at women and girls in armed conflicts are more concerned with those recruited illegally to the armed forces than those abducted to serve as combatants' slaves: only six countries claimed to carry out actions with this focus³⁸.

The international action carried out by Member States in connection with women and armed conflict consists primarily of post-conflict reconstruction. Most countries incorporate the objective of equality and increased public responsibilities and participation for women³⁹. The objective of promoting women's security and of legal accountability for violence against women is well pursued⁴⁰. Post-conflict initiatives carried out by women are also supported by a good half of the countries, as is aid to widows and orphans of war and armed conflict.

³⁵ Cyprus, Greece, Lithuania, Portugal, Romania and Slovenia. In fact, 17 countries organise actions in the field of "Women and armed conflict". The only negative responses came from Estonia, Latvia, Malta, Poland and Slovakia.

³⁶ Finland now has a NAP for Resolution 1325 (published in June 2008), as does Belgium (due to be published in September 2008).

³⁷ 15 responses for the humanitarian field and 14 for support to refugees, for example.

³⁸ See Table 2: responses to questions 2.3 a and 2.3 b.

³⁹ Of those that answered, Cyprus, Latvia, Slovakia and the Czech Republic are the only countries not to do so.

⁴⁰ By 13 Member States.

The recommendation by Member States to promote the role of women as peace actors, and the European Commission recommendation to involve local women's organisations, are implemented by more than half of participants in the survey.

However, the use of gender-specific indicators is still not very widespread: only seven Member States use them⁴¹. In the operational setting, this basic reference tool is still not very common, either among Member States or the European Commission. **The latest recommendations adopted by the European Commission, affirming the need to strengthen mechanisms for the follow-up and evaluation of actions, use solid gender statistics in their elaboration⁴².** Moreover, these statistics are needed for the development of indicators.

3.4. Actions carried out by Member States at national, European and international level

The survey distinguished between various types of action:

- participation in Community committees or working parties;
- follow-up of European Parliament recommendations and implementation of Council Conclusions;
- use of instruments such as checklists;
- evaluation of the Beijing Platform for Action (Objective 5 on women and armed conflict).

The responses to these questions are not always complete. Most Member States participate in committees and working parties of Community institutions which address issues concerning women and armed conflict⁴³. Cyprus, Latvia, Malta and Estonia do not participate. There appears to be little follow-up to, or familiarity with, the recommendations made by the European Parliament: few responses, and even fewer positive responses. These responses doubtless also bear witness to a lack of information circulation and visibility of debates on this issue.

Implementation of the Council Conclusions takes a variety of forms: either strategically by drawing up a NAP R1325, or through a range of initiatives. These include organising ESDP gender seminars, mentioning the Conclusions in training courses, drawing up an ethical code for the training of field staff, and increasing the number of women in the forces. **Convergent efforts are needed from Member States to identify and consolidate a collective EU approach in support of the United Nations initiatives recommended by the Slovenian Presidency of the EU.**

⁴¹ See Table 2: responses to question 2.4 c. Germany, Austria, Denmark, Spain, the Netherlands, Sweden and Slovenia. Note that six countries did not answer this question.

⁴² Sherriff, A. and K. Barnes. Enhancing the EU Response to Women and Armed Conflict with Particular Reference to Development Policy. Study for the Slovenian Presidency of the EU, April 2008, pp. 77, 81.

⁴³ 18 of the 22 that answered this question.

The tools for gender mainstreaming of actions are little known or used. Reference to checklists is not widespread. Where it does occur, it is mostly in pre-deployment training. The German Presidency of the EU developed the use of checklists (handbooks) in ESDP missions. There appears to be little mention made of this reference in the survey. The obstacle to genuine implementation of effective tools thus has less to do with their inadequacy or non-existence than with a lack of knowledge about them or failure to appropriate them.

What stands out here is that there is little sign of the practice of evaluation in the management methods of this area of action. There is little evaluation of the implementation of Beijing Platform for Action Objective 5 by Member States: to date, only three have done so⁴⁴.

3.5. Implementation of United Nations Security Council resolution 1325

Implementation of resolution 1325 National Action Plans has been accomplished, or else is under way, in few Member States⁴⁵. Where reasons are given, the absence of National Action Plans is justified by the desire for flexibility of action, the lack of utility of such a plan, the impossibility of implementing one, or a lack of sufficient basic data. Generally speaking, few specific authorities have been set up in the field of women and armed conflict: three countries have set up authorities for hearing political and military leaders, four bodies for consultation with civil society, and five an observatory. **Situations vary greatly and undoubtedly raise problems for coordination of actions.** At European level, an inter-service taskforce has been in place since February 2007, working specifically on the implementation of this resolution. Many European Commission services have joined a broad partnership of national and international institutions, agencies, academies, the military and NGOs, which acts as a forum for discussion, and also increases understanding of gender and the need for gender mainstreaming in the implementation of R1325.

Resolution 1325 aims to increase the presence of women at all levels of decision-making in conflict prevention and management and in peacekeeping operations (*see 2.4 Annex*). In particular, this means women having a balanced presence in the EU countries' national armies. Further efforts are needed to achieve this objective. The majority of Member States carry out actions aimed at increasing the proportion of women in their armies. The number of women in command posts is even lower, and countries that score better in terms of women's participation in their armies are not necessarily the ones that appoint more women to command posts. Only the Baltic countries exceed the 10 % mark for women in their armies⁴⁶.

⁴⁴ Germany, Cyprus and the Czech Republic. Plus only a further five Member States plan to carry out an evaluation of this objective (Latvia, the Netherlands, Portugal, Romania and Slovakia).

⁴⁵ 10 Member States have NAPs: Austria, Denmark, Spain, Finland, the Netherlands, Sweden, the United Kingdom; Belgium Ireland and Portugal (under way). Some non-EU Member States also have NAPs: Norway and Switzerland.

⁴⁶ See Table 4 in Annex.

Training and awareness initiatives concerning women in conflicts and women's rights contribute to increasing the capacities of male and female actors working in crisis and conflict management. They are run as part of the ESDP and are promoted through actions by UNIFEM, UNICEF and the UNHCR. As yet, involvement from new EU Member States is limited.

The European Commission makes considerable efforts in terms of staff training, both at its headquarters and in its delegations. Practical instruments are developed and distributed (some online), more specifically on the precise theme of women and armed conflict. To date, over 1000 people have received gender training. In addition, there is a Gender Network, which brings together more than 70 members of EU delegations around the world.

3.6. Participation of women and men in decision-making processes

The analysis was based on quantitative data supplied by Member States, the existence or otherwise of strategies aimed at increasing women's participation in national and international institutions, the achievement of parity, and access to responsibility in the management of refugee assistance programmes and projects.

The proportion of men and women in Member States' diplomatic services varies from one country to another, but, overall, there is net under-representation of women. Women's representation ranges from 65.2 % (Latvia) to 14.4 % (Italy). The table below shows better performance overall from Eastern European countries and Finland. In all countries, the proportion of women ambassadors remains very low.

Table 6 – The percentage of women in the diplomatic field

1.DIPLOMATS	% F	2. AMBASSADORS	% F	3 HEADS OF DIPLOMATIC MISSIONS	% F
Latvia	65,2	Estonia	27,5	Estonia	66,6
Estonia	59,2	Finland	27	Austria	59
Romania	53,2	Latvia	20	Latvia	50
Finland	48	Cyprus	18,5	Finland	28
Bulgaria	47,9	Netherlands	18	Cyprus	20,6
Netherlands	47	Austria	18	Czech Republic	19
Slovenia	45,6	Lithuania	15,5	Greece	17,3
Lithuania	44,6	Slovenia	15,4	Malta	17,8
Denmark	43	Denmark	15	Bulgaria	17
Czech Republic	41,8	Spain	13,8	Poland	15,3
Malta	40,5	Ireland	12,5	Netherlands	15
France	36,8	France	12	Lithuania	13,7
Poland	31,1	Greece	11,4	Slovenia	13,7
Portugal	29,5	Poland	10,9	Denmark	13
Greece	28,6	Czech Republic	9,5	France	12,7
Austria	28	Italy	8	Germany	12,5
Slovakia	27,5	Slovakia	7	Spain	12
Cyprus	24,3	Malta	6,9	Slovakia	10,6
Germany	23,8	Bulgaria	5	Portugal	9,6
Spain	19	Germany	4,6	Italy	3,7
Italy	14,4	Portugal	4,5		

A large number of Member States are aware of the low proportion of women in these professions: 14 of them claim to be taking action to increase women's representation at all levels of responsibility within national and international institutions responsible for making and influencing peacekeeping policy, preventive diplomacy, mediation and peace negotiations⁴⁷. However, only six countries responded positively to the question of whether they were taking action to increase the assumption of responsibility and equal representation of women in the planning, devising, execution, follow-up and evaluation of all refugee assistance projects and programmes (Germany, Bulgaria, France, Romania, the United Kingdom and Sweden)⁴⁸. This analysis needs to be qualified. There are few strategies in place aimed at achieving parity. Ireland, Finland and Sweden give an explanation of the means put in place to achieve it. Other countries merely indicate the absence of discrimination in the staff selection process. Still others do not consider parity between men and women as a "specific indicator" in this field, and no particular measure has been taken to correct potential imbalances.

3.7. Internal or cross-border armed conflicts in EU countries

One section of the questionnaire looked at experience of internal armed conflicts within the EU and their current impact. Overall, this type of question saw few responses, few positive responses and few comments. Only Cyprus answered all the questions positively. Ireland and the United Kingdom did not complete this section of the questionnaire. Thus there appear to be few studies or work to come out of Member States, either on the different roles played by men and women in this type of conflict or on women's roles in security, governance and rights matters in post-conflict settings. Studies have been carried out in the following countries: Germany, Cyprus, France, Italy, the Netherlands and Slovenia.

3.8. Treatment of women refugees and asylum seekers in the European Union

On the issue of the reception of women refugees from countries in conflict, all of the countries that answered the question – except Estonia – gave positive answers. Yet there are few figures to back up these answers: ten countries gave an overall estimate, and only 11 countries were able to provide an answer concerning the spread of men and women among refugee arrivals⁴⁹.

⁴⁷ See Table 5 in annex: responses to question 5.2.

⁴⁸ See Table 5 in annex: responses to question 5.4.

