

1 YEAR NAP 1325

Evaluating the Dutch National Action Plan on
UNSC Resolution 1325 after one year of implementation



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Authored by Herma Majoor & Megan L. Brown

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Table of Contents

ACRONYMS.....	1
PREFACE	2
BIOGRAPHY.....	3
EXECUTIVE SUMMARY	4
1. INTRODUCTION	6
1.1. UNSCR 1325.....	6
1.2. NAP 1325.....	6
1.3 Working Group 1325	7
2. EVALUATING 1 YEAR NAP 1325.....	8
2.1. Introduction.....	8
2.2. Method and approach.....	9
2.2.1 Selection of themes & focus countries	9
2.2.2 Methodology	9
2.2.3 Identifying interviewees	10
2.2.4 Questionnaires & reporting	10
3. SITUATION ANALYSIS OF FOCUS COUNTRIES.....	11
3.1. Afghanistan.....	11
3.2. Burundi	13
3.3 DR Congo	15
4. FINDINGS.....	17
4.1 Gathering information.....	18
4.2. Peacekeeping missions & security sector reform	19
4.2.1. Afghanistan	20
4.2.2. Burundi	21
4.2.3. DR Congo	21
4.3. Development cooperation & women’s rights in fragile states	22
4.3.1. Afghanistan	22
4.3.2. Burundi	24
4.3.3. DR Congo	24
4.4. Local civil society organisations	25
4.4.1. Afghanistan	25
4.4.2. Burundi	26
4.4.3. DR Congo	26
4.5. Institutional relationships relevant to the NAP 1325	28
4.5.1. Signatories to the NAP 1325	28
4.5.2. Communication issues	29
4.5.3. Role & structure of the WG 1325	29

4.5.4. <i>Activities of the WG 1325 members</i>	31
5. RECOMMENDATIONS.....	32
5.1. Recommendations to the Dutch Government.....	32
5.2. Recommendations to WG 1325	34
Annex 1 UNSCR 1325 text	37
Annex 2 List of people and organisations interviewed.....	40
Annex 3 Time frame of work for the evaluation.....	43
Annex 4 Questionnaires for various target groups.....	44
Annex 5 Sample indicators for NAP 1325 focus areas	49
Annex 6 Signatories to the NAP 1325	50
Annex 7 Participating organisations of the WG 1325	51
Annex 8 Organogram of the Ministry of Foreign Affairs.....	52
Annex 9 Organogram of the Ministry of Defence	53
REFERENCE DOCUMENTS.....	54

ACRONYMS


ANBP	Afghanistan New Beginnings Programme
BINUB	United Nations Integrated Office in Burundi
CONADER	Commission Nationale de la Demobilisation et Reinsertion
CSO	Civil Society Organisation
DAF	Directie Sub-Sahara Afrika
DAO	Directie Azië en Oceanië
DDR	Disarmament, Demobilisation and Reintegration
DMH	Directie Mensenrechten Goed Bestuur en Humanitaire Hulp
DSI	Directie Gezondheid, Gender en Maatschappelijke Organisaties
DSI/ER	Gender Division of DSI
DR Congo	Democratic Republic of Congo
DVB	Directie Veiligheidsbeleid
EFV	Eenheid Fragiliteit en Vredesopbouw
EKN	Embassy of the Kingdom of the Netherlands
Europol	European Law Enforcement Organisation
EUSEC RD Congo	EU Security Sector Reform Mission in the Democratic Republic of the Congo
ISAF	International Security Assistance Force
MDG	Millennium Development Goal
MFO	Mede Financierings Organisatie (Co-Financing Organisation)
MJSP	Meerjarig Strategisch Plan (Multi Year Strategic Plan)
MoFA	Ministry of Foreign Affairs
MONUC	Mission de l'ONU en RD Congo (UN Mission in DR Congo)
NAP	National Action Plan
ONUB	United Nations Operation in Burundi
PKP	Small Projects Programme
PRT	Provincial Reconstruction Teams
SGBV	Sexual and gender based violence
SSR	Security Sector Reform
TFU	Task Force Uruzgan
UDHR	Universal Declaration of Human Rights
UN	United Nations
UNAMA	United Nations Assistance Mission to Afghanistan
UN DPKO	UN Department of Peacekeeping Operations
UNSCR	UN Security Council Resolution
VAW	Violence Against Women
WG 1325	Working Group 1325

PREFACE

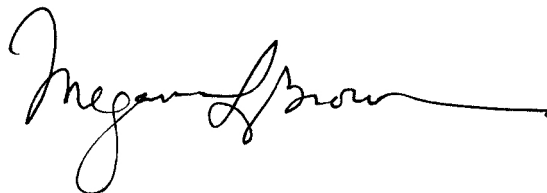
This report, “Evaluating the Dutch National Action Plan on UNSC Resolution 1325 after one year of implementation”, is the outcome of an evaluation commissioned to consultants Herma Majoor and Megan L. Brown of Femconsult by the Working Group 1325 (WG 1325). The WG 1325 is a coalition of Dutch organisations working to advance implementation of United Nations Security Council Resolution (UNSCR) 1325 on women and conflict.

The report evaluates the first year of implementation of the Dutch National Action Plan (NAP) on UNSCR 1325 in three countries: Afghanistan, Burundi and the Democratic Republic of Congo, with particular focus on the themes of peacekeeping missions, security sector reform and development cooperation. This rapid assessment was carried out over a period of five weeks (27 working days), with the release of the final report set for the one-year anniversary of the NAP 1325 on 9 December 2008. Within such a limited period of time, it was not possible to comprehensively include all stakeholders; however, we have done our utmost to choose interviewees strategically and to present as balanced a report as possible. The information contained therein is based on primary and secondary information collected specifically for this exercise. Opinions and recommendations expressed herein are either expressly attributed, or otherwise reflect the views of the authors.

In realising this work the support and contribution of many people have been invaluable. We would like to express our gratitude to all those who participated in the interviews or otherwise contributed information. A number of people were kind enough to read a draft of the report; to the degree possible within the constraints of available time and funds to complete the work, we have integrated their comments and suggestions. We hope this report will advance the implementation of the NAP 1325 by stimulating further discussion and cooperation among its diverse signatories.



Herma Majoor



Megan L. Brown

The Hague, 9 December 2008

BIOGRAPHY

Herma Majoor

Herma Majoor is a senior consultant with Femconsult, consultants on gender and development, in the Netherlands. Herma Majoor holds a M.Sc. degree in Economics as well as Applied Science (Nutrition).

Herma Majoor has more than 15 years professional experience in international development cooperation as team leader and mission member with regard to project management, human resource management, advocacy and training in amongst others health, nutrition, human rights and social development. She worked in sectors related to sustainable livelihood development, training, human rights, social awareness raising, functional literacy and numeracy training with government and civil society organisations like NGOs. She has designed and implemented gender strategies and worked extensively on gender mainstreaming. Furthermore, she has advised communities, non-governmental and government organisations on topics like human rights, socio-economic and sustainable development and has designed and implemented several socio-economic surveys.

She has worked in various countries in Asia, the Middle East and Africa.

Megan L. Brown

Megan L. Brown is consultant with Femconsult. She holds an MA in International Policy Studies from the Monterey Institute of International Studies and a BA Magna Cum Laude from Smith College.

She has worked for leading NGOs including the Interchurch Organisation for Development Cooperation (ICCO), the Association Démocratique des Femmes du Maroc (ADFM), the Center for Nonproliferation Studies (CNS), and Women's Learning Partnership (WLP). In 2005, she published "Rape During Wartime: International Law & Sexual Violence Against Women" in *Swords and Ploughshares*. Her areas of strength are strategy development, networking and project and event coordination. She has a driving interest in the role that information and communication technologies (ICT) can play in enabling greater cross-cultural and cross-regional exchange and collaboration.

Her work experience and knowledge include various countries in Europe, East Africa, the Middle East, and North Africa.

EXECUTIVE SUMMARY

United Nations Security Council Resolution (UNSCR) 1325 was passed on 31 October 2000, focussing on women's participation in peace processes; conflict prevention, management and resolution; women's rights promotion and protection of women. On 9 December 2007, the Dutch Government together with civil society undersigned the Dutch National Action Plan (NAP) 1325 to gain systematic recognition and support for women's role in conflict and post-conflict situations, and to identify different stakeholders' responsibility in the process. A civil society Working Group on 1325 (WG 1325) evolved out of the unique collaborative process of drafting the NAP 1325. This government-civil society cooperation continues to be emphasised in implementation.

On 30 October 2008, the WG 1325 initiated an evaluation the NAP 1325's first year of implementation. Carried out through semi-structured interviews and desk research, this assessment focused on peacekeeping missions, security sector reform (SSR) and development cooperation in three conflict/post-conflict countries where Dutch engagement is high: Afghanistan, Burundi and Democratic Republic of Congo (DR Congo). Interviewees included representatives from the Dutch Ministries of Foreign Affairs and Defence, Embassies of the Kingdom of the Netherlands (EKN) in the focus countries, members of the WG 1325, local civil society organisations (CSOs) and other relevant parties.

In Afghanistan, the International Security Assistance Force (ISAF) is a NATO led mission, with Dutch army presence strong in the Uruzgan region. The country suffers from widespread insecurity, in part due to the continued power of warlords. Although Afghan legislative commitments exist on women's rights, diverse forms of discrimination against women are still common. Women leaders are often targeted; some are even killed. Among other factors, incoherence on SSR and a short-term outlook on support limit the positive impact of the international community's human and financial contributions in Afghanistan.

Following the end of civil war in 2003, the United Nations has helped lead the reconstruction process in post-conflict Burundi. In 2007, the UN Integrated Office in Burundi (BINUB) was established. The country is among the poorest in the world and highly donor dependent. Army and police reform is ongoing and have seen some success, however, the disarmament, demobilisation and reintegration (DDR) process has been suspended. Violence against women is still common and perpetrators include those in the security sector. In 2010, elections are expected to take place.

DR Congo continues to experience conflict, despite the presence of the peacekeeping UN Mission in DR Congo (MONUC). Particularly in the East, where tensions grew into full-scale fighting in late 2008, sexual violence is widespread and especially brutal, with rape committed by many types of perpetrators ranging from police, army and even MONUC soldiers to husbands and community members. Legislation on women's rights is available, but impunity, unfortunately, is the rule in practice. After so many years of war, widespread lack of capacity and poor accountability hamper the Congolese Government.

Gathering information for this evaluation was challenging. Representatives from WG 1325 member organisations were not always fully aware of all relevant activities within their organisations, while staff members from the Ministry of Foreign Affairs (MoFA) often referred to one or two key persons. The EKN in Kabul, Afghanistan was so overloaded with work that it was impossible for them to find time to be interviewed. Establishing contact with local CSOs was time consuming and difficult, with the result that the final sample was small.

With regard to the Dutch Government's work in peacekeeping missions and SSR: The Netherlands gives € 10 million yearly for special police training in Afghanistan and further financial support through multilateral organisations. The Netherlands contributes both troops and supplies to the ISAF. The MoFA participates in an ongoing study on NATO and UNSCR 1325. In Burundi, Dutch financial and technical support is ongoing to raise awareness on gender and improve gender parity within the police force. In DR Congo, the Netherlands contributes to a number of SSR efforts carried out by UN and EU institutions.