⁴⁹ See Table 7 in annex.

Few countries have adopted a refugee reception policy that incorporates a gender perspective: eight countries mention it, while it is little known in eight others. North/South and East/West divisions are apparent in these responses: more positive answers in the North and West of the EU. Positive answers covered very different realities: personal, differential reception of women and men, reception infrastructure that takes gender into account, specific training for staff in charge of reception and accompaniment. In some cases, the answers gave no explanation as to what was understood by this gender perspective.

Refugee status is granted to victims of gender-based persecution in 12 Member States; six did not answer the question⁵⁰. Recognition of sexual mutilation as a human rights violation is most frequently cited. Return programmes centred on women who have migrated as a result of armed conflict are almost nonexistent. **These positions show a perhaps inadequate understanding of the issue of women and armed conflict, particularly as regards the Beijing Platform for Action critical area of concern no. 5 and enforcement of resolution 1325⁵¹.**

3.9. Civil society, research, education and information

On this theme, a fairly clear distinction can be made between those countries that develop policy in support of civil society, research and information in the field of women and armed conflict, and those that appear to invest little in this area. In the first group are the following countries: Austria, Cyprus, Denmark, Finland, France, Germany, Italy, the Netherlands, Slovenia and Sweden⁵². Financial support for and work in partnership with civil society organisations takes place both in the country itself and in Southern countries. Financial support for and work with civil society organisations for women in sensitive and conflict settings similarly occurs either in the host country or on the ground. More than half of participants placed positive emphasis on the proactive role played by universities and research centres⁵³. **There is clear networking at work in this field between a dozen European countries that have some experience of this strategy and countries of the South.**

⁵⁰ Poland and Estonia responded equally negatively here. This is also the case of Ireland and Slovenia.

⁵¹ Specific clauses on women and children:
http://ec.europa.eu/justice_home/doc_centre/asylum/specific_clauses/doc_asylum_specific_clauses_en.htm

⁵² Spain, Greece, the Czech Republic and Ireland all but failed to complete this section of the questionnaire.

⁵³ See Table 8 in annex.

Increased and systematic support to these organisations and their networking would contribute to implementing a current European Commission recommendation⁵⁴. With the European Instrument for Democracy and Human Rights⁵⁵, the European Commission also wishes to enhance the role of civil society in the promotion of rights and democratic reforms: in it, the themes of violence against women have their place⁵⁶. The Commission promotes meetings with civil society – conferences, financing of local peace-building projects, support for organisations that defend human rights in particular – both in Europe and in third countries. In the context of the Sixth Framework Programme, MICROCON (*A Micro Level Analysis of Violent Conflict*) takes an innovative, multidisciplinary approach to conflicts at local level. It groups together 28 research projects from 40 different countries, and is intended to shed considerable light on various facets of violence, in particular gender-based violence⁵⁷.

Education in peace and non-violent conflict resolution appears at present not to be organised or practised systematically by the majority of Member States: nine countries gave positive answers to this question and, of these, seven incorporate a gender perspective.

4. Summary of recommendations

In the context of this enquiry, the Member States have formulated a number of recommendations. By necessity, these remain partial, but they offer a number of concrete perspectives which either confirm or complement those in the report published by the Slovenian Presidency. Moreover, an overview of the proposals and advocacy campaigns by civil society organisations sheds additional light, testifying to the diversity and the complementary nature of approaches to the issue of women and armed conflicts. The policies to be implemented, and the indicators to be formulated, concern diplomacy, the military, defence and security, development, fundamental rights, equality between men and women, sexual and reproductive health, education and peace.

⁵⁴ A. Sherriff, K. Barnes, op. cit., p.74.

⁵⁵ http://ec.europa.eu/europeaid/where/worldwide/eidhr/index_en.htm

⁵⁶ Questionnaire response 10.1.

⁵⁷ <http://www.microconflict.eu>

4.1. Summary of recommendations made by Member States and the EU

There are many official texts and reports produced by UN institutions, the EU, States and civil society organisations formulating recommendations in the area of women and armed conflicts. These concern a range of strategies, the insufficient implementation of which may be an obstacle to attaining the political goals to which all parties aspire.

Table 7 – Recommendations of the European Parliament (2006)

Example of priority recommendations made by international institutions: summary of recommendations made by the European Parliament Committee on Women's Rights and Gender Equality⁵⁸

Higher involvement of women

- Involvement of women in all national and international authorities.
- Involvement of women at all levels of the social, economic and political life of a post-conflict country.
- Support for peace initiatives launched by women through non-profit associations, particularly multicultural, cross-border and regional initiatives.

Rights and justice

- Application of concepts of "transitional justice" to peace processes and transitions to democracy of states
- Strengthening of the right to reproductive health.
- Effective implementation of human rights, international humanitarian law and international agreement, particularly those concerning women's specific rights and needs.

Coordination and cooperation

- Coordination of international institutions to achieve the goals of the various strategies and policies.
- Adoption of cooperation between the Parliament, the EU Council, NATO and all the bodies of the United Nations.

Education and training

- Introduction of peace education and teaching of respect for human dignity and gender equality in all school and training programmes of conflict countries.

Budget and finances

- Allocation of specific budgetary lines for conflict management and integration of a gender-based approach.

Strategic approach

- Development of strategic plans and national action plans integrating gender mainstreaming, particularly in ESDP activities and implementation of resolution 1325.
- Introduction of gender-specific indicators to be checked during conflicts.

Miscellaneous

- Improvement of the distribution of food, clothing and health equipment specific to women.
- Running of studies into suicide attacks carried out by women.

⁵⁸ Report on the situation of women in armed-conflict situations and their role in the reconstruction and democratic process of post-conflict countries; European Parliament A6--0159/2006. The EP "notes that, despite all of the resolutions, calls and recommendations adopted and launched by various international and European institutions, women do not play a full part in the prevention and resolution of conflicts, peacekeeping and peace-reestablishment operations..."

These strategic priorities are confirmed by the recommendations resulting from the Member States' answers to the questionnaire. Below are listed the main recommendations and proposals formulated by the Member States and/or appearing in their resolution 1325 NAPs ⁵⁹. Four main strategic areas are concerned by these recommendations; they require sets of indicators to be developed:

- Institutional strategy: consistency and effectiveness of national and supranational coordination instruments.
- Strategy for the internal consistency of actions: coordination between the aspects of preventing, combating, protecting against and providing reparations for violence to women.
- Strategy for further expertise: collection and circulation of information, as well as training and awareness-raising.
- Strategy to encourage participation: empowerment of women, female-male equality, further integration of civil society and a greater mobilisation of political players.

The Member States also underline the constraints that may help to explain the slow rate of progress. A distinction may be made between fundamental obstacles affecting processes of social and cultural change, and more technical obstacles which might be lifted more rapidly by increased and/or better-organised resources. Strategies for practical mechanisms of governance must fit with long-term strategies, such as the education of the general public and of children.

⁵⁹ The questions asked were: 9.1.a In your view, what should be done to ensure that the many resolutions and recommendations of the United Nations, the Council of Europe and the EU should be followed up with more specific "women and armed conflict" measures? 9.1.b. In your view, what are the blocking factors and obstacles that should be lifted to achieve better results? 9.2 Would you like to indicate four to six national or EU political priorities that you feel would be pertinent to "women and armed conflict"? It should be noted that less than half of Member States answered these questions properly, although several did also refer to the recommendations appearing in their NAP 1325.

Table 8 – Blocking factors and obstacles to be taken into account

<p>Blockage and obstacles to be lifted, cited by the Member States in this survey</p> <p>Obstacles relating to global geopolitical and/or development questions</p> <ul style="list-style-type: none">• The control and reduction of the arms trade.• Poverty, inequality and the non-respect of economic, social and cultural rights as direct or indirect factors of armed conflict and the exacerbation of violence.• The weakness or absence of security, justice and health infrastructures in the regions concerned. <p>Practical obstacles on which greater resources may have an impact more rapidly</p> <ul style="list-style-type: none">• The lack of involvement of women at all levels of the processes, both in Member States (politics, army, diplomacy, etc.) and in sensitive regions affected by armed conflict.• The lack of coordination and consistency of implementation instruments.• The lack of knowledge of UN and EU tools, such as the European DDR concept, the European consensus on humanitarian aid, etc.• The lack of training and understanding of the problem, particularly gender-related violence, possessed by the civilian and military personnel carrying out operations.• The lack of assistance in using and/or making operational changes to existing methodologies. <p>Cultural obstacles requiring long-term educational and advocacy policies</p> <ul style="list-style-type: none">• The "patriarchal mentality", the placing of women in an inferior position and their low level of involvement in politics and all levels of responsibility.• Gender stereotypes (for example: not considering that women can really be active participants or combatants; considering violence as being linked to a culture and not a violation of universal rights, etc.).• The fact that politicians and decision-makers have the impression that the "issue of women" is a minor one or currently being resolved, and so forget to mention violence and rights in their policy statements.• The fact that the peace culture is hardly taught, and that when such programmes exist, women's specific contributions and situations are not necessarily included.

4.1.1. Coordination of institutions and coherence with regard to women and armed conflict

At the institutional level, a better coordination of efforts by all administrations involved is required. The recommendations cover the nature and the **consistency of institutional arrangements** regarding the implementation of policies and actions, particularly the resolution 1325 National Action Plans and how they fit with development cooperation arrangements such as the Millennium Development Goals (MDGs). There must be greater coordination between authorities dealing with women, particularly in the following areas :

- military intervention; security and peacekeeping operations;
- humanitarian action
- rights, equality and the fight against discrimination and violence affecting women;
- public health and access to specific treatment;
- development policy, particularly the achievement of the Millennium Goals.

According to the Member States, assistance should be planned over the long term through the establishment of evaluation and methodology instruments; these should be harmonised between the United Nations agencies, the EU institutions and NGOs involved in the reconstruction process and institution-building.

Better coordination between donors and developing countries is a prerequisite for the implementation of any strategy related to the objectives of resolution 1325. The Member States proposed various coordination instruments:

- Drafting of a European directive to collate and summarise the current recommendations and resolutions of the EU and the United Nations, in order to give them greater strength and to encourage their transposition into the national legislation of each Member State.
- Create a consultation group composed of experts from Member States' national administrations responsible for gender mainstreaming and military security policies, with a view to developing consistent strategies and action plans.
- Set up a European armed-conflict monitoring group in order to take suitable measures as soon as a conflict starts; the monitoring group will take into account the impact of the conflict on women, so as to encourage joint and multi-disciplinary responses.
- Nominate a Special Rapporteur for Women and Armed Conflict and a Special Rapporteur for Children and Armed Conflict.

An example. Initiatives are taken within Member States to coordinate the implementation of resolution 1325. One such example is Austria, where a working group of ministers and decision-makers has been set up to develop and monitor an action plan. It meets annually and produces a report following consultation with representatives of civil society invited to share their experiences of implementation.

4.1.2. Integrated strategy for equality between women and men

The implementation of a **gender strategy** is necessary to achieve equality between women and men regarding rights and joint responsibility in all decision-making and operational processes. One of the priorities of this strategy should be to install a balanced involvement of men and women at all levels, particularly decision-making levels, in authorities, institutions and processes linked to conflict prevention and management, peace and reconstruction.

The Member States feel that the establishment of consistent policies and State-level arrangements can be achieved more easily when States have national gender strategies concerning all areas of intervention, including, of course, their policies on cooperation, humanitarian aid and defence.

- Reinforce the implementation of national gender-equality policies concerning development cooperation, humanitarian work and defence, and the evaluation of their impact.
- Help partners in third countries to implement gender mainstreaming in these areas.

The application of the principle of the equal treatment of men and women in decision-making processes regarding the prevention and peaceful resolution of conflicts and emergency situations must involve the integration of women at all levels of responsibility.

- Encourage male-female equality in all recruitment processes and for all political, military and diplomatic posts and roles in the area of armed conflict.
- Adopt equal treatment principles in the terms of reference for all missions and operations (including crisis management) and take measures to encourage a smoother fit between professional and family life.

An example. Member States which have drawn up 1325 National Action Plans are attentive to this aspect. So, Spain refers to its organic law 3/2007 and plans to establish a scorecard a regularly updated database of the gender composition of authorities responsible for managing the area of women and armed conflict. This NAP also provides for reinforcement of the monitoring group for women in the armed forces and the monitoring group for women in the armed forces and security apparatus of the State.

4.1.3. Better training of actors

There still appears to be insufficient **understanding of the subject** by all governmental and non-governmental players involved. This calls for better training of political decision-makers and staff implementing policies within Member States and intervention countries, organising the gathering and circulation of specific information and data and promoting research.

Member States must invest more in training senior and middle-ranking officers of the armed forces, the police and the judiciary, with a view to achieving more significant results in prevention and protection. Proposals include:

- Calling upon local gender-related expertise in order to adapt realistically to social, cultural, political and organisational contexts.
- Introducing gender-related training for all professionals involved in dealing with refugees, displaced persons and asylum seekers.
- Developing information- and practice-sharing among EU countries, particularly regarding the implementation of resolution 1325, so as to increase overall expertise.
- Creating and financing procedures at Member State and European Commission level to collect and circulate experience, practice, educational tools, criteria and indicators related to the involvement of women and gender mainstreaming applied to women in armed conflicts.

4.1.4. Participation of civil society organisations

Public authorities must ensure that their action fits with that of national and international non-governmental and civil society organisations, paying particular attention to the empowerment of women's movements in third countries, particularly in terms of conflict prevention, peace negotiations and reconstruction.

- Involve NGOs in the development of strategies concerning women and armed conflict, particularly for resolution 1325 National Action Plans.
- Systematic consultation of women and women's groups by Member States, the EU and its delegations on mission in areas of armed conflict.
- Promote specific action involving groups of men, particularly combatants and ex-combatants.

An example. Sweden has included the Folke Bernadotte Academy research centre in the preparation processes of the National Action Plan and the implementation of resolution 1325, as well as more generally in its women and armed-conflict initiatives.

4.1.5. Mainstreaming of social and cultural diversity

States and institutions involved in issues of armed conflict must recognise and take into account cultural specificities. For example: differences in concepts and practices between members on mission (civilians, military and police personnel) and the administrations and decision-makers of the countries concerned.

- Adapt strategies, 1325 National Action Plans and intervention procedures to the country and region concerned.
- Support actions that take into account cultural diversity, particularly the actions of women from different communities who are working together.
- Take into account the question of women belonging to native, cultural or religious minorities who suffer double discrimination and are more vulnerable to violence.

An example. In Cyprus there is a Women's Multicultural Centre, which aims to increase understanding and collaboration between Greek Cypriot and Turkish Cypriot women.

4.1.6. Information, awareness-raising, and peace and human-rights education

These actions must be reinforced in school and educational systems at European level, as well as in third countries, particularly those in sensitive areas. Member States underline the importance of targeting the general public, as well as the media, both in the Member States and in areas affected by armed conflict.

- Promote educational programmes about rape and violence, in the post-crisis period, to encourage genuine public debate about women's fundamental rights.
- Reinforce educational programmes in schools on peace and non-violent conflict resolution and systematically include the gender issue.
- Introduce specific training for journalists, journalism schools and the media in general.

4.1.7. Research and studies

There must be more research and gathering of data and statistics on gender. Impact and monitoring indicators must also be developed. The Member States and the EU should strengthen collaboration with national research institutes, universities and other public and private institutions that specifically deal with gender equality and the effects of armed conflict on women.

- Create a directory of European and international research institutions and programmes, and those in countries affected by armed conflict.
- Create and finance procedures at Member State and European Commission level to collect and circulate experience, practice, educational tools, criteria and indicators related to the involvement of women and gender mainstreaming.

Table 9 - Diagnoses and recommendations arising from the report for the Slovenian presidency

This is a partial summary. Please read the report for details of the proposals (pp. 71 to 82)⁶⁰

1/ The EU's understanding of the issues of women and armed conflicts is limited

- **Improve the understanding of this subject, particularly in four areas:** the role of women as actors in conflict situations; sexual and gender-based violence; the link between the development agenda and the agenda for women and armed conflict; support for local partnerships and initiatives.
- **Integrate the issue of women and armed conflict** in the various development sectors: health, education, civil society, justice, governance, etc.
- **Guarantee the systematic and regular consultation of those involved at local level** and provide financial help, particularly for women's groups.
- **Make the gender issue a priority** in peace agreements and the participation of women in peace processes: evaluate all current peace processes according to this criterion and consider how gender should be into account and initiatives supported.

2/ Lack of a plan or strategic framework to organise the EU's response

- **The European Commission should develop a strategy and an action plan drawing on resolution 1325 and using the expertise of the Member States.** This would include all economic, social, political and security aspects, and concern all tools (development, humanitarian, external relations, trade, etc.).
- **The Member States should develop 1325 action plans**, with specific strategies related to their policies; a peer review might be set up.
- **There should be support for the development of national action plans in third countries**, integrating the public authorities concerned and civil society.
- **Develop and use clear indicators.** These indicators will come from reports and research, the analysis of local conflicts, the work of the French Presidency and the national action plan process. Member States and the EU should allocate resources to these indicators.

3/ Issues of women and armed conflict are not prioritised in EU development and peace-building policies and programmes

- These issues must be prioritised in European development, defence and diplomacy actions in order to engage those responsible at a high level.

⁶⁰ Sherriff, A. and K. Barnes. 2008. Enhancing the EU response to women and armed conflict with particular reference to Development Policy (ECDPM Discussion Paper 84). Maastricht: ECDPM

4/ The EU's response in the area of women and armed conflict has been developed without an understanding of local contexts

- Initiate further research to evaluate global and local responses, including an analysis of the possible application of resolution 1325 and good local practice.
- Undertake joint analyses of conflicts and the gender issue in each intervention context so as to coordinate EU action.

5/ The EU does not concentrate effective efforts at regional level

Ensure true regional integration of the approach to women and armed conflict in EU regional strategies and programmes (integration in early warning systems, good South-South practices, exchanges of information, reinforcement of local networks, particularly women's networks).

6/ Evaluation and monitoring mechanisms remain weak

Develop these European mechanisms. Evaluation in the area of women and armed conflict should become a specific theme of the report by the Presidency of the EU regarding progress on conflict prevention and ESDP. MSs should produce reports as part of their annual international cooperation documents.

7. Insufficient financial and human resources

Analyse existing resources and develop appropriate levels of financial and specialised human resources. Provide non-aggregated financial data. The European Commission and the Member States could agree on a global percentage of funds allocated to the area of women and armed conflict.

4.2. Positions and proposals of civil society organisations

Many international, national, sub-regional and local civil society organisations (CSOs) have long experience and direct contact with situations on the ground, enabling them to formulate concrete proposals. They highlight aspects to which public institutions sometimes pay insufficient attention, and which need to be developed in light of the slow progress made on women's involvement and the increase of sexual violence in various parts of the world. The proposals outlined below provide a necessarily partial overview of the issues put forward by CSOs. Table 10 completes this overview by providing the internet references for these proposals and campaigns.

4.2.1. Themes of political advocacy in Member States and the European Union

The EU and its Member States could be more vocal internationally on a number of major themes. States have a responsibility to limit the supply of arms to unstable areas, particularly small calibre and multiple fragmentation weapons, and mines, which cause civilian casualties, many of them women, particularly in rural areas. They should encourage the ratification of international agreements on light weapons and cluster munitions⁶¹ and the implementation of an international treaty on the trade in conventional weapons⁶² and ensure that the EU's code of conduct on arms exports⁶³ is made binding. Civil society organisations emphasise that there is insufficient consideration of the specific impact on women (domestic violence) of weapon ownership, much of which is linked to smuggling, as well as initiatives by women's networks to encourage disarmament.

Democratic states must make their positions on women and armed conflict clearer and more consistent. Certain States could apply pressure on their geopolitical and economic partners in cases of serious violations of women's rights and as soon as systematic rapes start to be documented.

The European States have a responsibility to combat the impunity of war criminals and those committing crimes against humanity, including those in high positions of authority, and to bring them to justice, which is essential to prevent violence. They may decide to open investigations at the International Criminal Court. This fight against impunity also concerns the European Neighbourhood Policy, in the context of the enlargement of the EU. The States must demand and support the implementation of independent commissions of inquiry as soon as violence, rape, abuses or war crimes are reported.