With regard to the Dutch government's work in development cooperation and women's rights: In Afghanistan, the EKN Kabul distributes small grants to local CSOs for a variety of projects, e.g., improving maternal health

through midwifery training and raising awareness on women's rights through rural radio. They publicly support women parliamentarians. In Burundi, there is a new €13 million budget for development cooperation and the EKN Bujumbura may initiate a programme on women's land rights in 2009. In DR Congo, the EKN Kinshasa provides long-term support to the Violence Against Women programme of a local CSO and serves as secretariat for a donor-CSO thematic group on that same topic. They have developed indicators to track the impact of their work on women's rights.

Most of the WG 1325 members are carrying out projects and activities in at least one of the focus countries, and some of them in two or even three. They work on advocacy, research and awareness raising with regard to all aspects of UNSCR 1325. They carry out trainings on leadership, fund the work of local partners on all these issues, support women's networks, and organise regional and international events on 1325. They strive to monitor the impact of their own and the Dutch Government's actions on 1325. The first year of the WG 1325 has focused on internal trust-building; now many members are ready to take concrete cooperative action. Unfortunately, roles and tasks within the WG are not clear to all members. Further, there is some tension between lobby-oriented and programme-oriented members. In addition, the ambitious and broad nature of the NAP 1325 – covering a vast range of themes and applicable in diverse countries – makes streamlining action difficult. WG members are also still searching for common ground on communication and knowledge-sharing.

Local CSOs included in the evaluation were in a few cases aware of the Dutch NAP 1325. All were familiar with the Dutch commitment to advancing gender equality. They work on a wide range of 1325-related issues, sometimes technically or financially supported by WG members and/or by an EKN.

A number of recommendations can be made to the two groups of NAP 1325 signatories that were the focus on this evaluation, namely the Dutch Government and the WG 1325.

For the Dutch Government, particularly the MoFA and Ministry of Defence, recommendations include enhancing international leadership on specific issues such as SSR and making structural changes such as increasing human resources for implementing 1325. In addition, a number of recommendations relate to improving communication with the WG 1325, for example, timely involvement of the WG before a new peace mission. Furthermore, the Government is encouraged to develop concrete indicators relevant to NAP 1325 and to explore possibilities for supporting the development of National Action Plans in other countries.

For the WG 1325, recommendations include developing geographic and thematic focus areas and formalising decision-making. Defining membership criteria, creating an executive committee and establishing task forces within the WG could enhance members' cooperative action. The WG could also improve its impact by structuring cooperative work through tools, e.g., work plans, time frames and a common monitoring system for all participating organisations. In addition, the WG must improve its internal and external communication processes.

As a final point, this evaluation offers a first attempt to identify concrete indicators that may be used to make progress on the NAP 1325 more tangible. These indicators ([Annex 5](#)) were drafted based on conclusions drawn by the consultants and concrete suggestions by stakeholders. The NAP 1325 signatories should cooperatively develop indicators that best fit the realities of their work.

1. INTRODUCTION

In the words of Mr. Bert Koenders, Dutch Minister for Development Cooperation: “More than eight years have passed since Resolution 1325 was unanimously adopted, and yet women are still not participating equally in peace and security initiatives. Any Agreement is only as good as its implications. An action plan sets the stage for actually implementing 1325”ⁱ.

In the Netherlands, the stage has been set for a robust implementation of United Nations Security Council Resolution 1325 on women and conflict since December 2007. The creation of a Dutch National Action Plan on Resolution 1325 (NAP 1325) does not necessarily guarantee that good intentions are translated into practice, however. The NAP 1325 is an instrument that helps to organise and coordinate implementation by relevant stakeholders. This report describes the findings of an assessment of that instrument’s first year of implementation.

1.1. UNSCR 1325

The United Nations Security Council Resolution (UNSCR) 1325 was passed on 31 October 2000. This Resolution (see [Annex 1](#) for the full text) followed active lobbying by, among others, the international women’s movement during and after the 1995 Beijing Conference. The resolution acknowledges the disproportionate effects of war and conflict on women, but also the influence women can and must have in prevention and resolution of conflict, and in peace and reconstruction processes. UNSCR 1325 centres on “Three P’s”:

- Participation of women in peace processes and the prevention, resolution and management of conflicts.
- Promotion of women’s human rights.
- Protection of women in war and peace.

The UN Secretary General consequently requested UN member states to develop National Action Plans to ensure accountability for the implementation of UNSCR 1325.

1.2. NAP 1325

In June 2007, “hundreds of private companies, development organisations, government representatives ... [and] members of the general public gathered in Schokland in the North-East of the Netherlands to witness the collective signing of the Schokland Agreement”ⁱⁱ. The Schokland Agreement consists of multiple specific agreements aimed at improving Dutch efforts to reach the Millennium Development Goals (MDGs) by 2015. Since then further guidelines have been elaborated by the Dutch Government to implement those agreements.

An important example of these further guidelines is the *Dutch National Action Plan on Resolution 1325: Taking a stand for women, peace and security* (NAP 1325). As stated in its Foreword, the Dutch NAP 1325 “unites people and organisations active in the fields of development (including humanitarian aid), diplomacy and social action in a joint effort for conflict prevention and resolution, peace negotiations and reconstructions”ⁱⁱⁱ. The NAP 1325 aims to gain systematic attention, support and recognition for women’s role in conflict and post-conflict situations, and to identify different stakeholders’ responsibilities. A full list of its signatories is found in [Annex 6](#). The NAP formulates 19 goals in five focus areas, which are:

(1) Legal framework

- National legislation in conflict and post-conflict areas protects women’s rights

- People are trained to tackle human rights violations independently
 - Those violating human rights are prosecuted
 - Institutionalised victim support
 - Violations of women's rights are made public
- (2) Conflict prevention, mediation and reconstruction
- The role of women in conflict prevention has been institutionalised
 - The role of women in mediation has been institutionalised
 - The role of women in reconstruction has been institutionalised
 - Women can take control of their own development
- (3) International cooperation
- Further implementation of 1325 within international and multilateral organisations
 - International efforts to implement 1325 are more closely harmonised
- (4) Peace missions
- The role of women is embedded in our approach to peace missions
 - Peacekeepers conduct themselves according to applicable standards
 - Participants in peace missions have appropriate gender expertise at their disposal
 - Male-female relations within peacekeeping force are in balance
- (5) Harmonisation and coordination
- Research into women, peace and security has been intensified
 - Harmonisation and cooperation between the signatories has been improved
 - Implementation of 1325 is monitored and evaluated more effectively
 - Communication regarding the implementation of 1325 has been improved¹

Prior to the official release of the NAP 1325 on 9 December 2007, a number of preparatory steps took place. From 2003-2006, the Dutch government Taskforce “Women in conflict situations and peacekeeping”^{iv} was operational in the area of UNSCR 1325 to raise awareness and improve the implementation. Then, at Schokland in June 2007, a specific agreement was signed by the various Dutch Government Ministries and Civil Society Organisations (CSOs) on the subject of UNSCR 1325. Subsequently, an extensive consultation process between Dutch CSOs and the Dutch Ministries of Foreign Affairs (MoFA), Defence and Interior and Kingdom Relations took place. The final document^v of the Taskforce “Women in conflict situations and peacekeeping” also provided input for the NAP 1325.

Although a number of other countries² had already developed National Action Plans prior to December 2007, the extensive participation of civil society in the formulation of the Dutch NAP 1325 makes it unique.

1.3 Working Group 1325

The NAP 1325 was first drafted by the MoFA in October 2007. Thereupon WO=MEN, the Dutch Gender Platform, called upon its members and partners for a civil society consultation, in order to provide a consolidated commentary. WO=MEN is a member organisation of 50 experts and organisations that have committed themselves to gender equality worldwide. The = in WO=MEN, stands for women and men united and equal in the battle for equality. The policy inputs of these initial meetings and dialogues with the MoFA, called the “Pink Notes”^{vi}, were integrated into the NAP 1325 and civil society participation was named as an essential key to success.

¹ The full text of the NAP 1325, including this extract, is available at <http://www.minbuza.nl/binaries/en-pdf/nap1325-en.pdf>.

² Specifically: Austria, Canada, Denmark, Norway, Sweden, Switzerland and the United Kingdom.

Since the release of the NAP 1325, the temporary coalition of organisations that participated in the civil society consultation has evolved into to a more permanent coordination and advocacy body for organisations working on UNSCR 1325 at different levels of society. This Working Group 1325 (WG 1325) – initiated by WO=MEN, Dutch Gender Platform – includes several members of WO=MEN and a number of signatories of the NAP 1325, amongst which are: Aim for human rights, Cordaid, ICCO, Gender Concerns International, IKV-Pax Christi, Oxfam Novib, Platform Vrouwen voor Duurzame Vrede, Multi-cultural Women for Peace and Freedom, Women’s Global Network for Reproductive Rights and the Women’s Peacemakers Programme of IFOR. Not all NAP 1325 signatories are members of the WG 1325, whereas WG 1325 includes also organisations that have not signed the NAP 1325, or who are represented by other signatories. The full list of members of the working group is found in [Annex 7](#).

As described by the WG Coordinator, the common goals of the WG 1325 are to provide a platform for cooperation and coordination on UNSCR 1325, ensure civil society ownership of and commitment to the NAP 1325, and to monitor its implementation. Further, the roles of the WG 1325 as described in their draft document on that topic are:

The NGOs linked to the WG are firmly committed to stimulate the implementation of the Dutch National Action Plan 1325 (NAP 1325), according to their specific roles and mandate. The term of engagement of the WG in the implementation of the Dutch NAP is inclusive but not exclusive to the following. The members of the WG will contribute to the implementation of NAP 1325 within their own work, based on their specific mandate, expertise and capacities, e.g. by:

- Supporting local (women’s) organisations and communicating their interests and needs to the Dutch Government;
- Network building between local organisations, South-South and South-North;
- Representing community based needs, through local organisation’s expertise or research and monitoring missions;
- Assisting partners organisations to lobby and advocate for the implementation of UNSCR 1325;
- Acting as a partner to the Ministry of Foreign Affairs, providing policy inputs as well as independent feedback and monitoring;
- Continuing to advocate the implementation of NAP 1325 and UNSCR 1325 in the Netherlands and European Union; and
- Exchange good practices.

The tasks of the WG 1325, as described in the same document may be summarized as 1) in the Netherlands: policy development and monitoring, public awareness and bridging to southern civil society organisations; 2) in partner countries: providing financial and technical support, field monitoring and bridging to local (women’s) organisations; and 3) cooperation with Diaspora organisations. Thus, the role of the WG 1325 may be seen as twofold. On the one hand, the WG 1325 will cooperate with the Dutch Government to implement the NAP 1325 as well as possible under existing circumstances. In this regard, the members have their own programme and projects and lobby activities on the NAP 1325. On the other hand, the WG 1325 seeks to monitor the activities of the Dutch Government and perform concerted advocacy and lobby activities in response to gaps identified.

2. EVALUATING 1 YEAR NAP 1325

2.1. Introduction

On 30 October 2008, the Working Group 1325 assigned the task of evaluating the Dutch National Action Plan on UNSCR 1325 to consultants Herma Majoor and Megan L. Brown of Femconsult. The objective of this evaluation was to map the first year of NAP 1325 implementation within specific focus countries and themes, and to make recommendations for improvement. Through this exercise,

the WG 1325 aims to further implementation of the NAP 1325 by both its members and other relevant stakeholders.