⁶¹ At the Dublin Diplomatic Conference, held on 30 May 2008, 111 states agreed an International Convention on Cluster Munitions (CBU). These are defined as "a conventional munition that is designed to disperse or release explosive sub-munitions each weighing less than 20 kilograms over an area of several square kilometres". The signing of the convention is planned for 2 and 3 December 2008 in Oslo; it will come into force when 30 signatory countries have ratified it, without a transitional period.

⁶² World military expenditure has increased by 45 % in ten years. It stood at 851 billion euros (1 1 339 billion dollars) in 2007, 45 % of which was by the United States and 34 % by European countries. The 15 highest-spending countries, in descending order: United States, the United Kingdom, China, France, Japan, Germany, Russia, Saudi Arabia, Italy, India, North Korea, Brazil, Canada, Australia and Spain. Arms production and trade has also increased.

Source: SIPRI Yearbook 2008 Armaments, Disarmament and International Security, June 2008 Stockholm International Peace Research Institute; <http://www.sipri.org>

⁶³ Instruments to promote include: ECOWAS Convention on Small Arms and Light Weapons, their ammunition and other related materials, currently ratified by Niger, Mali, Burkina Faso, Sierra Leone and Senegal, will come into force when it has been ratified by eight of the 15 ECOWAS states; Resolution and Action Programme of the United Nations to prevent, combat and eliminate the illicit trade in small arms, for a Treaty on the Trade in Conventional Arms; EP Resolution of 13 March 2008, requesting that the European Code of Conduct on Arms Exports becomes legally binding. See: <http://fra.controlarms.org/pages/index-fra>

4.2.2. Effective participation of women's organisations

The resources and importance given to women's organisations and movements are still insufficient, particularly above the micro and local level, despite intentions and commitments to the contrary. Apart from their financing of women's groups, States could insist that women's representatives be present at peace negotiations and donors' conferences, and contribute by paying for travel, since some negotiations take place outside the countries concerned. In general, gender-related impact evaluations should be carried out when evaluating projects and actions involving or concerning women.

It would also be useful to encourage the South-South sharing of information and practices, particularly with the countries of Latin America, where women's movements have a long history of taking action in support of peace and gender justice, for example in Colombia⁶⁴.

4.2.3. Protection of victims, witnesses and defenders

In current armed conflicts, rape and gender-based violence is mainly documented through allegations by victims and witnesses. Witnesses may be the victims of the violence, people who were present or, in certain cases, relatives of the accused who agree to testify. Legal accountability is possible only if States take serious steps to protect women making allegations⁶⁵, witnesses and human rights defenders (particularly women, who are often at greater risk of reprisals.⁶⁶) It is also essential to support local reception centres for women victims of violence, particularly structures set up by local women's organisations.

⁶⁴ Notably Women for Peace <http://www.mujiresporlapaz.org/> and Peace Road <http://www.rutapacifica.org.co/>, which involves 315 315 organisations. It has developed a victim's manual to help women document and prepare their deposition regarding crimes committed, particularly by paramilitaries.

⁶⁵ At the International Criminal Tribunal for the former Yugoslavia, it was noted that "only 18 % of witnesses are women (investigators tend to start by questioning national authorities, which are composed mainly of men, and are less attentive to issues affecting women), except in the case of sexual violence, where most witnesses are women"; http://www.droits-fondamentaux.org/article.php3?id_article=106

⁶⁶ EU guidelines concerning defenders of human rights (<http://europa.eu/scadplus/leg/fr/lvb/l33601.htm>) should specifically take into account women defenders.

4.2.4. Incorporation of sexual and reproductive health

NGOs and research centres in Europe and third countries draw attention to the fact that the issue of "sexual and reproductive rights and health" (SRRH) is largely ignored during and after armed conflict, even though gender-specific violence increases in these contexts⁶⁷.

These civil society organisations feel that greater resources should be allocated to the consideration of this issue, mainly by systematising the implementation of a Minimum Initial Service Package (MISP). This involves a series of actions to prevent the death of newborns and women, to reduce the risks of transmission of HIV-AIDS, to prevent and manage the consequences of sexual violence and to include the provision of full reproductive health services as part of the primary health programme in place. It is also fundamental to facilitate access to contraceptives by ensuring sufficient and regular finance.

Moreover, the effective provision of post-traumatic psychological treatment requires resources and training of personnel, particularly women.

4.2.5. Compensation mechanisms and transitional justice

Effective resources must be allocated to support victim reparation and compensation mechanisms⁶⁸. Research and collation of good practice is needed on the operation of such mechanisms, such as transitional justice, including investigation and reparation procedures, and the involvement of local participants, particularly women, during public consultations and hearings, taking into account local specificities and traditional regulation mechanisms⁶⁹.

⁶⁷ Under the Slovenian presidency of the EU, a conference on The Impact of Crises and Conflict on Sexual and Reproductive Health and Rights was held in Ljubljana on 22 November 2008, resulting in a series of recommendations (see table 10).

⁶⁸ NGOs feel that rape constitutes a form of torture and that it should be considered as such when examining asylum applications, as well as effectively applying article 14 of the International Convention Against Torture, which "recognises that any victim has the right to obtain redress and has an enforceable right to fair and adequate compensation including the means for as full rehabilitation as possible"; <http://www.fiacat.org/fr>

⁶⁹ "Transitional justice" means judicial procedures that take place during the difficult switch from war to peace or from dictatorship to democracy. In countries where the judicial apparatus is weak and/or where massive abuse has been perpetrated, transitional justice allows the implementation of processes of reconciliation, justice, compensation and the sharing of experiences with future generations; an example would be "truth commissions".
<http://198.170.242.9/french>

4.2.6. "Neglected" social categories

There must be increased support for particularly disadvantaged social categories that are at risk in armed conflict situations, such as women and girls who are non-combatants but associated with armed forces, and who should benefit from demobilisation and reintegration programmes, and widows, cultural minorities, feminist men and pacifists⁷⁰.

The number of widows has increased in recent years as a result of armed conflicts and ethnic cleansing⁷¹. Widows are among the poorest categories. Their specific needs and contributions are little heeded in processes such as the reform of justice sectors (consideration of inheritance issues), the granting of aid and the creation of economic activities, etc.

There must also be awareness of the issue of missing persons and enforced disappearances. The task of remembrance and the fight against impunity is often undertaken by groups of women, who receive little aid and sometimes even suffer repression⁷².

⁷⁰ Founded in Canada, the White Ribbon Campaign is a men's group seeking to put an end to violence by men against women; <http://www.whiteribbon.ca/international>

⁷¹ According to NGO reports, in Iraq, Afghanistan, Rwanda, Burundi and DRC, the head of one out of three families is a widow; in some regions of Iraq or Darfur, 40 % of adult women are widows; http://www.thewnc.org.uk/pubs/WPD_CS52_statement.pdf

⁷² On 20 December 2006 the UN adopted an International Convention for the Protection of All Persons from Enforced Disappearance. The International Coalition Against Enforced Disappearances advocates its unconditional ratification; <http://www.icaed.org>

4.2.7. Women refugees and asylum seekers and subsidiary protection

NGOs draw attention to the fact that over the last few years there has been a sharp drop in the number of people able to submit requests for asylum within the European Union, even though the EU has grown to 27 members⁷³. In particular, refugees from Iraq now living in Syria and Jordan, as well as Palestinian refugees in Iraq or in refugee camps require greater support, both for their reception and their resettlement. Many women refugees from Iraq are victims of violence. There should be a harmonisation of procedures between Member States⁷⁴ and compatibility should be checked between certain provisions of European directives concerning the right to asylum and International Conventions in support of human rights, particularly the rights of women, families and children.

⁷³ In 2006, 192 000 people sought asylum across the 27 Member States of the EU. In 1992, 670 000 asylum seekers were recorded across the EU-15. Data Eurostat; http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-SF-07-110/FR/KS-SF-07-110-FR.PDF; the main countries of origin were: Iraq, Russia, Afghanistan, Iran, Turkey, Pakistan, Somalia, Serbia and Montenegro.

⁷⁴ According to Amnesty International, "Recent research into the handling of Iraqi asylum seekers within the EU shows that there are still considerable variations between the practices of different Member States. So, although the rate of recognition of Iraqi asylum seekers reached 85 % in Germany and 82 % in Sweden, protection was only granted in 30 % of cases in Denmark and only 12 % in the United Kingdom". Amnesty International report for the French presidency of the EU: http://www.amnesty.fr/var/amnesty/storage/fckeditor/File/memo_prdce_frce_fr.pdf

4.2.8. Education for a culture of peace

Education about peace and non-violent conflict resolution is rarely a priority of States, even though many NGOs and (mainly women's) movements, in both the Northern and Southern hemispheres, are developing major initiatives with few resources. Member States and the EU should allocate more resources to these educational actions, particularly those that are directly related to post-conflict processes and affect the general public, decision-makers and police and justice personnel.

In the context of the Decade for the Promotion of a Culture of Peace and Non-Violence for the Children of the World, coordinated by UNESCO⁷⁵, NGOs and experts support UNESCO's request for a United Nations Declaration on non-violent education and non-violence, to be added to the Declaration of the Rights of the Child, which could subsequently become an international convention⁷⁶.

⁷⁵ Resolution 53/25 of the GA of the UN, November 1998. "...a culture of peace and non-violence promotes respect for the life and dignity of every human being without prejudice or discrimination of any kind". "...the role of education in constructing a culture of peace and non-violence, in particular the teaching of the practice of peace and non-violence to children, which will promote the purposes and principles embodied in the Charter of the United United Nations". Member States are invited to "take the necessary steps to ensure that the practice of peace and non-violence is taught at all levels in their respective societies, including in educational institutions".

⁷⁶ <http://www.decennie.org/>; document accessible at: http://www.nvpdecade.org/francais/proposition_declaration.pdf; article 3.1 specifies that "Education about non-violence and peace is part of the a child's intellectual and psychosocial learning process to develop a critical mind, to reflect on the origin and non-violent resolution of conflicts in society and between nations, and to instil in him or her values of tolerance and respect for human dignity and human rights. This involves education about the rights of the individual, participative democracy, development, the environment, the equal rights and dignity of men and women, tolerance, learning how to resolve conflicts without violence, critical awareness of the media, learning techniques of non-violence and studying international relations".