Having been launched 9 December 2007, the NAP 1325 will celebrate its first anniversary soon. This occasion is recognised as a key moment for stakeholders to share what has been achieved, what is still missing, who has been involved and what decisions have been taken during this first year implementing the NAP 1325. Based on this information, the stakeholders may join hands and make adaptations or design new activities where needed, in order to make the final result of the NAP 1325 live up to expectations.

2.2. Method and approach

As implementation of the NAP 1325 is foreseen through 2011, monitoring and evaluation should be an ongoing activity. Therefore, attention was paid to making the design of the mapping exercise replicable. The process of clarifying the method and approach of the evaluation, as well as identifying stakeholders, was cooperative among the consultants and members of the WG 1325.

2.2.1 Selection of themes & focus countries

With time extremely limited, the evaluation had to be restricted to specific countries and themes. During a meeting on 4 November between the consultants and some members of the WG 1325, a number of possibilities considered. Initially, the selected themes were: peacekeeping missions, local access to justice and female leadership. It was agreed that if information emerged that fell outside these themes, it would be reflected in the report as well. Female leadership so often appeared as a crosscutting issue, however, that the consultants decided drop it as a specific theme and address it integrally. Other issues such as sexual and gender-based violence (SGBV)³ kept showing up as a major problem. Therefore, the initial themes were broadened and the research was split into two focus areas:

- Peacekeeping missions and security sector reform
- Development cooperation and women's rights in fragile states

An added advantage to using these focus areas was that in peacekeeping missions the major role is played by the Dutch Government, whilst in development cooperation there is ideally a coordinated input from both the Government and Dutch CSOs.

With regard to the geographic areas of research the countries Afghanistan, Burundi and Democratic Republic of Congo (DR Congo) were selected in consultation with WG 1325 at the same 4 November meeting, based on a number of considerations including diversity in conflict stage, access, available networks and information, and Dutch policy considerations. Outcomes from mapping exercises already carried by out WG 1325 members in the focus countries were to be incorporated in the report.

2.2.2 Methodology

The research was to be carried out using the following methods:

- Desk review studying a selection of available documentation on UNSCR 1325, the NAP 1325 and relevant reports on the three selected countries.
- Face-to-face interviews with CSO members of WG 1325.

³ In this report, the term "sexual and gender-based violence" or SGBV is used to refer to various kinds of sexual and physical violence against women. However, when interviewees specifically used the terminology of "violence against women" or VAW that phrase is used instead.

- Face-to-face interviews with relevant staff members from Dutch Government Ministries that are signatories to the NAP 1325.
- Telephonic (preferred) or e-mail interviews with gender focal points in the three embassies of the selected countries.
- Telephonic and e-mail interviews with CSOs in the three focus countries.

2.2.3 Identifying interviewees

The consultants sought cooperation from the members of WG 1325 to identify and connect with the appropriate representatives within the Ministries of Foreign Affairs and Defence. To identify local CSOs, the consultants sought suggestions from WG 1325 members and used their own international and Dutch networks.

The method used was semi-structured interviews. There were a number of set questions for all interviewees, a number of questions per category and the possibility to elaborate was kept open. The questions were mostly open ended.

Actual interviews took place based on final information need, recommendations, consultants' own networks, and the availability and willingness of interviewees under consideration. The list of interviewees comprised the following categories:

- Relevant staff members in the Ministry of Foreign Affairs and Ministry of Defence⁴,
- Gender specialists and other relevant staff members in embassies,
- Members of the WG 1325 in the Netherlands,
- Civil society organisations in the three focus countries, and
- Other relevant experts.

A full list of people and organisations interviewed is included as [Annex 2](#). [Annex 3](#) is the time frame of the consultants' work.

2.2.4 Questionnaires & reporting

Even though the interviews were carried out on the basis of pre-set questionnaires, the time allotted for the research was too short to pre-test them. Therefore, pre-testing and implementation of the questionnaires took place simultaneously at the start of the assignment. As a result, during the first week of the evaluation, a number of adaptations were made and different grouping of questions were used. Some questions appeared less relevant, while others were missing or too limited. In the beginning of the second week, the questionnaires were fully finalised and used for further interviews.

There were especially adapted questions for each information source. Whereas for instance staff members from Ministries were asked to elaborate on their actions with regard to the NAP 1325, the local CSOs were asked for information on the impact of these actions and about gaps hampering their work. The questionnaires are included as [Annex 4](#).

Even though data collection was focused on the selected themes, content from interviewees was not always alike. The situation in the three focus countries was different with regard to the stage of conflict, as well as cultural and religious issues, and therefore relevant issues differed. Although

⁴ Although the Dutch Ministry of Interior is a signatory to the NAP 1325, information from members of the WG 1325 and from government contacts indicated that the Ministries of Foreign Affairs and Defence are the government bodies that are in fact taking on responsibility for implementation. Therefore, staff from the Ministry of Interior was not approached by the consultants for interviews.

occasionally direct quotes are used, opinions expressed and information shared by interviewees is generally summarized. No names are used, as some interviewees preferred to remain anonymous.

In the report, a list of recommendations is given. The recommendations are separated into recommendations for the Dutch Government and for the members of the WG 1325. Furthermore, suggestions for indicators are provided in Annex 5, with emphasis on practical application in the focus countries.

3. SITUATION ANALYSIS OF FOCUS COUNTRIES

Below are brief situation analyses for the three focus countries, with regard to UNSCR 1325. They are based on desk review of public documents, material provided by the WG 1325 members and interviews with country resource persons.

3.1. Afghanistan^{vii}

Since 2002, when the Bonn Agreement marked the start of Afghanistan's peace process, the United Nations Assistance Mission to Afghanistan (UNAMA) has led implementation of the Agreement, overseeing elections as well as implementation of the UNSCR 1325. In January 2006, the London Conference on Afghanistan resulted in the Afghanistan Compact, a non-binding statement of political commitment by the Afghan Government, the UN and various other signatories. The Compact establishes a 5-year framework for cooperation between Afghanistan and the international community on security, governance, rule of law and human rights, and economic and social development. The Compact notes that women's rights must be promoted and protected, and that their capacities to participate in Afghanistan's development and democratisation need to be built.^{viii} The **International Security Assistance Force (ISAF)**, responsible for peace enforcement in Afghanistan, is a NATO led multi-lateral force under UN Chapter VII⁵, to which Netherlands is contributing troupes and supplies. UNSCR 1325 is not explicitly part of the mandate. ISAF website does not include gender disaggregated data on troupes.

Several **overriding issues hamper progress** in Afghanistan, the first of which is the international community's short-term outlook. In addition, the peace-building process continues to be driven not by Afghans, but by international actors (primarily the US), who are providing the financial and material resources. Further, different priorities and approaches of donor countries, coupled with lack of trust, have led to a failure of coordination and an atomisation of the peace process. An example is police reform, where the US preference for building a robust paramilitary-style police is at odds with the EU focus on community policy, and Afghan police regularly receive directly contradictory messages. Added to these trends, warlords still have considerable power in many parts of the country, exercising control over communities with impunity. They also hold seats in Parliament, a fact which silences many women. In December 2006, the Action Plan on Peace, Justice and Reconciliation was adopted, despite heavy protests, granting amnesty to war criminals.

The high level of insecurity combined with extreme poverty renders daily life for Afghans very difficult. **The reality for women in particular is grim**^{ix}. In 2005, the UN Special Rapporteur on

⁵ According to the NATO website, "ISAF has a peace-enforcement mandate under Chapter VII of the UN Charter. Nine UN Security Council Resolutions...relate to ISAF. However, ISAF is not a UN force. It is a coalition of the willing deployed under the authority of the UN Security Council. 40 nations throughout the world currently contribute to ISAF. The NATO mission itself was created in accordance with the Bonn Conference of December 2001 and its tasks are detailed in a Military Technical Agreement of January 2002 between the ISAF Commander and the Afghan Transitional Authority. In August 2003, upon request of the UN and Government of the Islamic Republic of Afghanistan, NATO took command of ISAF" (<http://www.nato.int/ISAF/topics/mandate/index.html>).

Violence Against Women conducted a fact-finding mission, and reported excessive SGBV. Cultural roles imposed by traditional segments of Afghan society, patriarchal norms and tribal structure condone abuse of women, a situation which is aggravated by the war and poverty. Child marriages and forced marriages are common, as is rape, which – under *sharia* law – can only be proven by four male witnesses. Many women brave enough to report then must face charges of encouraging immoral behaviour. In cases of rape, the traditional method of *baad* is often applied, whereby the victim is sold for money or goods. Women have limited mobility and access to health, justice, education, employment and even public appearance. Women in public positions – such as politicians, civil servants and teachers – are the focus of threats and attacks. In September 2006, the female head of the Department of Women’s Affairs was murdered and, recently, a well-known female police officer in Kandahar was murdered. Abductions and trafficking take place all over the country. In Southern Afghanistan, the security situation is particularly bad and as a result, there are only a few initiatives to improve the status of women in that region.

The Afghan Government has made **commitments to improving the situation of women**, including ratification of numerous international human rights conventions; however, **implementation is lacking**. Despite the inclusion of an article specifically on the principle of equality and equal rights, the Constitution is ambiguous on the interpretation of *sharia* law in government. Tribal laws and customary laws are still regularly applied, and local government representatives often do not recognize women’s rights. Courts have a backlog of years and the only family court in the country is in Kabul, although such courts should exist in all districts. Judges and police are often ignorant of international laws and women’s rights. Women have few places to turn for protection.

In response to this range of challenges, there are **efforts at reform, with mixed results**. The disarmament, demobilisation and reintegration (DDR) process, through the Afghanistan New Beginnings Programme (ANBP), has demobilised around 60,000 ex-combatants since 2006. NATO’s demobilisation teams do not include female members, however. Police reform is being carried out with support of various countries and gender mainstreaming is promoted in the Ministry of Interior. The Police Academy has been rebuilt and the curriculum redesigned, though the gender element of the human rights training module consists of only a few hours. Family Response Units were set up as discrete sections of police stations, with separate entrances for women and cellular phone numbers. Thus far, they are not much frequented, due to lack of awareness and women’s limited mobility. Police stations are not equipped with laboratory equipment and access to hospitals is limited for women who need attention after violence. There has been a campaign to encourage recruitment of female police officers, however, results have been meagre. Women working with the police tend to hold desk jobs only; families often discourage their daughters to work with the police, who are perceived as violent and corrupt not least because they have been known to sexually abuse and beat women in custody. Women with an education can earn better wages working for an NGO than for the police.

The US has been the “lead nation” **building up the Afghan army**. One of the few areas of engagement in Afghanistan not fraught with the challenge of conflicting leadership, efforts to quickly increase the number of counterinsurgency forces on the ground have been effective. However, the short-term outlook of the US – and the international community more generally – has meant that their “train and equip” programme has not included building oversight and democratic control of the armed forces. Moreover, the sectarian dividing lines within both the army and the Afghan Government Ministries have not been addressed within the training program. Some efforts to address SSR more directly are taking place: in Kabul, UNDP is working to address gender policies within the police and Geneva-based DCAF has begun introducing the concept of SSR to the Afghan Ministry of Defence, Parliament and CSOs through a series of workshops.

Looking outside the security sector, there are more **signs of progress** for the situation of Afghan women. The percentage of women participating in politics is increasing, though they still rarely hold senior or strategic positions. At present, the Afghan Government employs 38,000 women (25% of total). Education and training of women is needed to further improve that situation. A first positive step has been taken by establishing gender focal points in the Ministries. Awareness of UNSCR 1325 and coordination on its implementation are in the starting phase. In Kabul in 2004, a provincial workshop was held on UNSCR 1325, and participants planned to use 1325 to encourage government policies supporting women's rights. Afghan women's organisations and the Ministry of Women's Affairs have together created the "Gender and Law Working Group", which lobbies on legal reform from a gender perspective. In 2005, the Afghan Independent Human Rights Commission (AIHRC) released their report "A call for justice" on country-wide consultations on transitional justice. This report made clear that Afghans want justice for war crimes and crimes against humanity. AIHRC has taken a lead role in calling for transitional justice, investigating abuse of human rights, lobbying, researching and reporting.

Various Afghan women's organisations work on women, peace and security and are aware of UNSCR 1325; however, unfortunately, they are not often consulted by the Afghan Government. UN educational tools and guidelines on UNSCR 1325 still need to be translated into local languages. The Afghan's Women's Network has conducted gender based violence case studies and has established a separate network on addressing violence against women (VAW). Some international organisations have supported women's safe houses, but for many in remote areas, the distance remains too large. Furthermore, access to rural communities, especially on gender issues and women's rights has become more difficult: roads are insecure and NGOs are targeted by criminals and armed opposition groups. The absence of rule of law – in part due to corruption and impunity at the highest level of Afghan government – means that the safety and security of staff cannot be guaranteed. Due to this continued deterioration of the security situation, space for NGOs to work has strongly decreased during the past two years; the impact includes difficulties for working on UNSCR 1325.

3.2. Burundi^x

Burundi is still emerging from a decade-long, **ethnic-based civil war**. "Since independence in 1961, it has been plagued by tension between the dominant Tutsi minority and the Hutu majority", and although the ongoing peace process has brought positive changes, the country "faces the formidable tasks of reviving a shattered economy and of forging national unity".^{xi}

After the 1993-2003 civil war, the UN Operation in Burundi (ONUB) guided the transition process through the completion of its mandate in 2006. Towards the end of its mandate, in September 2006, the democratically elected Burundian government "signed a South Africa brokered ceasefire with the country's last rebel group"^{xii}. Subsequently, UNSC Resolution 1719 (2006) established a one-year mandate for the **UN Integrated Office in Burundi (BINUB)**, which began its work on 1 January 2007. BINUB's mandate was later extended until 31 December 2008 by Resolution 1791 (2007) and will likely be extended again^{xiii} at the upcoming Security Council meeting in New York on 12 December 2008. The Burundian government and rebel forces signed a revised ceasefire agreement in June 2008 following renewed outbreaks of violence in April and May. Both parties are responsible for completing the peace process by the established deadline of 31 December 2008; however, negotiations have been deadlocked recently. In addition, "South Africa's facilitation mandate ends on 31 December [2008] and it seems reluctant to agree to a renewal"^{xiv}. BINUB's responsibilities include furthering the peace process; its four main activity areas are:

- Peace consolidation and democratic governance;
- Disarmament, demobilisation, reinsertion and reform of the security sector;
- Promotion and protection of human rights and measures to end impunity; and

- Donors and United Nations agency coordination^{xv}.

Furthermore, BINUB is also responsible for taking account of women's rights and gender considerations as set out in UNSCR 1325.

During the war, rape was commonly used as a weapon. Although Burundi is now in a post-conflict situation, **violence against women continues to be widespread**, with many thousands of women affected each year^{xvi}. Rape is regularly committed by state and non-state actors, inside and outside households^{xvii}; in the period of 2004-2006, 60% of the reported rapes were against minors^{xviii}. Reported numbers are likely much lower than the real incidence of SGBV against women, however, for a number of reasons. Rape victims are often rejected by their family and community, and lose their status. Therefore, even women who are aware of their rights may choose to remain silent. In addition to fear of stigma or reprisal, many women do not report because they are unable to reach medical and counselling centres. As the justice system lacks human, financial and material resources and is often not working properly, in the rare case that a woman does speak out, the conflict is often solved "amicably" by an exchange of goods or money between the families – as in Afghanistan. If the victim is not married, in some cases she may be forced to marry her perpetrator due to cultural norms that otherwise make her "unfit" for marriage.

The Burundian Government does not currently monitor SGBV, though the Ministry of Human Rights is in the process of setting up a system which will provide statistics. **Law enforcement and the justice system are weak and need reform**. Burundian laws do not include any article on domestic violence and have no definition of rape; punishments for women and men for the same crime often differ. Most judicial and police officers have not received gender training. Balance of male and female police officers is highly uneven; only slightly more than 500 out of 20,000 police officers are women. At a workshop with ONUB in 2006, participants recommended setting up a specialized unit dealing with gender based and sexual violence, recruiting more female police officers, raising awareness on sexual violence and creating an inter-ministerial committee.

The security sector is in a number of cases directly responsible for violations of women's rights. Not only are police frequently unresponsive to reports of SGBV, they even sometimes commit violence themselves. Prisons lack capacity and violence and rape by guards and fellow inmates often occur. Complaints against police officers are not documented. Army officers are known to have raped and abused people – thereby becoming a threat to women instead of an instrument for protection^{xix}. The percentage of female officers is even smaller in the army than in the police; however, there are currently no special measures to recruit more.

In addition to continued widespread SGBV, a **major security sector challenge** for Burundi is continued disarmament, demobilisation and reintegration (DDR). Quotas exist for the two major ethnic groups requiring parity within the army. Many ex-combatants are still being integrated, and continued equality of numbers is seen by the public as an assurance for security and the prevention of future outbreaks of ethnic violence. However, this drive for integration is currently being countered by pressure – particularly from the IMF and World Bank – for Burundi to downsize its armed forces. As one of the world's poorest countries and the "most donor dependent country in Africa", receiving 40% of its budget from donors, these contradictory pressures will be difficult to resolve.

In general, Burundi's army is regarded as relatively well led and apolitical; however, the police have a different reputation. The police have been built from the ground up, integrating Hutu ex-combatants into what were existing paramilitary groups. Competing trends in SSR have led to inconsistent training, with governments like France promoting more aggressive techniques such as crowd control, while others including Belgium and the Netherlands favour community policing approaches that

include modules on human rights and elections, and aim to instil a sense of public service. In comparison with the ethnically balanced, professional army, the police are Hutu-dominated and popularly seen as the militia for the current President's political party. During the next national elections in 2010, the Burundian Government will have to call on the police to ensure secure and orderly voting. Given their current reputation, there is reason for concern.

3.3 DR Congo^{xx}

In the late 19th century, DR Congo was colonised by Belgium and suffered under a cruel regime of exploitation. Independence came in 1960, but the dictator Mobutu seized power and ruled from 1965 until 1977, when rebels captured Kinshasa and installed Laurent Kabila as President. Throughout the post-independence period, **internal and multilateral conflicts** have continued to burden the Congolese people. The 1999 Lusaka Ceasefire Agreement – signed by various African governments and rebels groups that had all been party of fighting in DR Congo – was followed by the deployment of the **UN Mission in DR Congo (MONUC)**. MONUC is mandated to protect civilians and human rights, with particular attention to women, children and vulnerable populations and investigating human rights violations⁶. Currently, there are 17,000 MONUC soldiers in DR Congo, of which more than 10,000 are stationed in Eastern Congo. In addition, since 2007, DR Congo's police is supported by Europol, the European Law Enforcement Organisation. Despite the presence of the international community and democratic elections in 2006, peace remains elusive. On 23 January 2008, the Goma Peace Agreement was signed; armed groups promised to end their abuses and work to bring peace and development to Eastern Congo. Unfortunately, peace is the last word one would use to describe the current situation. After 8 months of relative calm, fighting broke out around Goma in August and has since intensified to full-scale fighting^{xxi}.

Congolese women are often called “the engine” of the economy, as they represent 70% of people engaged in agriculture (80% of total population). However, despite this vital role, it is women who are most affected by the ongoing conflict. In particular, tens of thousands of women in Eastern Congo have suffered from sexual violence related crimes^{xxii}. **Sexual violence is used as a weapon of war**, not only by military and police but also by civilians and husbands. The violence inflicted is large in scale and extremely brutal, with gang rapes being no exception, for example^{xxiii}. As in Burundi, SGBV is underreported and the country lacks a sufficient monitoring system; moreover the health care system is under resourced. Most women do not receive the medical treatment and psychosocial support they need, and there is little chance to obtain justice. Research by Amnesty International has revealed horrible stories of brutality, told by survivors themselves^{xxiv}.

In general, women have been hardly present in the various peace processes. Purposefully excluded by men, and also **hampered by cultural and religious norms**, women's contributions to the Goma negotiations were limited. Women's perspectives were not included in the resulting Congolese Government-led Amani programme for security, pacification, stabilisation and reconstruction in the Kivus aims to ensure demobilisation of armed groups, establish accountability for human rights violations, provide community reconciliation and rehabilitation of essential social services. Negative societal prejudices about women's role also hamper female political leadership. Few voted for women in the 2006 elections, and their numbers in government dropped. Gender, including UNSCR 1325, does not figure high on the Congolese political agenda. Women's organisations are not part of the political dialogue and have no access to financing. Individual women often lack technical knowledge and have little money for campaigning.

DR Congo has ratified numerous international human rights conventions and its Constitution is consistent with international human rights standards, even stipulating that international treaties are

⁶ UN Security Council Resolutions 1565, 1592, 1756, 1756 and 1794 are part of MONUC's mandate.

superior to domestic laws. Although legislative redress for violations of women's rights might therefore seem a sensible approach, in practice, these **legal commitments are mostly disregarded**. Out of ignorance, judges tend to base verdicts on more familiar domestic laws, which may contradict international standards or even other Congolese laws. In particular, the Family Code is often discriminatory, especially against married women, who are seen as "judicially incapable". They may legally be prevented from signing contracts by the husband, for instance, and have no right to manage their own income. The Family Code fixes the age of marriage at 15, in direct contradiction to the laws on sexual violence, which fix it at 18. The latter (adopted in 2006) are superior, but the Family Code is more familiar to judges. In general, knowledge on sexual violence and international legislation is inadequate among lawyers and judges. Another limitation with regard to SGBV is that cases must conclude within three months. Even though theoretically this could have a positive effect for the victim, in that a verdict is quickly reached, it often leads to procrastination and release of the perpetrator. Outright corruption also hinders successful prosecution of SGBV cases. Salaries of prison wards and other juridical staff are low. The system uses "liberté provisoire", where the perpetrator is released after 4-5 days until the evidence is complete; this freedom is often bought. Thus, the eventual result of those few cases which go to trial is impunity. Weak law enforcement, lack of knowledge and capacity, and corruption all aggravate the situation of contradictory laws. Dysfunction is widespread in DR Congo's judicial system and legislative harmonisation is urgently needed.