Table 10 – Recommendations, campaigns and proposals from civil society organisations

<p>Participation of women in peace and implementation of resolution 1325</p> <ul style="list-style-type: none">• RECOMMENDATIONS of the conference on "The EU and article 8 of R1325, Women: from target group to participants in peace and security", Brussels, November 2007, ICCO: http://www.icco.nl/documents/pdf/ICCO-EUUNSCR%20frans.pdf• RECOMMENDATIONS of the report on "Gender and armed conflict", pp. 49 to 52, Amani El Jack, BRIDGE, 2003: http://www.bridge.ids.ac.uk/reports/Genre%20et%20conflicts%20arm%E9s-report.pdf• RECOMMENDATIONS of the report on the Initiative for Peace-building "Improving EU Responses to Gender and Peace-building: Priorities Action Areas for the European Commission", Karen Barnes, Minna Lyytikäinen, June 08: http://www.initiativeforpeacebuilding.eu/resources/Improving_EU_Responses_gender_peacebuilding.pdf• Women's International League for Peace and Freedom http://www.wilpf.int.ch/; Peacewomen NGO web ring: http://www.peacewomen.org/WPS/Index.html; global women of faith network: http://www.wcrp.org/initiatives/women/index; Women Waging Peace Network http://www.huntalternatives.org/pages/82_women_waging_peace_network.cfm <p>Women's rights, sexual violence and the fight against impunity</p> <ul style="list-style-type: none">• RECOMMENDATIONS of the report <i>My heart is cut</i>, sexual violence committed by rebel and pro-government forces in Ivory Coast: http://hrw.org/french/reports/2007/cdi0807/cdi0807frsumandrecs.pdf• RECOMMENDATIONS of Amnesty international, pp. 113 to 121 of the report "Crimes committed against women during armed conflicts", 2004: http://www.amnestyinternational.be/doc/IMG/pdf/ACT7707504.pdf• RECOMMENDATIONS of the conference on "Justice for Women: Seeking Accountability for Sexual Crimes in post-conflict Situations", Fride, May 2008: http://www.fride.org/publication/454/justice-for-women-seeking-accountability-for-sexual-crimes-in-post-conflict-situations• International Observatory of the use of rape as a tactic of war: http://www.viol-tactique-de-guerre.org/fr/• http://www.theirc.org/special-report/ending-violence-against-women.html• International Federation of Human Rights: http://www.fidh.org/rubrique.php?id_rubrique=709;• http://rdcviolencesexuelles.org: Congolese women's campaign against sexual violence in DRC <p>Reproductive health rights</p> <ul style="list-style-type: none">• RECOMMENDATIONS of the conference on the "Impact of crises and conflict on sexual and reproductive health and rights; the EU is to act!" November 2007: http://www.wpf.org/documenten/20071127_Final_Recommendations_2pages.pdf; http://www.hrw.org/french/• Practical tool of the Women's Commission for refugee women and children: http://www.rhrc.org/pdf/FinalMISP%20Fact%20sheet%20FRENCH.pdf ;• Consortium on reproductive health of refugees in conflict situations: http://www.rhrc.org/french/resources.html <p>Widows</p> <ul style="list-style-type: none">• Widows for Peace through Democracy (WPD), 20 groups of widows in developing countries, widows' charter: http://widowsforpeace.org.uk/widowscharter.pdf <p>Transitional justice and witness protection</p> <ul style="list-style-type: none">• International Centre for Transitional Justice: http://198.170.242.9/french/• Coalition for Women's Human Rights in Conflict Situations: http://www.womensrightscoalition.org/;• Women's Initiatives for Gender Justice: http://www.iccwomen.org/ <p>Women Refugees</p> <ul style="list-style-type: none">• RECOMMENDATIONS: Improve women's access to the right to asylum, GISTI: http://www.gisti.org/doc/actions/2006/graf/graf_asile_femmes_200507.pdf <p>Arms control</p> <ul style="list-style-type: none">• Amnesty International Campaign, IANSA, Oxfam http://www.controlarms.org/fr/index.htm; http://www.iansa.org/femmes/index.htm ; http://www.smallarmssurvey.org• Women's Network of the International Action Network on Small Arms; http://iansa.org/women/documents/Women-and-Guns-Information-Kit-fr.pdf
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4.3. Important issues to be explored in greater depth

Several important issues have not been dealt with in sufficient depth in this report. Some concern the monitoring of all commitments as part of the Beijing Platform for Action, particularly the themes of peace education, women refugees and asylum seekers, and the impact of armaments, on which Member States have provided relatively little information in the context of this study. Another major question is gender mainstreaming and the way it has been truly appropriated by those involved, particularly as regards interaction between men and women. Finally, longer term aspects, such as economic, social and cultural rights and human and ecological security also deserve to be explored further.

4.3.1. Evaluate all of the Beijing commitments with regard to women and armed conflict

Very few Member States have indicated that they will be undertaking a regular and specific evaluation of the implementation of all their commitments in the Beijing critical area No 5, even if the evaluations of some commitments may occur in other settings, such as development cooperation policy or work on drafting national plans for resolution 1325. Several Beijing recommendations deserve to be evaluated better and in greater depth:

- **Objective E.2 "Reduce excessive military expenditure and control the availability of armaments"**

Recommendation b): "Seek ways of finding new financial resources from public or private sources, particularly by reducing excessive military expenditure – global defence budget, arms trading, investments in the production and acquisition of arms –, without affecting national security imperatives, so as to be able to allocate additional funds to economic and social development, in particular to promote women's rights".

- **Objective E.4. "Promote women's contribution to the development of a culture that values peace"**

Recommendation b) "Encourage increased research into peace, with the participation of women, in order to examine the consequences of armed conflicts for women and children, as well as the nature and scope of the involvement of women in national, regional and international pacifist movements; study and define innovative mechanisms of preventing violence and settling conflicts, and make them widely known so that they may be used by both women and men."

Recommendation d) "Consider setting up education programmes for girls and boys in order to promote a pacifist culture, one centred on conflict resolution through non-violent means and tolerance."

- **Objective E.5 "Protect, assist and train women refugees, other displaced women requiring international protection and women displaced within their own countries"**

Recommendation h): "Apply international standards guaranteeing women equal rights and treatment in the granting of refugee status and right of asylum, and above all ensure full adherence to and strict application of the principle of non-refoulement, by harmonising national immigration legislation using the appropriate international instruments; also consider granting refugee status to women who request it because they reasonably fear persecution for the reasons listed in the 1951 Convention and the 1967 Protocol Relating to the Status of Refugees, particularly sexual violence and other forms of persecution related to their gender; and instruct female agents and staff with special training to question them about delicate or painful events, such as indecent assaults they may have suffered."

It would be useful, particularly with regard to "Beijing + 15" (2010), for the Member States to produce a document evaluating this implementation of all the measures foreseen by the Beijing Platform for Action concerning women and armed conflicts, in particular their actions regarding:

- The circulation of and trade in small arms and conventional weapons.
- The inclusion of gender and women's place in the implementation of the World Decade for Peace.
- The taking into account of gender-based persecution in armed conflicts when granting refugee and asylum seeker status.

In order to encourage transparency and the appropriation of the theme, civil society organisations should be consulted and the document made an object of parliamentary debate.

4.3.2. Evaluate the use of the gender-based concept and methods

Gender mainstreaming is the order of the day and a priority for the EU, Member States and international institutions. It provides methodological tools to take into account the different situations and needs of women and men in order to respond to them, at the very least without creating or reinforcing inequalities, and ideally to encourage equality. This approach raises a number of issues.

As required by EU equality policy, the maintenance and development of specific support for women must fit into the horizontal integration of gender issues. The extent to which such specific support continues to be encouraged should be evaluated, particularly regarding women's organisations and/or actions that specifically concern women in conflict and post-conflict situations.

Gender mainstreaming is not a "recipe" to be used automatically. Although the methodologies can provide very useful global indications, there must be precise analysis of each situation. Indeed, training that is too gender-specific is not well-assimilated by staff. Also, experience shows that gender training is not always taken on board unless there is prior awareness-raising. These factors explain the lack of long-lasting results. The goal is to promote true back-up, with the support of local and sub-regional experts and resources.

"Gender" does not mean "**woman**". So the expression "gender-based violence" also applies to violence specifically affecting men. Issues that are specific to men and the wide range of masculine behaviours must also be taken into account. Men are also victims of violence and/or confined to socially determined roles. Any analysis of gender must take into account the situation of male conscientious objectors, forced draftees, those belonging to cultural minorities, those whose sexual orientation is not tolerated, etc. In the context of armed conflicts, it is particularly important to support men who do not adhere to stereotypes. Moreover, specific awareness-raising initiatives targeting men should be run to prevent violence and sexual exploitation, during peacekeeping operations for example, and for the implementation of R1325⁷⁷.

Finally, increased participation of women in processes linked to conflicts, their resolution and peace does not mean that gender and equality are automatically taken into account. Both women and men must be trained.

- Member States, in collaboration with civil society organisations and research institutions, could undertake an evaluation of their application of gender analysis in the area of women and armed conflict, in order to increase the understanding and effectiveness of this approach, to share expertise and produce joint and adaptable tools.
- Horizontal gender integration requires the identification of qualitative and quantitative goals regarding women and armed conflict in the gender mainstreaming strategy of development and humanitarian cooperation policies. These goals should be accompanied by the formulation of qualitative and quantitative gender mainstreaming impact indicators in programmes financed by the Member States: DDR and SSR and aid programmes for the fight against poverty, access to civil and political rights and ESCRs (natural resources, property, habitation, education, health, etc.)
- To do this, it would be useful to identify and support bodies and people able to carry and promote the gender approach in Member States and partner countries.
- Involvement of men: it might be pertinent in certain contexts to encourage the financing and development of specific awareness programmes for men and boys dealing with equality and the prevention of violence.
- Member States and the European Commission might also involve the European Institute for Gender Equality regarding these themes⁷⁸, as well as specialised research bodies in Member States.

⁷⁷ There are still few publications and research on men and masculinity. See. "Report on involving Men in the Implementation of UN Security Council Resolution 1325", GAPS, March 2007: <http://www.international-alert.org/publications/getdata.php?doctype=Pdf&id=292&docs=887> (see the section on web resources).

⁷⁸ This Institute serves to provide technical assistance to European Community EC institutions, particularly the Commission and the authorities of the Member States, notably for the collection, analysis and dissemination of objective, reliable and comparable information about equality between women and men, in order to ensure the effective implementation of EC policy in the area of equality between men and women;
http://ec.europa.eu/employment_social/gender_equality/gender_institute/index_fr.html

4.3.3. Increase ESCRs alongside civil and political rights

Civil and political rights (CPRs) and economic, social and cultural rights (ESCRs) form an inseparable ensemble in the Universal Declaration of Human Rights⁷⁹. Policies concerning women and armed conflict, particularly resolution 1325, often place greater emphasis on CPRs (rule of law, participation in electoral processes, etc.). It is important, both in the conflict prevention phases and reconstruction periods, to pay particular attention to the implementation of ESCRs and female-male equality in the exercise of these rights: food, housing, education, decent employment, health and protection of the family, particularly mother and child.

Any consideration of ESCRs must involve a non-stereotypical approach to feminine and masculine social roles. The post-conflict period is one where gender identities may become blurred (women as heads of household or as representatives, men as victims, etc.). Particular attention should be paid to the rights of rural women and the discrimination that they suffer⁸⁰

- In the formulation of policies concerning women and armed conflicts, particularly in post-conflict and reconstruction processes and in the drafting of NAPs for R1325, the EU and the Member States could explicitly mention the importance of the ESCRs and set gender-specific goals and indicators regarding their implementation.
- The Member States and the European Commission could support the adoption of the Additional Protocol of the IPESCR by the United Nations and its transposition in partner countries; this protocol allows individuals, groups or organisations acting in their name to obtain justice at an international level for violations of economic, social and cultural rights, by lodging a complaint with the Committee on Economic, Social and Cultural Rights (CESCR) of the United Nations. The Member States could support women's organisations working in this area⁸¹.

⁷⁹ In 1966, the UDHR was given shape by two pacts, one regarding civil and political rights (CPR) and the other concerning economic, social and cultural rights (ESCR), currently signed by 151 states.

⁸⁰ Article 14 of the Convention on the Elimination of All Forms of Discrimination against Women (CEDEF) includes commitments concerning rural women.

⁸¹ To this end, the UN established an open-ended working group for a draft optional protocol of the IPESCR, which was submitted to the UN Human Rights Council with a view to its adoption and transmission to the ICESCR. The General Assembly of the United Nations will consider it during its 63rd session”.

4.3.4. Increase training of military, police, legal and medical staff

The question of the training of civilian and military personnel involved in crises is repeatedly mentioned as an imperative. In this context, a specific area should be reinforced, that of the training of staff in the police and the judiciary, particularly police officers, judges and lawyers, both women and men, since they are currently still mainly men. In general, there is insufficient knowledge of international law concerning women and violence against women; these issues are still all too often seen as a minor subject, whereas they are key factors in ensuring long-lasting democracy and sustainable development.

Another priority is the creation of jobs, as well as the training and recruitment of women, in the area of medical expertise and care in armed conflicts. Suitable treatment programmes must include reparative surgery, forced pregnancies, etc. To make the fight against impunity more effective, and to guarantee access to treatment, the Member States and the EU could, as part of their development cooperation, quantify the resources allocated to such measures with a view to increasing them and encouraging the sharing of expertise and practical tools between states.

4.3.5. Prevent and punish the sexual exploitation of women and girls by staff of international governmental and non-governmental organisations

This serious problem has been documented many times, even if its extent is difficult to estimate. Despite measures taken by the UN, the EU and NGOs to prevent and punish perpetrators of such abuses and crimes against women and children, mainly little girls, the problem continues, as can be seen from the recent Save The Children report (May 2008)⁸².

Apart from the seriousness of such assaults on integrity, human rights, children's rights and women's rights, these crimes are observed and noted by local populations, undermining the credibility of outside interventions and creating obstacle to reconstruction and re-establishment of the rule of law.

Member States and the EU could collaborate to identify their initiatives in the area, formulate and widely circulate clear directives and prevention tools. They can now support and implement the new resolution 1820 of the Security Council of the United Nations _

⁸² <http://www.savethechildren.net>

4.3.6. Strengthen advocacy and raising of public awareness about gender-based violence

The seriousness of the psychological and physical assaults (mutilations, handicaps, etc) committed on women as part of gender-based abuse that have occurred on a massive scale in recent years, and which continue in several regions of the world, do not seem to have been fully realised by the international community. The public and the media are not very aware of these crimes, even though they are documented, mainly by NGOs – such documentation can only be partial because of a lack of resources and often limited access to information. In some cases, rape has been classified as torture and is therefore covered by the International Convention Against Torture⁸³.

- The EU and the Member States might support a joint programme to collect data and circulate it publicly, as well as promoting agreed and clear positions on this subject, in order to reduce the social acceptance of such violence.
- In general, the political leaders of the EU and the Member States might make more frequent pronouncements regarding the "three Rs": repression of violence, reparation and rehabilitation.
- One indicator might be the number of times that prevention, the fight against violence, and international commitments concerning women and armed conflicts are mentioned in the speeches and policy announcements of various ministers and political leaders responsible for these issues.

4.3.7. Take into account the link between human security and environmental crisis

Some structural causes of armed conflicts are starting to be taken into consideration in diagnoses and strategies to prevent them, particularly the issues of growing economic inequalities and the environment, two problems that affect women specifically. The environmental issues, which are not covered by area number five of the Beijing Platform for Action (except the laying of anti-personnel mines) are twofold:

⁸³ According to the United Nations Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, "the term 'torture' means any act by which severe pain or suffering, whether physical or mental, is intentionally inflicted on a person for such purposes as obtaining from him or a third person information or a confession, punishing him for an act he or a third person has committed or is suspected of having committed, or intimidating or coercing him or a third person, or for any reason based on discrimination of any kind, when such pain or suffering is inflicted by or at the instigation of or with the consent or acquiescence of a public official or other person acting in an official capacity". The International Criminal Tribunal for the former Yugoslavia has considered cases of rape as constituting torture.

- The progressive inclusion in security and defence policy, by international organisations such as the UN and the EU, of risks linked to climate change, erosion of biodiversity, the depletion of natural resources (water, fossil fuels, minerals, etc.)⁸⁴. The reduction in resources, their unequal sharing and competition to control them are the causes of many current conflicts.
- The consequences of armed conflicts on the environment and natural resources and the taking of these issues into consideration by defence and military authorities, so that they might regulate and encourage the non-use of "techniques to change the environment to military ends".

Women are directly and increasingly concerned by these environmental and human safety risks, since they take on decisive social roles in terms of natural-resource management, water and energy supply, farming and food production in many countries that are unstable or in conflict. There is therefore sometimes a very narrow distinction between those who are refugees or displaced persons for "environmental" reasons and those who are in such a position because of armed conflict. When it comes to the environment and armed conflict, women often appear as both victims and active participants through their initiatives to manage and rehabilitate the post-conflict environment.

The EU and the Member States could try a two-pronged approach of integrating environmental concerns into their policy on women and armed conflict, while promoting a gender-based approach in institutional work and provisions that are starting to take the "climate change and security" theme into consideration, particularly regarding conflict prevention and warning systems. Greater cooperation between the various departments concerned within the Member States, the EU, and with bodies such as the United Nations, will allow expertise to be reinforced.
The European Parliament could order a study of this subject.

The issue of a gender-based approach in this area should be the focus of more extensive research.

5. Conclusions of the report

This report confirms the topicality and relevance of the recommendations made by international and Community institutions in general, by the Member States in the context of this study, by the report by the Slovenian Presidency and by civil society and research organisations, as well as proposals regarding points of the Beijing Platform for Action that have seen inadequate follow-up, and other major themes on the international agenda (chapter 4). On this basis, several priority recommendations stand out. They concern the improvement of European coordination in the area of women and armed conflicts, follow-up to the Beijing Platform for Action and a series of strategic priorities. Finally, they address and introduce the issue of indicators, covered in chapter 6.

⁸⁴ Convention on the Prohibition of Military or any Hostile Use of Environmental Modification Techniques, 10 December 1976; ad the "Collective Security and Environment" conference held at the European Parliament on 12 June 2008.

5.1. Increase coordination and consultation

The ability of Member States and the EU to develop consistent and concerted policies and strategies in the area of women and armed conflict, and to turn them into effective actions reinforcing equality, is linked to the governance and coordination mechanisms put in place. This area has horizontal scope across numerous ministries and administrations: foreign affairs, diplomacy, international development cooperation, civil and military defence, interior, offices responsible for refugees and asylum seekers, justice, education and health. Within the area of development cooperation, there must also be coordination between departments dealing with human rights, MDGs, and crisis management and humanitarian intervention, implemented through several sectors: education, health, the fight against AIDS, food safety, and so on. Finally, national provisions might develop global strategic visions and facilitate sharing of knowledge and practices, in coordination with European and international agreement and implementation authorities (EU, UN, NATO, etc.), particularly for the development and implementation of resolution 1325.

It is therefore necessary, to reinforce inter-ministerial or interinstitutional coordination of the public management of the issue of women and armed conflict (within Member States and the European Union, between Member States and between Member States and the EU), so as to promote a global and consistent strategy for the implementation of resolution 1325 and/or the taking on board of resolution 1325 recommendations in guideline documents.

The Member States and the EU should draft or reinforce agreements on sharing their priorities and developing joint procedures to make them operational, notably through the creation of a set of indicators that suit the extent and complexity of the subject _

To do this, the European Commission could set up a European working group involving everyone in the Member States of the EU responsible for the issue of women and armed conflict, at both political and operational levels. This political and operational initiative should be organised in conjunction with civil society organisations and research institutions. It would be concerned with achieving a good fit between complementary development axes, rights and the fight against violence and impunity, as well as between support for the approach by civil society organisations and local women, and the raising of awareness and involvement of top-level decision-makers and politicians.

5.2. Evaluate the commitments of Beijing critical area of concern no.5 with a view to Beijing +15

In light of "Beijing + 15" (2010), the Member States could produce a document evaluating the implementation of the measures foreseen by the Beijing recommendations⁸⁵.