Other possible sources of redress and progress are international and Congolese **institutions responsible for women's rights**. Since the 1960s, DR Congo has had a Ministry working on women's issues. The recently-renamed Ministry of Gender, Family and Children has access to only a minor fraction of the national budget, however, and did not develop any concrete activities until 2008. In mid 2008, the Ministry and the international NGO Femmes Africa Solidarité – together with many other CSOs including partners of WG 1325 members – initiated the development of a National Action Plan on UNSCR 1325 with funds from MONUC's Gender Office. A pilot committee has been established to monitor UNSCR 1325 implementation in all Ministries.

MONUC does not have a specific policy on hiring women and its' extensive website does not provide information on the number of female soldiers^{xxv}, which from other sources appears low. The UNSCR 1325 is the only guideline for integrating female troupes and stepping up gender awareness, but it is not mandatory. MONUC mainly operates in urban areas whereas most of the sexual violence takes place in rural areas, meaning that impact on reducing those crimes is negligible. The local population distrusts MONUC as a result of insufficient information on the mandate. Furthermore, in a number of cases (the UN has registered 176^{xxvi}), MONUC soldiers have themselves committed SGBV such as rape and frequenting underage prostitutes⁷. MONUC has established a national Conduct and Discipline Unit in Kinshasa as reaction to the violence committed. Also, each brigade now has a sexual exploitation and abuse focal point. In December 2007, the UN Security Council asked MONUC to develop a mission-wide strategy to strengthen prevention, protection and response to sexual violence. A Senior Adviser on Sexual Violence has since been deployed to MONUC to develop that strategy. As of July 2008, it had still not been finalised. Thus, it is clear that MONUC has not consistently contributed to reducing SGBV and promoting women's rights, and in some cases has done the opposite.

⁷ The MOU between the UN and contributing countries states that DR Congo has no jurisprudence over (sexual) crimes committed by MONUC soldiers. If soldiers are found to have committed sexual crimes, they are sent to their home country, but often they do not face legal punishment. Many countries do not permit extraterritorial jurisdiction, and respective Ministries of Foreign Affairs fail to inform the Congolese Ministry of Justice of incidents' outcomes.

The Congolese **security sector is fraught with an array of structural weaknesses**. SSR initiatives include the “Command and Control” programme to provide basic training of Congolese soldiers and MONUC human rights training for police in North Kivu, which has included awareness raising on sexual violence. However, the command structure of the army is seriously compromised, as exemplified by irregular to nonexistent housing or food for troupes and lack of a dependable pay structure to ensure individual soldiers receive their salary. Even in calmer areas of the country, many troupes are left to fend for themselves, and – regardless of having received training on their obligations to protect the population – fall into brigandage. In some cases local business people simply pay a “tax” to soldiers in exchange for being left in relative peace.

DR Congo’s national DDR programme, the Commission Nationale de la Demobilisation et Reinsertion (CONADER), was charged with demobilising ex-combatants in 2004. Prior to the suspension of its activities in 2006, CONADER collaborated with local CSOs very little and seldom demobilised female combatants. Many women, although not warriors themselves, were slaves or cooks, and some have children by ex-warriors. Although 20% of all people involved in the war were female, only 3,000 women participated in the CONADER programme, a mere 3.5% of the total of 88,000 people involved in the war. Women were often not selected by their superiors to participate and, often, preferred to return home anonymously to avoid stigmatisation.

Other security sector problems include lack of basic infrastructure, poor gender parity within security sector institutions, and low awareness on gender and SGBV. For example, there are few prisons and distances are so extreme that prisoners often never arrive to be incarcerated. Numbers of women in both the army and police are low, especially in higher ranks, and there are no special regulations to recruit women. Knowledge among troupes on gender and SGBV is insufficient.

Following the national election in 2006, the **Congolese Government failed to take ownership of the SSR process** instituted by MONUC and bilaterally by some donor governments. Combined with a lack of coherence within the international community – exemplified, as in Afghanistan, by differing philosophies of SSR – little real progress has been achieved, despite the enormous financial resources invested in this area (for example, €40 million from the Belgians alone). According to at least some observers, recent events in the East illustrate that SSR efforts have in fact failed outright and that in reality no national army exists. The Congolese Government continues to seek military solutions to the country’s problems, and often looks outwards to external actors as the source of trouble. However, there are serious internal weaknesses at play – not least of which are very weak governance due to poor capacity of civil servants and a lack of accountability.

4. FINDINGS

This section of the report describes the findings from the data collection stage of the evaluation. The first sub-section highlights successes and difficulties in gathering information that influenced the content of the findings. The next two sub-sections look at the thematic focus areas of the evaluation: Peacekeeping missions and security sector reform, and Development cooperation and women’s rights in fragile states. Remaining sections describe the findings resulting from interviews with local CSOs in the three focus countries, and explore the institutional relationships relevant to implementing the NAP 1325.

Immediately below are some general points related to overall issues and trends that inform the context for Dutch stakeholders working on implementation, as well as to the structure and content of the NAP 1325 itself.

Working in fragile states makes planning for peacekeeping, SSR and development cooperation even more difficult than usual, as the constantly changing situation may render some decisions or actions superfluous or bring different needs to the fore. For the Netherlands, the fact that the Government and CSOs together play a relatively small role internationally makes it more complicated to achieve measurable impact or to distinguish which part of an impact is due specifically to Dutch activities. Moreover, much of the work done by the Dutch Government on UNSCR 1325 happens through non-public or indirect channels and, though difficult to measure through concrete indicators, may still have positive impact. Examples include bringing up UNSCR 1325 in unofficial or closed-door communication with the other governments and giving it an extra emphasis whilst financing activities through Schokland-related funds. Often, the Dutch Government also invests in UNSCR 1325 through existing multilateral programs of institutions such as the UNDP and the World Bank. These institutions perform monitoring and provide feedback themselves, rendering direct monitoring of these activities by the Dutch Government repetitious.

Overall, the content of the NAP 1325 is well structured and relevant, yet some of the activities it enumerates lack detail. Toolkits, manuals and in-house expertise within government and civil society can help address the need for greater specifics within each of the five broad “Focus areas” of the NAP 1325. During the first year of its implementation, however, action to do so has not been sufficiently robust. Furthermore, gender in general and 1325 in particular have not been yet been internalised by all relevant staff members of the Dutch Government. Within the MoFA and the Ministry of Defence, both political will and a human resources policy are present with regard to gender. Many staff members lack knowledge or are insufficiently encouraged to follow up on these priorities, however. In the coming year, NAP 1325 needs to be better translated to an operational level and incentives are needed for staff to comply.

4.1 Gathering information

Within the Dutch Government, the Gender Division of the Department for Health, Gender and Civil Society of MoFA (DSI/ER) is responsible for coordinating implementation and monitoring of NAP 1325. In the MoFA, implementation is carried out by the Department for Human Rights, Good Governance and Humanitarian Support (DMH), the Department for Security Policy (DVB) and the Peacebuilding and Stabilisation Unit (EFV) among others.⁸ One staff member holds the position of 1325 Coordinator within DSI/ER and is the official point of contact for inquiries related to Resolution 1325, according to official MoFA policy. The Ministry of Defence is also a signatory of the NAP 1325 and therefore responsible for supporting its implementation. [Annex 8](#) and [Annex 9](#) display the official organograms of the MoFA^{xxvii} and the Ministry of Defence^{xxviii}, respectively. Four representatives from each of these Ministries were interviewed (as listed in [Annex 2](#)).

The Embassies of the Kingdom of the Netherlands (EKN) in Bujumbura, Burundi and Kinshasa, DR Congo, notwithstanding times constraints and unsecure work environments, were able to provide the consultants with information on their implementation of the NAP 1325. Staff members were responsive and communicated by email and phone with the consultants. Only the EKN Kabul was not able to speak at length with the consultants, due to their heavy workload. They referred the consultants back a MoFA representative from DSI/ER who had recently completed a field visit to Kabul, and who had compiled information about the EKN Kabul’s activities on UNSCR 1325. All interviewed embassy staff persons were familiar with UNSCR 1325 – and to a lesser degree the NAP 1325 – and incorporated it in their activities.

⁸ The official Dutch names of these MoFA Departments are, respectively: Directie Sociale en Institutionele Ontwikkeling /Emancipatiethema’s (DSI/ER), Directie Mensenrechten Goed Bestuur en Humanitaire Hulp (DMH), Directie Veiligheidsbeleid (DVB) and Eenheid Fragiliteit en Vredesopbouw (EFV).

The difficulty of establishing through the MoFA exactly what is going on in the field of 1325 may be caused in part by the fact that the NAP 1325 is largely implemented through the Embassies, which are responsible for incorporating UNSCR 1325 and gender into their Multiyear Strategic Plans (MJSP). The budget and plan of each EKN are handed in at the beginning of a year for review and funding approval. At the end of the year, it should become clear to what extent plans have been implemented. This system, however, may make it difficult for the MoFA to have a concrete overview of implementation at a given point in the year, not least because each MJSP is an extensive document. Of note is the fact that the Secretary-General of the MoFA recently called for more thorough reporting on gender related activities in embassy reports.

There were difficulties in collecting information from the members of the Working Group 1325. Whereas most were available for an interview and glad to share information, in quite a number of cases, an interviewee was not fully informed about their organisation's programmes in the three selected countries. The effort of the consultants to make up for that missing data – by distributing a list of questions and later a small table to complete – resulted in only a few replies. The original intention, to comprehensively describe in the evaluation report members' activities in the selected focus areas and countries, was therefore dismissed for lack of sufficient information. This circumstance illustrates how difficult it will be, if not impossible, to produce a coherent matrix of planned or completed activities covering the whole scope of NAP 1325 based on voluntary input of WG 1325 member.

To measure the on-the-ground impact of Dutch efforts to implement UNSCR 1325, the consultants interviewed local CSOs in each of the three focus countries. Although ideally other actors such as representatives of Dutch NGOs and international organisations working in-country should also have been interviewed, due to time constraints this was not possible. Given this situation, the strategic decision was to focus on local organisations. The consultants sought suggestions from WG members, the Embassies and also used their existing professional networks to identify interviewees. Three to four CSOs from each focus country were interviewed and, in addition, one US-based organisation whose long-standing partner in Afghanistan could not be reached. In total, the consultants conducted 10 interviews.

As described below, a number of the local CSOs are actively developing National Action Plans (NAPs) in their countries. It appears that at present the Dutch Government is not actively participating in these processes, although at the EKN Kabul the issue is on the agenda. No other of the government interviewees gave information on combined inputs and efforts with other countries to develop NAPs. Moreover, although some of these local organisations receive funding from Dutch MFOs, the consultants cannot report evidence of more active, direct engagement by Dutch civil society either. This could be a missed opportunity for North-South mentoring, especially since the Netherlands is the only country where civil society is actively involved in implementing a National Action Plan.

4.2. Peacekeeping missions & security sector reform

During a war, almost all people in a country suffer, women as well as men. Men mainly suffer as combatants, as in the three focus countries, where almost all soldiers are male. Women often suffer in a variety of ways resulting from their gendered position in society, for example, SGBV, exclusion from decision-making processes, and lack of access to education and health services. Post-war rehabilitation processes are complex from a transformational as well as from a gender equality point of view. There are three levels that should be involved process^{xxix}:

1. People in the highest decision making level in politics, military and religion;
2. Leading members of the social sectors, who can act as mediators; and
3. Community based actors like women's NGOs and networks.