5.3. Adopt and finance strategic and/or prospective priorities

- It is imperative to increase resources to allow progress to be made towards equality between women and men at all stages of actions related to armed conflicts, in Member States and partner countries.

To this end, it is necessary to implement gender mainstreaming targeting the interactions between women and men and the reinforcement of women's autonomy and abilities in all actions, particularly processes of peace, justice and reconstruction. To achieve this, there must be greater understanding of the gender-based approach through initial and continuous training of all participants concerned at the European level and in third countries.

- There must be more systematic cooperation with civil society organisations, particularly with women's organisations in Europe and third countries at local, regional and international levels.
- Women are often perceived only as victims of armed conflict, yet the seriousness of the violence they suffer is not very well known. It is necessary to inform, raise the awareness of and mobilise decision-makers, the general public and the media⁸⁶ regarding peace and women's fundamental rights, based heavily upon resolutions 1325 and 1820.

⁸⁵ The six Beijing goals concerning women and armed conflict: extend women's involvement in conflict resolution at the decision-making level and protect women living in situations of armed conflict or under foreign occupation; reduce excessive military expenditure and limit the availability of armaments; promote non-violent ways of settling conflicts and reduce the violations of fundamental rights in conflict situations; promote women's contribution to the development of a culture that values peace; protect, assist and train refugees, other displaced women requiring international protection and women displaced within their own countries; assist women of non-autonomous colonies and territories.

⁸⁶ See Gender, Conflict & Journalism: a handbook for South Asia, Fiona Lloyd & Ross Howard, 2004 UNESCO; <http://unesdoc.unesco.org/images/0014/001439/143925E.pdf>

- Support for research and the collection of gender-specific data is necessary, particularly concerning violence against women in armed conflict situations, so as to better organise prevention, access to treatment and the fight against impunity. There is a lack of gender statistics, which should be developed on refugees, asylum seekers⁸⁷ and displaced persons, the number of whom has increased over the last few years⁸⁸.
- The European states have a responsibility in the fight against the impunity of war criminals and those committing crimes against humanity, including those in high positions of authority, who use violence against women as a weapon of war, and to bring them to justice, which is essential to prevent future violence.
 - They must plan and/or demand the removal of amnesty clauses in peace processes.
 - They must help to guarantee access to justice for victims of sexual violence. In particular, they must provide better support to defenders of human rights and protect witnesses.
- There must be a promotion of the access and rights of women to health information and services, in particular as regards sexual and reproductive health, whilst affirming the EU's strong support for and commitment to the full implementation of the Cairo programme of Action, adopted at the International Conference on Population and Development (ICPD), 1994, as well as of the ICPD programme of Action agreed at ICPD+5, the Copenhagen Declaration and Action Programme, the Beijing Platform for Action and the Millennium Development Goals;
- The prevention and sanction of the sexual exploitation of women and girls by staff of international governmental or non-governmental organisations must be the object of a zero-tolerance policy, with independent inquiries if necessary, and be systematically punished.

⁸⁷ In 2007, the HCR counted 11,4 million refugees and 647 200 asylum seekers. The main destination countries were the United States, South Africa, Sweden, France, the United Kingdom, Canada and Greece.

⁸⁸ According to the HCR, the number of internal displaced victims of conflict rose from 24,4 million in 2006 to 26 million in 2007, of which 13,7 million received assistance from the HCR (12,8 million in 2006). Colombia is the most affected country (three million displaced persons, followed by Iraq, Somalia (600 000 people in 2007) and the Democratic Republic of the Congo (565 000).

In the prevention of conflicts and the stages of reconstruction of the rule of law, it is important that as well as the focus on civil and political rights, particular attention should be paid to economic, social and cultural rights (ESCRs) and female-male equality in the exercise of these rights⁸⁹, particularly in terms of education, food, health and housing.

- The “Responsibility to Protect” concept will offer new opportunities to improve the efficiency of the international community in addressing the issue of women and armed conflicts. The EU should advocate for adequate inclusion of existing UN mechanisms, in particular the UNSC Resolution 1325, special rapporteur on violence against women, other relevant procedures and HCHR, in the implementation of the “Responsibility to Protect”.
- Key themes for the future, such as "environmental security" and the link between the depletion of natural resources, climate change and armed conflicts should be subject to research that takes the gender issue into consideration, since women are not only victims of an environment that has been degraded or polluted by armed conflict, but are also leading active participants in the management of natural resources and rehabilitation of the environment.

5.4. Pursue work on indicators

The area of women and armed conflict involves many different administrations and sectors, and includes several stages of "before, during and after" armed conflict, stages that are both distinct and, in practice, often overlapping. Military and/or humanitarian intervention, post-conflict rehabilitation and development policies involve specific skills but require good coordination.

The formulation of a limited set of indicators is therefore insufficient if one wishes to take into account the different stages and policies of conflict prevention, peacekeeping, peace negotiations, Disarmament, Demobilisation and Reintegration processes (DDR), security system reform (SSR), post-conflict development policies, and so on. Each of these areas requires its own set of indicators, which should have as much regional relevance as possible.

Finally, each local and regional situation is specific and the indicators need to take into account the diversity of social and cultural contexts, as well as the positions of State bodies and civil society.

⁸⁹ The 1966 International Pact on Economic, Social and Cultural Rights (IPESCR) recognises the following rights: access to and use of natural resources; employment in fair and satisfactory conditions; right to unionise and strike; right to social security; right to protection of the family, particularly mothers and children; right to a sufficient quality of life, including food, clothing and housing; access to the best possible health; education, including free universal primary education; participation in cultural activities and scientific progress.

Bearing in mind the complexity of these issues, the rigorous drafting of a complete set of indicators regarding women and armed conflict requires the cooperation of all those involved: the Member States, the Commission, the Council and the European Parliament, the United Nations, civil society organisations and research bodies both within the European Union and internationally.

The four indicators proposed in this report (chapter 6) clearly cannot cover such a vast and complex area. It would be necessary to undertake concerted European work to create a "roadmap" useful to everyone, which would also have to include other work by institutions or non-state actors, either already completed or in the course of being drafted⁹⁰. Mechanisms would have to be created to progressively collect qualitative and quantitative data to enable the gradual extension of the range of indicators concerning women and armed conflict. As an experiment, the Member States and the EU could fill in the indicators proposed by this report for the period 2007 – 2008 – 2009 and, on this basis, make a global and horizontal analysis with regard to Beijing +15. The indicators could then be evaluated, readjusted and completed with other current or planned European studies.

6 INDICATORS

The survey undertaken with the Member States and the EU has confirmed the lack of indicators to monitor commitments and policies in the area of women and armed conflict. Since this issue is extremely vast, interdisciplinary and multisectoral, the development and validation (through testing) of complete indicators will require a concerted European effort, particularly in the context of the development and monitoring of national plans for resolution 1325. Bearing in mind the limited amount of current gender data and statistics concerning women and armed conflict, the implementation of even partial indicators (such as those proposed in this report), might have a favourable impact on the procedures for information collection, and the sharing of practices and experiences between countries.

The indicators proposed here amount to a minimum base anchored in four major areas regarding the respect of commitments concerning women and armed conflict, the importance of which has been underlined by the survey undertaken with the Member States and the European Commission and through their recommendations:

⁹⁰ Regarding indicators: UNIFEM on the monitoring of Resolution 1325; Gender, Women and DDR: Gender-Responsive Monitoring and Evaluation Indicators, UN; Amnesty International "Indicators relating to the fight against impunity and access to treatment for women victims of violence in periods of armed conflict".

Table 11 - Summary of indicators

<p>Indicator 1 : Proportion (number and percentage) of men and women trained specifically in gender equality among :</p> <ul style="list-style-type: none">- diplomatic staff and civilian and military defence staff employed by the Member States and Community institutions,- staff participating in UN peacekeeping operations (PKOs) and ESDP⁹¹ missions, including military and police staff.
<p>Indicator 2 : Proportion (number and percentage) of women and men :</p> <ul style="list-style-type: none">- heads of diplomatic missions and EC delegations ;- among staff participating in UN peacekeeping operations and ESDP missions, including military and police staff.
<p>Indicator 3 : Funding (as a total amount and as a percentage of cooperation programmes) allocated by the Member States and the European Commission, in countries affected by armed conflicts or in post-conflicts situations, to support gender equality, broken down if possible to reflect funding to support :</p> <ul style="list-style-type: none">- female victims of violence and- the participation of women in peace-building and post-conflict reconstruction. <p>Indicator 3a : Proportion of funding for these programmes allocated to NGOs working for gender equality and women's empowerment.</p>
<p>Indicator 4 : Proportion (number and percentage) and country of origin of female and male asylum seekers who have obtained the status of refugee, or benefit from subsidiary protection</p>

Table 13 is a practical information sheet to assist in preparing these indicators.

⁹¹ Including missions operated in a multinational framework

6.1 Relevance, objectives and targets of the indicators :

6.1.1 Indicators of gender equality

In general, policies concerning women and armed conflict should be integrated into national gender mainstreaming strategies, just as gender mainstreaming and equality strategies should include objectives and indicators in the area of women and armed conflict. The survey of Member States has revealed situations that are rather dissimilar as regards this subject, as well as certain gaps in horizontal integration of the gender approach. Training and accompaniment of all personnel involved, at all levels of responsibility, in the planning of strategies or in their operational implementation on the ground, remains to be developed.

This approach is very important in the context of peacekeeping operations. One way of raising awareness among peacekeeping personnel is to include clauses on sexual violence in the mandates of these PKOs.

The implementation of indicators to evaluate and monitor training and accompaniment initiatives may give rise to a useful listing of trainers and experts in gender-based approaches and armed conflict, both at a European level and in the third countries concerned.

Indicator 1 : Proportion (number and percentage) of men and women trained specifically in gender equality among :

- diplomatic staff and civilian and military defence staff employed by the Member States and Community institutions,
- staff participating in UN peacekeeping operations (PKOs) and ESDP⁹² missions, including military and police staff.

• **Target of Indicator** ministries and public administrations responsible for the area of women and armed conflict, and PKOs, at national and European levels, in charge of administrations and external missions.

• **Information sources for the indicators:** statistics and training reports of human resources departments of the services concerned; strategic guideline documents about gender and development; PKO mission letters, mission execution reports, annual reports by the ministries of Cooperation, Defence and other public bodies concerned.

⁹² Including missions operated in a multinational framework

6.1.2. Indicator of participation of women and men in conflict prevention, management and resolution

The fact that processes linked to armed conflicts, peace negotiations, security operations etc are directed and implemented mainly by men, may affect the insufficient account taken as women's roles as active participants in peace and democracy, and the discriminations, inequalities and violence of which they are victims. Equal involvement of women and men in these processes forms the basis of possible progress.

In general, this equal participation at similar levels of responsibility should concern the personnel of diplomatic services, early warning systems; armies, peacekeeping forces; peace negotiations; DDR and SSR processes; police; justice; transitional governments, electoral processes; development of public post-crisis policies; management of refugee camps; the welcoming of refugees and asylum seekers.

Indicator 2 confirms the findings of the survey of Member States that, at a European level, women remain particularly under-represented in the diplomatic and military sectors⁹³.

Indicator 2 : Proportion (number and percentage) of women and men :

- heads of diplomatic missions and EC delegations ;
- among staff participating in UN peacekeeping operations and ESDP missions, including military and police staff.

• **Target of indicators:** ministries and administrations involved in diplomacy, PKOs, defence and police missions.

• **Information sources for the indicators:** documents and statistics of the human resources departments of the administrations concerned; institutional organisational charts.

⁹³ See Table 6 of the present report. See also doc. 16596/08 ADD 2. 61 peace operations were conducted throughout the world in 2007, with 150 651 military personnel and 18 816 civilian personnel. 119 countries have provided military troops, observers or police forces (41 % of which were deployed in Africa). Source: SIPRI Yearbook 2008 Armaments, Disarmament and International Security, June 2008 Stockholm International Peace Research Institute; <http://www.sipri.org>; Summary of the report:

<http://yearbook2008.sipri.org/files/SIPRIYB08summary.pdf>

The number of women is in a minority. Some gender statistics concerning UN operations, on 31 May 2008: military observers: 2 596 men, 106 women; officers: 1 011 men; 34 women; troops: 71 792 men; 1 511 women. OSCE: women held 15 % of management positions in 2004, 17 % in 2005 and 2007, 21 % in 2007.

Source <http://www.un.org/french/peace/peace/gender/indexfr.htm>

6.1.3 Indicators of the resources allocated through development cooperation with countries affected by conflicts or in post-conflict situations, to the strengthening of women's rights and to the promotion of gender equality :

The large-scale nature of gender-based violence has led the international community to consider rape, sexual slavery, prostitution, forced pregnancy or sterilisation and any other form of sexual violence as "crimes against humanity and war crimes, assimilating them with a form of torture, whether these acts be perpetrated systematically or not, during international or internal conflicts"⁹⁴. One of the major obstacles to the prevention and compensation of these crimes, and consequently human development as a whole, is the impunity with which they are committed, for reasons relating to the lack of capability of police and justice infrastructure in certain countries, and a generalised cultural and social perception that minimises the seriousness of crimes against women.

A prevention strategy involves the reinforcement of actions to combat discriminations, as well as increased promotion of women's rights in support programmes in third countries in general, and particularly in sensitive areas: drafting and reform of constitutions, political, legal and administrative reforms (civil and criminal law, labour law, family law, inheritance law, property reforms, etc.).

Moreover, with women and their organisations playing a major (mainly local) role in various areas of the fight against violence, reproductive health, access to rights and to peace, it seems important to measure if they enjoy significant support.

The implementation of this indicator might permit a more global view of all European actions in the area of cooperation and rights, and their scope. It might also lead to enumerating, improving knowledge of and reinforcing local organisations run by women.

Indicator 3 : Funding (as a total amount and as a percentage of cooperation programmes) allocated by the Member States and the European Commission, in countries affected by armed conflicts or in post-conflicts situations, to support gender equality, broken down if possible to reflect funding to support :

- female victims of violence and
- the participation of women in peace-building and post-conflict reconstruction.

Indicator 3a : Proportion of funding for these programmes allocated to NGOs working for gender equality and women's empowerment.

⁹⁴ See statutes of the International Criminal Court – their transposition into national law and support for their transposition in partner countries should be encouraged.

Target: the action programmes of the MSs and the EU in regions affected by armed conflict, in the area of fight against discrimination and violence, access to treatment, the fight against impunity and protection.

- **Sources of data:** technical and budgetary analysis of documents of the programmes and projects of MSs and reports of these programmes in these areas; if need be, the analysis of sector-based policy documents of partner states in these areas.

6.1.4 Indicators of granting of refugee status or the status of beneficiary of international protection

If the Geneva Convention of 1951 is neutral from the gender point of view in defining a refugee as "any person who has a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable, or owing to such fear, is unwilling to avail himself of the protection of that country", it does not prevent gender being recognised as a motive for persecution. Over the last few years, the advances brought by subsidiary protection and the EU Directive on minimum standards have allowed the issue of gender-based violence to be integrated into the criteria for access to protection. Subsidiary protection concerns aliens who cannot claim refugee status under the terms of the Geneva Convention, but are still threatened in their own country for reasons such as: the death penalty; torture or inhuman or degrading punishment or treatment; for a civilian, a serious, direct and individual threat against their life or person owing to generalised violence resulting from a situation of internal or international armed conflict.

The analysis of the questionnaires filled in by the MSs has revealed a lack of statistical data and information about the taking into consideration of violence linked to gender and the contexts of armed conflicts. The situation is quite variable according to the MSs and there is doubtless a lack of coordination between them and the dissemination of good practices, as well as training at the political and operational levels regarding a gender approach in the acceptance of women victims of violence.

The implementation of indicators on this theme will undoubtedly require surveys to be conducted in areas where the data collected is currently patchy.

Indicator 4 : Proportion (number and percentage) and country of origin of female and male asylum seekers who have obtained the status of refugee, or benefit from subsidiary protection.

- **Target:** MS and EU bodies in charge of refugee and asylum seeker issues.
- **Data sources:** reports and statistics of the bodies concerned;

6.2. Information sources

Table 12 - Sources of data about armed conflicts, sensitive areas and peacekeeping operations (PKO)

Monitoring by public institutions

UN – Office for the coordination of humanitarian affairs: • <http://www.irinnews.org/fr/>

Security Council of the UN: • <http://www.un.org/Docs/sc/>

Current UN PKOs: <http://www.un.org/french/peace/peace/index.asp>

Gender statistics of these PKOs: <http://www.un.org/french/peace/peace/gender/indexfr.htm>

NATO statistics: http://www.nato.int/issues/women_nato/index-f.html

OSCE: <http://www.osce.org/gender/25875.html>

Current ESDP operations:

http://www.consilium.europa.eu/cms3_fo/showPage.asp?id=268&lang=FR&mode=g

International Criminal Courts: <http://www.un.org/icty/> ; <http://www.icc-cpi.int>

Statistics concerning asylum seekers

• http://ec.europa.eu/justice_home/doc_centre/asylum/statistics/doc_monthly_statistics_fr.htm

• <http://www.unhcr.fr/cgi-bin/texis/vtx/statistics>

• <http://www.unhcr.org/cgi-bin/texis/vtx/refworld/rwmain>

Displaced persons database

• <http://www.internal-displacement.org/>

Monitoring by research centres and CSOs of conflict situations and sensitive areas

• <http://www.sipri.org/contents/conflict/database-Intro/8>

• Human security report project: <http://www.hsrgroup.org>

• <http://www.hrw.org>

• <http://www.fride.org/section/42/conflict-zones>

• <http://www.crisisgroup.org>; monthly bulletin *CrisisWatch*

• <http://www.international-alert.org>

Table 13 – Proposed information sheet for use when preparing the indicators

<p>Indicator 1 : Proportion (number and percentage) of men and women trained specifically in gender equality among :</p> <ul style="list-style-type: none"> - diplomatic staff and civilian and military defence staff employed by the Member States and Community institutions, - staff participating in UN peacekeeping operations (PKOs) and ESDP⁹⁵ missions, including military and police staff. 	<p>Personnel at the head office of the administrations concerned</p> <ul style="list-style-type: none"> • number of women: • levels of authority: • number of men: • levels of authority: <p>Personnel on mission</p> <ul style="list-style-type: none"> • number of women: • levels of authority: • number of men: • levels of authority:..... 	2007	2008	2009	2010 BEIJING + 10
<p>Indicator 2 : Proportion (number and percentage) of women and men :</p> <ul style="list-style-type: none"> - heads of diplomatic missions and EC delegations ; - among staff participating in UN peacekeeping operations and ESDP missions, including military and police staff. 	<p>Heads of diplomatic missions</p> <ul style="list-style-type: none"> • number of women: •% women: • number of men: •% men: <p>PKO personnel</p> <ul style="list-style-type: none"> • number of women: •% women: •% women in military and police personnel:..... • number of men: •% men: •% men in military and police personnel: 				

⁹⁵ Including missions operated in a multinational framework

<p>Indicator 3 : Funding (as a total amount and as a percentage of cooperation programmes) allocated by the Member States and the European Commission, in countries affected by armed conflicts or in post-conflicts situations, to support gender equality, broken down if possible to reflect funding to support :</p> <ul style="list-style-type: none"> - female victims of violence and - the participation of women in peace-building and post-conflict reconstruction. <p>Indicator 3a : Proportion of funding for these programmes allocated to NGOs working for gender equality and women's empowerment.</p>	<p>Prevention and combating gender-based violence and the protection of women and girls against violence (including for displaced women living in refugee camps)</p> <ul style="list-style-type: none"> •Amount:..... • % cooperation programmes : % for NGOs working for gender equality and women's empowerment <p>Programme of access to rights, to security, justice, compensation for victims of sexual and gender-based violence.</p> <ul style="list-style-type: none"> • Amount:..... • % cooperation programmes % for NGOs working for gender equality and women's empowerment <p>Peace, reconciliation and reconstruction programme</p> <ul style="list-style-type: none"> •Amount:..... • % cooperation programmes:..... % for NGOs working for gender equality and women's empowerment. 				
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<p>Indicator 4 : Proportion (number and percentage) and country of origin of female and male asylum seekers who have obtained the status of refugee, or benefit from subsidiary protection.</p>	<ul style="list-style-type: none"> • number of women: •% women: • number of men: •% men: • Country of origin: 				
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