Successful transitional processes are most likely when a strong local women’s movement plays an active role, as well as international partners that promote gender equality.

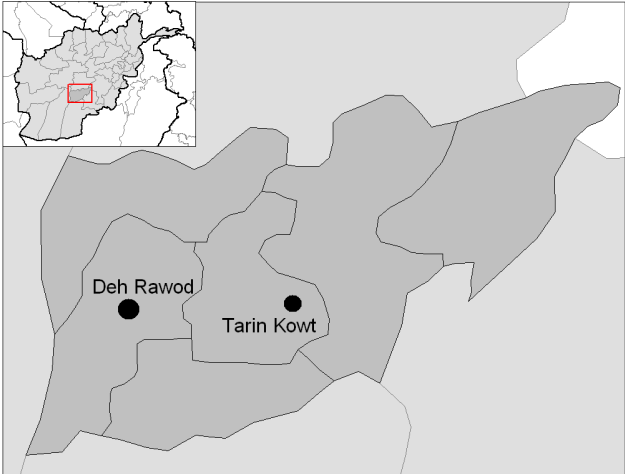
The Dutch Government has contributed over USD 122 million to the budget of the Multi-Country Demobilisation and Reintegration Programme (MDRP) and is the largest donor after the World Bank. The programme targets among others Burundi and DR Congo⁹. As such, the Netherlands can put gender and UNSCR 1325 on the agenda in DDR and SSR negotiations. According to the interviewees from the MoFA, this has happened frequently during 2008. As a partner of the WG 1325, MoFA may consider reporting to Dutch civil society on these occasions, e.g., through the WG 1325, specifically on how gender has been integrated. Although too early reporting may be counterproductive, following negotiations it would be helpful and reassuring to WG 1325 members to know how and when these issues have been discussed, especially since this is an activity not easily captured in indicators.

Basic training imparted by the Ministry of Defence to soldiers and staff has a gender component. However, the Ministry of Defence noted in interviews that sometimes it is the UN that takes responsibility for pre-mission training of soldiers headed for an area where multi-national peacekeeping is taking place. Monitoring by the Ministry of Defence of specific UN pre-mission trainings (not for any of the countries included in this evaluation) revealed that UNSCR 1325 was not included; the UN Department of Peacekeeping Operations (DPKO) is directly responsible for these trainings.

Some staff members of the Ministry of Defence observed that implementation by the Dutch Government of the NAP 1325 now often happens in an ad hoc and reactive manner. This makes it difficult for the CSO members of the WG 1325 to make practical contributions to Government actions. They become aware of an issue only when a decision has already been taken. For example, in the concerted lobby action on Chad, a more coordinated effort would have resulted if the CSOs had been involved earlier. The CSOs should be invited by the MoFA and the Ministry of Defence to provide expertise on 1325 as soon as an opportunity arises, and not after the scenario has already been decided, leaving them only room to comment negatively in retrospect. UNSCR 1325 has recently become an indicator within the Ministry’s reporting system to the Parliament, which is a positive development. However, more information on gender within Dutch Peacekeeping Missions should be made available to civil society signatories of the NAP 1325 to improve their contributions.

4.2.1. Afghanistan

In Afghanistan, there is an important Dutch military presence in the southern region of Uruzgan, where Dutch soldiers were first deployed in 14 March 2006. Since 1 August 2006, the Dutch ISAF Task Force Uruzgan (TFU) has had responsibility for the region. The Dutch Army contributes about 1200 soldiers to the TFU, divided between two locations: Tarin Kowt and Deh Rawod. Tarin Kowt, the provincial capital of Uruzgan, houses the largest Dutch encampment, Camp Holland including TFU staff. Sixty kilometres to the west is Deh Rawod (See [Figure 1](#) below^{xxx}). An important element of the TFU is the Dutch-led Provincial Reconstruction Team (PRT) in Uruzgan, responsible for supporting reconstruction in the province^{xxxi}. The Ministry of Defence reports that it carries out participatory post-mission evaluations with soldiers and staff that include gender



⁹ Apart from DR Congo, the MDRP programme also targets the Republic of Congo.

Figure 1: Map of Uruzgan

and UNSCR 1325. These evaluations are aimed at finding out how the experience of deployment was and at improving knowledge exchange within staff.

In general, the Dutch Government offers a large part of their financial assistance for Afghanistan through the World Bank's Afghanistan Reconstruction Trust Fund and the Law and Order Trust Fund for Afghanistan (LOTFA) for the police sector. Furthermore, support is given to a number of UN organisations like UNICEF, UNHCR and WFP. Through the Small Projects Programme (PKP), the EKN Kabul supports activities of a limited number of local CSOs.

Although the main actor in Afghanistan on army and police training is the US, the Netherlands has promised US \$10 million yearly to a special fund for police training. Dutch staff within Europol will provide training to the national police that will include how to deal with women victims of violence and women prisoners. Through the Dutch Provincial Reconstruction Teams (PRT)-Uruzgan, Dutch police officers train and coach their Afghan counterparts at the regional police training centre. "Gender awareness and approaches for dealing with women are part of that curricula", confirmed the EKN Kabul. In addition, the Netherlands' contribution to the Law and Order Trust Fund for Afghanistan (LOTFA) is about €10 million annually.

The study "NATO in Afghanistan: Resolution 1325 as a tool for enhanced effectiveness" is a cooperation between the Governments of Denmark, Finland, the Netherlands, Norway and Sweden with support from Italy. The project, already underway aims to determine if and how UNSCR 1325 implementation can contribute to making PRT engagement more effective in obtaining its mandated objectives. Obviously, the result will be of high importance to the NAP 1325. Researchers intend to seek assistance from the Gender Focal Point within the Dutch PRT-Uruzgan to conduct interviews, due to the security situation there. Further, they aim to interview PRT staff members who have since returned to the Netherlands, in order to gauge the level of transfer of knowledge within the PRT unit. The CIMIC (Civil Military Co-operation) staff is moving away from clear military input to more development related and long term goals. Support of local population offers the possibility to incorporate gender and NAP 1325 related goals, as in the "hearts and minds projects".

4.2.2. Burundi

The EKN Bujumbura is relatively new, having been formally established 1 July 2008 after a period of years when Burundi was included in the portfolios of embassy staff in neighbouring Kigali, Rwanda. With three political officers, human resources are very limited and the EKN Bujumbura therefore focuses on contributing to larger scale projects of the UN and Burundian Government. In 2009, the EKN Bujumbura will be building on existing efforts to raise awareness of women's issues within the police and to improve gender parity within the Burundian police.

4.2.3. DR Congo

The EKN Kinshasa does not directly implement police training, but rather supports various other institutions that are doing so. They provide funding to the international NGO Search for Common Ground, which is currently conducting trainings within integrated brigades of the army on treatment of civilians, including women. Sexual violence is a specific topic of the training, though UNSCR 1325 is not directly referenced. The training is intended to build internal capacity, so that leaders within the army can further disseminate the training among their peers. Search of Common Ground's activities also include setting up a committee system within the brigades to encourage reporting of human rights violations. A local CSO is partnering with Search of Common Ground to monitor the success of the committees. It is not clear how or by whom committee members are chosen.

The EKN Kinshasa also provides funding for MONUC's basis army training, which includes a section on sexual violence and gender issues. Three Dutch staff persons work for MONUC, though none are

responsible for 1325 related activities. They work with UNDP in providing non-lethal support to the army. This includes a programme to support soldiers' dependents, who often lack even basic housing, but are refused help by humanitarian organisations on the basis of their army affiliation. Moreover, with embassy support, UNDP is also building security infrastructure such as military prisons and hospitals, training prison guards, and conducting quick impact projects to improve civilian-military relations.

Finally, the EKN Kinshasa supports the EU Security Sector Reform Mission in the Democratic Republic of the Congo (EUSEC RD Congo), which includes 3 Dutch staff persons. EUSEC RD Congo is undertaking a number of initiatives all aimed at improving the pay system within the army. Although present numbers indicate around 171,000 soldiers receiving pay, in fact there appear to be only 120,000 to 125,000 soldiers in the army. Moreover, EUSEC RD Congo is trying to disconnect the payment of soldiers from the Chain of Command, as much of the money never makes it into the pockets of the ground soldiers themselves. The Congolese Ministry of Defence, overseen by EUSEC, has now been made responsible for soldiers' pay.

4.3. Development cooperation & women's rights in fragile states

Development cooperation is a high priority for the Dutch government, with an annual expenditure of €4 billion on tackling global poverty^{xxxii}. Approximately 20% of the total Dutch budget for development cooperation goes to the Mede Financierings Organisaties (MFOs, that is, the large Dutch development NGOs that then fund partner organisations and their projects in development countries around the world. All the large co-financing organisations are members of WO=MEN and most signed the NAP 1325 directly and participate in the WG 1325.

The Dutch Government's activities also include direct funding of international and local CSOs working on women's rights including UNSCR 1325. For example, in October 2008, the *MDG3 Fund: Investing in Equality* awarded financial support to 45 organisations, 10 of which are active on UNSCR 1325, corresponding to almost €15 million of the €70 million MDG3 Fund. The impact of this funding will materialize over the course of next three years in a number of countries.

On the 10 December 2008, Congolese women's rights activist Justine Masika Bihamba will be the first laureate of the Human Rights Defenders Tulip Award, established by the Dutch Government as part of their strategy on human rights^{xxxiii}. Justine Masika is from Goma, North-Kivu. Her organisation, Women's Synergy for the Victims of Sexual Violence, has assisted thousands of victims to overcome the effects of rape, is raising awareness about the issue, and is pushing for the perpetrators to be brought to justice. Some of the members of the WG 1325 have contact and work with this organisation.

4.3.1. Afghanistan

There is incongruity between information on Afghanistan received from the MoFA and the WG 1325 and from the EKN Kabul itself, where staff members describe themselves as very committed to advancing gender equality and implementation of Resolution 1325. One explanation for this is that there is a real gap between actual activities and reporting. The MJSP and required annual reporting to the Ministry must cover an extremely wide range of issues in a limited number of pages. Necessarily, some level of detail is lost, added to which the extreme working environment in Kabul may result in a discordance between the EKN Kabul's on-the-ground activities and wider knowledge within the Ministry and Dutch civil society.

In 2007, Euro 15 million has been promised by Minister for Development Cooperation Bert Koenders to the Afghan Government for the reform of the juridical sector. However, as no suitable proposals were submitted, the grant has been cancelled and the money has been left unused. In general,

attention to UNSCR 1325 and gender in Afghanistan is still largely insufficient at the Ministry level. In the letter of the Ministry of Defence and the MoFA of 28 October 2008 to the “Parliament” on the subject Afghanistan, mention of gender was limited to a few paragraphs on the current situation and a few lines on the Dutch involvement, with nothing said on the NAP 1325. In September 2008, Minister Koenders established a fund for the economic reconstruction of Uruzgan province in Afghanistan, called the Uruzgan Economic Reconstruction Fund (FEOU). The €10 million fund “is an incentive intended to encourage businesses to invest in the economic reconstruction of Uruzgan. Grant applications will be accepted from 1 October 2008 to 30 September 2010”^{xxxiv}.

The EKN Kabul is severely understaffed and staff persons work in an extreme situation of insecurity, where an impromptu appointment outside the office can be impossible. Staff members admit to working numerous hours of overtime, with no real distinction between work time and personal time. Moreover, during 2008 their work was paralysed for six months when the EKN Kabul was evacuated. Further, access to the local population, especially women, is difficult. At present, the Deputy Director for Development Cooperation is the de facto gender focal point, on top of other duties. As a result of these various factors, the promised attention for women’s rights and UNSCR 1325 is suffering.

The EKN Kabul reports working very closely on gender issues with Dutch NGOs such as Cordaid, Save the Children-NL, ZOA, Healthnet and the Dutch Committee for Afghanistan, and those NGOs’ Afghan partner organisations. They have regular meetings with Dutch NGOs, individual consultants and the private sector. Staff members emphasised the need to recruit more women with gender expertise within the Afghan Government, as well as to increase the number of international NGO staff who speak Farsi or Arabic. As a particular constraint to implementing UNSCR 1325, they highlighted the dearth of gender related projects that sufficiently take Afghan tribal and cultural realities into consideration.

The EKN Kabul undertakes a number of 1325 related activities such as funding a national programme on women’s access to justice (€1 million for 2008-2010), support for women parliamentarians including technical support and political demarches, and financing a midwifery training programme to facilitate better at-home maternal health care. Together with Oxfam Novib, the EKN Kabul funds a Uruzgan radio station in local dialects called NAWA. Amongst other themes, NAWA’s programmes address raising awareness on gender issues. Guests on the radio programme range from local human rights activists to provincial government representatives, who remain on the air for questions from the public, often from rural women. EKN Kabul staff noted that access to cheap technology including mobile phones and radios helps explain the frequent participation of rural women phenomenon. The EKN Kabul also provides direct financial support to a number of local CSOs in Uruzgan working on health education, income generation, civil education – all with specific focus on women’s needs.

In addition, in regards to cooperation with the Afghan Government on implementing UNSCR 1325, the EKN Kabul states they do or will provide the following financial support:

- €2 million annually to the Afghan Subnational Governance Programmes (ASGP), Independent Directorate for Local Governance (IDLG). The EKN Kabul states: “This programme implemented together with UNDP has a clear Gender strategy.”
- US \$7 million over 2 years to the National Solidarity Programme (NSP) and National Area Based Development Programme (NABDP).
- € 25 million annually to the Afghan Reconstruction Trust Fund (ARTF), from which NSP, NABDP and the Microfinance Investment Support Facility for Afghanistan (MISFA)¹⁰ are funded.

¹⁰ 70% of MISFA credits go to women nationally. See the website <http://www.misfa.org.af/> for further details.

- € 0.3 million annually for transitional justice initiatives.
- € 5 million total for election process preparation in 2008.

A National Action Plan 1325 has, contrary to in Burundi and DR Congo, not been developed yet in Afghanistan. The Dutch Government may play a very valuable role supporting this process in the form of a Twinning agreement with the Afghan Government^{xxxv}. The EKN Kabul reports that in the MoFA's review of their most recent MJSP, they have been requested to promote an Afghan NAP 1325.

4.3.2. Burundi

The Dutch Government recently approved a €13 million budget for Development Cooperation in Burundi, of which a portion is designated for direct budget support to the Burundian Government.

The EKN Bujumbura is investigating the possibility of launching a new programme on women's land rights in 2009. They do not provide direct funding support to local CSOs, but are in contact with women activists and participate regularly in events and meetings on women's rights. CSOs from Burundi are working on developing a National Action Plan on Resolution 1325. The Dutch Government is not involved in that process with financial or technical support. The EKN Bujumbura often works through UNDP, which is the main coordinator on development in the country.

4.3.3. DR Congo

EKN Kinshasa staff members in Kinshasa work on a number of 1325 related activities. This work is not necessarily described in terms of UNSCR 1325, however. Staff highlighted the MoFA 2008-2011 strategic plan and Minister Koenders' statements on the importance of gender equality as more important sources of inspiration for their MJSP, as opposed to the Dutch NAP 1325, stating they think its main ideas are already delineated in other Ministry documents. They did not make a distinction between 1325 related activities and other work related to women's rights or SGBV, the latter of which continues to be a wide-spread and pressing problem.

The EKN Kinshasa has witnessed an important expansion of staff during the last 4-5 months, enabling them to now undertake more direct cooperation and support of local CSOs. They provide small amounts of support to various groups, but by strategic choice have focused on long-term support to one Congolese organisation, Heal Africa. Based in a hospital in Goma, Heal Africa originally focused on training doctors but now runs a large, diverse community programme, complemented by continuing medical services. The EKN Kinshasa has committed €9 million over 3 years to support Heal Africa's Violence against Women (VAW) programme. The programme ranges from medical treatment for rape victims and fistula repair to access to justice initiatives. Half of the €9 million is designated for justice sector projects, where Heal Africa will partner with the American Bar Association. The EKN Kinshasa will monitor progress on the programme through bi-annual reports and regular field visits. Furthermore, they are finalising indicators for internal use to track the impact of EKN Kinshasa actions related to sexual violence. These indicators address both outputs and outcomes, such as: number of reported cases of sexual violence; public statements by the President and specific Ministers; embedding of the issue in key government documents (e.g., PRSP, Annual Budget); effective coordination of the thematic group on VAW by the EKN Kinshasa; and categorisation of 10 communities as "zero-tolerance" on violence (as defined by criteria set by Heal Africa).

Within the international community in DR Congo, the EKN Kinshasa plays an leadership role in coordinating action on VAW. An informal coordination group exists among donor governments and CSOs, with the Congolese Ministries and UN agencies also participating. The coordination group consists of 15 thematic groups such as mining, army and VAW. The EKN Kinshasa is the secretariat for

the thematic group on VAW. They coordinate twice-monthly meetings of some 40 people representing 30 organisations and institutions. In addition to providing a means for regularly sharing information and building relationships, the thematic group cooperates on lobby activities. For example, recently, members jointly addressed a letter to the Ministry of Justice calling for more attention on VAW. CSOs from DR Congo are currently working on developing a National Action Plan. The EKN Kinshasa did not describe any financial or technical support for that process.

4.4. Local civil society organisations

Most of the CSOs interviewed have active partnerships with one or more Dutch actor, either through the Embassies or a Dutch NGO. Although only three out of ten interviewees were already aware of the Dutch NAP¹¹, almost all expressed knowledge of the Netherlands' high level of commitment to gender equality generally. All are familiar with the UNSCR 1325 and are working extensively on women, conflict, and peace building issues with a wide range of programmes, from psychosocial and medical assistance for victims of SGBV to peace education and women's empowerment.

4.4.1. Afghanistan

The range of 1325 related activities being conducted by even a small sample of three Afghan CSOs¹² is extensive, although none specifically used the terminology of 1325, for example:

- Awareness raising of women's rights among both women and men,
- Community-based peace building through "peace councils",
- Peace education for teachers and students,
- Advocacy manual based in local realities, used in community-run social advocacy campaigns,
- Health workshops for women, including sex education, and
- Women's leadership and human rights training.

There is "at least some space to work" on women's rights, one woman said, but human rights defenders – particularly women – lack protection and arrests of women activists are not uncommon. Although general insecurity was acknowledged by all as a major constraint that women face, interviewees highlighted widespread societal change about women's role as key to achieving progress. "There are simply not enough soldiers to ensure safe spaces for women," one interviewee noted, "women must know their rights and speak out for themselves." In particular they explained the need to include men in awareness raising and leadership activities. For example, 30% of participants in the women's leadership training workshops facilitated by the Afghan Institute for Learning (Creating Hope International's partner) are now men, who are particularly impacted by the human rights components of the training. One interviewee, who had applied for support from the Dutch MDG3 Fund, noted that very real problems of differentiating the quality of local organisations can result in local women's voices getting lost, especially those who do not speak English. She added that the most effective way for funders to see the impact of their money is through regular monitoring on the ground, which is often not a feasible option.

There were differences of opinion among interviewees about the impact of government-led efforts on gender, in particular the Afghan Ministry of Women Affairs. The Kabul headquarters was

¹¹ The sample of local CSOs included in the evaluation is small. An ICCO representative participating in the WG 1325 noted that a number of Congolese and Burundian CSOs "have been involved in both local and international efforts to put the Dutch NAP on the agenda" and participated in both a November 2007 1325 conference in Brussels and in talks with the MoFA about the Dutch NAP 1325. A larger sample might result in different results about local CSO awareness of the NAP 1325.

¹² This includes an interview with US-based NGO Creating Hope International, in proxy for their long-time Afghan partner the Afghan Institute of Learning, whose Director was not available during the period of this evaluation.

described as seriously under capacitated and lacking support from local women's organisations, while regional offices were characterised as supportive and cooperative, with strong relationships with local people and organisations. One interviewee pointed out that while Kabul staff tends to be political appointees, regional staff come from the local area. The CSOs called for targeted financial support and extensive capacity building from the international community for the beleaguered Ministry of Women's Affairs.

4.4.2. Burundi

Of the three Burundian CSOs contacted, two were aware of the Dutch NAP – one through information provided by civil society colleagues in Kenya. A number of CSOs in Burundi, including two of those interviewed, are meanwhile involved in drafting their own National Action Plan¹³. One interviewee opined that most organisations in Burundi are more familiar with the term "gender" than 1325, with the exception of those organisations like her own that had received training on the Resolution. She noted further that among the public more generally, there is confusion about UNSCR 1325, specifically the false impression that "gender" and "1325" are mutually exclusive.

The CSO Dushirehamwe leads a loose network of some 30+ organisations that work collaboratively on 1325 related activities. Their efforts have included a peace conference in 2008 and the drafting of a NAP together with the Ministry of Gender, yet to be finalised. One interviewee acknowledged that once finalised, a plan to implement and raise public awareness of the NAP will be needed. Other activities of the interviewees range from advocacy on women's rights through the radio, national-level lobbying on HIV/AIDS, poverty alleviation and income generation projects (particularly for rural women) and building a centre for medical and psychosocial services.

Recommendations to Dutch actors for a more robust implementation of the Dutch NAP focused on increasing support to local civil society initiatives and improving communication with local organisations working to improve the situation of women.

Due to the limited capacity of the relatively new embassy in Bujumbura, there is no direct support for local CSOs. However, two of the three CSOs interviewed receive funding from Dutch NGOs and do have professional contact with EKN Bujumbura staff. A CSO that receives funds from Oxfam Novib noted that since 2008, funding recipients must demonstrate through specific indicators how gender is integrated in *all* projects.

4.4.3. DR Congo

The four Congolese CSOs contacted are well aware of the UNSCR 1325, but none had previously heard of the Dutch NAP. One CSO explained that the MONUC Gender Office and various Congolese associations have initiated various, uncoordinated actions with the Ministry of Gender, Family and Children towards creating a Congolese NAP. The other three organisations interviewed were unaware of this. The first step of this effort is seen as the 28 June – 1 July training of trainers for a Congolese NAP 1325 organised by the Ministry of Gender and attended by Ministry representatives from the provinces, civil society activists, EKN Kinshasa staff and UN representatives¹⁴. One of the interviewees was also able to inform about various activities being planned by the MONUC Gender Office, for example: an information exchange on SSR between Congolese Government officials and a local CSO working specifically on UNSCR 1325, and a short theatre piece in Lingala to explain UNSCR 1325 to raise public awareness.

¹³ It may be interesting to note that of those two CSOs involved in drafting a Burundian NAP, one was aware of the Dutch NAP while the other was not.

¹⁴ For further information about this training, see the MONUC news article of 4 July 2008, "Gender: Training of trainers for national action plan on UN resolution 1325 at <http://www.monuc.org/news.aspx?newsID=17713>.

The interview sample included two hospital-based community programmes, with the result that the activities described were very diverse with a strong element of direct support and services to beneficiaries. Activities of the CSOs interviewed include:

- Medical services, including fistula surgery and psychosocial treatment;
- Medical staff training in local clinics in the Kivus to identify and treat SGBV victims;
- Family mediation and rehabilitation for survivors of SGBV;
- Community workshops on gender justice, particularly targeting (male) religious leaders, that draw out commonalities between, a) Congolese constitution and laws on sexual violence, along with key international documents such as the UDHR and b) traditional customs and religious texts;
- Awareness raising of national and international laws relevant for women and children's human rights, including through translation of texts into local languages;
- Awareness raising and advocacy on SGBV, including through photojournalism, podcasts and radio, especially focused on bringing survivors' voices to the media and Congolese public – an example is a popular soap opera on women's rights;
- Community solidarity groups for SGBV survivors, some of which have developed their own community banking initiatives and are successfully loaning to men;
- Access to justice for SGBV survivors, including judicial accompaniment of women and children; and
- Lobbying to include grassroots women leaders in Peace Accord implementation mechanisms.

The situation for women in DR Congo has been deteriorating, and not only since the most recent outbreak of violence in Eastern Congo, where massive displacement of women, increased poverty and sexual violence, and the growing spread of HIV/AIDS are happening. One interviewee pointed to the 2006 elections, the first democratic elections since 1960, when the number of women Parliamentarians actually dropped. She stated there is little public support for women leaders, even among women themselves, with societal views about women's role still very conservative. Another interviewee noted that women's literacy has been dropping in recent years and targeting of young girls with SGBV has risen significantly.

Moreover, the current violence in the East is drawing all the Congolese Government's resources and attention (as well as that of the media and international community), with the result that the decentralisation process mandated by the new constitution has stalled. Public support for decentralisation is very high throughout DR Congo; people want to have a say in local government and the current centralisation is felt to be preventing development in the regions. In the absence of leadership on decentralisation from Kinshasa, some local leaders have unilaterally begun implementing the policy themselves.

According to some interviewees, there is more competition than cooperation among Congolese CSOs; however, there is a greater collaborative spirit among women's groups including a willingness to move beyond tribal identities. Although there may be limited capacity for women's political leadership, it does exist; moreover, knowledge and capacity for government service is very low across the board, even among highly placed government officials. One interviewee recommended mentoring and capacity building for public servants as a priority for the international community. As in Afghanistan, CSOs in DR Congo highlighted the need to raise awareness of human rights and women's rights widely among the general population, in tandem with women's empowerment efforts. They noted the success of projects that include men in improving gender equality, underlining that "people want good for their community"; once they see that gender justice complements and supports that goal, perspectives about women's role shift.

Three of the interviewees receive direct support from the EKN Kinshasa, or have done so in past years. The two current partners in particular gave positive feedback about the relationship, noting that since the expansion of staff earlier this year, much greater collaboration and support has been possible. One CSO expressed particular appreciation for the flexible approach of the EKN Kinshasa, whereby they made field visits even during the grant competition process to see first hand the context and logistical constraints CSOs are working in. The other noted that while the EKN Kinshasa has not directly shared information about the progress of implementing the Dutch NAP, visible signs of impact include the EKN Kinshasa's work on reform in the security and justice sectors, and against impunity.

All four CSOs made specific recommendations for a more robust implementation of Dutch commitments on 1325 in their country, including:

- Dutch Government should approach the Congolese Minister on Gender to encourage the elaboration of a NAP 1325, and “coach” the Ministry through the process.
- Dutch actors should enhance their lobby efforts with the Congolese Government for effective legal and social protection for women.
- Dutch actors should increase support for local capacity building on early psychosocial services for SGBV survivors, particularly for young women and girls whose needs are different and who are increasingly being targeted.

4.5. Institutional relationships relevant to the NAP 1325

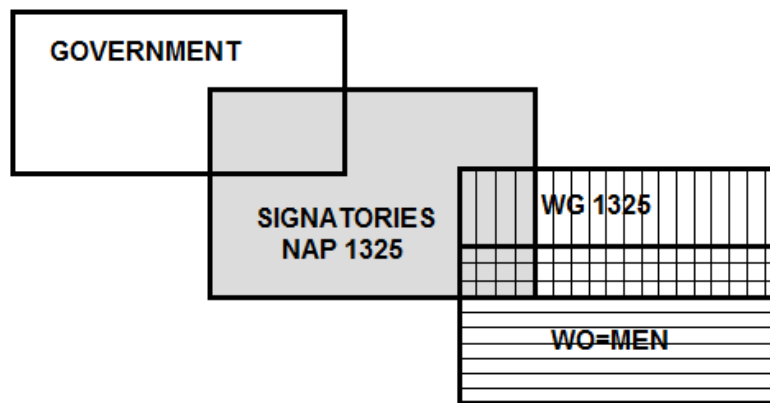
4.5.1. Signatories to the NAP 1325

NAP 1325 was developed through energetic cooperation between the Dutch Government and CSOs. Further, by setting a framework for continued collaboration between Government and civil society, it serves as a strong instrument for guiding all signatories in the implementation. Through the involvement of CSOs and their unique working group, the Dutch NAP 1325 may serve as a role model for action plans still to be developed in other countries.

The CSO members of the WG 1325 are very diverse, ranging from large international institutions to small NGOs and Diaspora groups. The various members have different needs, backgrounds, goals and expectations relating to the WG 1325, even though coordinated lobbying and cooperative implementation both frequently emerge as shared goals. A considerable number of WG 1325 members mentioned that they needed time to see the added value of the diversity of members. The group is seen as a living institute, and therefore, its tasks and roles are in a continuous change process.

The number of active members of the WG 1325 is unclear, as well as their level of commitment. Some are listed as “active members” and some as “listeners”. A few who are listed as members never show up. As there are neither set membership criteria nor a registration procedure, it is not clear who are the “real members”. Most WG members also belong to the gender platform WO=MEN. The Coordinator of WO=MEN also serves as the Coordinator for the WG 1325. Some non-WO=MEN members participating in the WG are unaware that 1) they are an exception and 2) WO=MEN is the motor of the WG 1325. These are organisations that cannot afford even the minimum fee for the WO=MEN membership. As mentioned in the introduction, the list of NAP 1325 signatories and the list of WG 1325 members do not fully overlap. Further, some WG members do not consider themselves as signatories, despite the fact that their organisation belongs to a network that signed the NAP 1325. A schematic representation of this state of relations is illustrated below in [Figure 2](#).

Figure 2: Schematic representation of relationships relevant to the NAP 1325



The relationship between the WG 1325, the Dutch Government and other NAP signatories still needs to be defined and agreed upon by all. The members of the WG and the Ministries of Foreign Affairs and Defence all clearly strive towards implementing NAP 1325 as well as possible, but opinions sometimes differ on the road to follow. Further, some members encourage the WG 1325 to be the “watchdog” of the Government, monitoring its implementation of NAP 1325, while others prefer that the WG 1325 cooperate with the Government in order to achieve as much as possible under the NAP 1325. The Ministries of Foreign Affairs and Defence join in the cooperative view of the relationship.

4.5.2. Communication issues

It is difficult to achieve the established goals of NAP 1325 if there is no proper task distribution, and the complication of differing perspectives may aggravate the problem. The view and focus of the Ministry of Defence may differ from the MoFA, whereas the Dutch CSOs may have a totally different standpoint. CSO signatories of the NAP 1325 – some of which are not members of the WG 1325 – vary in nature and background too, and thus have various views, goals and needs. Obviously, stakeholders at the grassroots level look at the matter from an entirely different angle. To measure the impact of NAP 1325 properly, one first has to agree on what is the common goal (or closest to it), and only then distribute responsibilities. Coordination therefore is all the more important and may only be achieved if one or more focal points are appointed by a number of stakeholders on several issues.

The “Pink Notes^{vii}” state that the action points in the NAP 1325 are not sufficiently concrete and that clarification is needed of the roles and contributions of all actors. Notwithstanding this observation and efforts to improve, the role and contributions of various signatories still have not become totally clear and the action points remain vague. The sheer size of the NAP 1325 will continue to make it difficult if not impossible to concretise all action points and contributions in the remaining three years of the NAP 1325.

The fact that the WG 1325 and the MoFA meet each other only twice a year does not create a strong bond and limits the exchange of knowledge and ideas. This fact is aggravated by the lack of use of the Google Group created to the MoFA or another standard communication process. If the signatories fail to coordinate their efforts more substantively, the NAP 1325 will remain an intention.

4.5.3. Role & structure of the WG 1325

The CSO members joined the WG 1325 for various reasons, for example: because they are working on 1325 related activities, to cooperate in implementation, to create a concerted lobby (either targeted towards the Dutch Government or towards local governments) or because they were directly invited and/or had signed the NAP 1325. Most of them hope for increased attention for UNSCR 1325 or gender in general, and wish to develop a “1325 community”. A large number of them believe that this has been (partly) achieved.

The main observation regarding the functioning of the WG 1325 is that the level of concrete activities has been low during 2008. As stated by a number of members, this is because they needed time to get to know and trust each other. As meetings formally started from 29 January, the WG 1325 had been active only 9 months at the time that most of the interviews for this evaluation took place in early November. Most of the members stated that they are more or less comfortable with the fact that there was not much activity during 2008, provided that the process will pick up speed in 2009.

The WG 1325 encompasses organisations with different backgrounds and needs; however, the clearest distinction is between participants who want to use the WG for lobbying purposes, and those with a programmatic background. Ideally, each member organisation should delegate a participant from each background, or one of them according to the subject under consideration by the WG 1325. The programmatic people are focused on activities and cooperative implementation among all members; the CSOs, the MoFA and the Ministry of Defence are the parties with which they have to implement planned activities. The lobby people see themselves as a group within the WG, with the Dutch Government at the other side of the spectrum. They see signalling the gaps as their task and bringing up these gaps to the Dutch Government as a solution. Furthermore, from their point of view, lobbying is often more successful if done from existing country platforms, e.g., the European Network of NGOs in Afghanistan (ENNA).

All members feel they can benefit from exchange of information and experiences, even though many think this may also happen outside the official meetings. The Google Group would have been a good instrument for such exchange, but has not been utilised. A separate communication tool for WG members only – not including other NAP 1325 signatories – may be a solution. As information exchange remains crucial, the WG will have to decide about their preferences in this regard.

As the number of concrete actions taken up by the WG is anticipated to increase in 2009, there has been internal discussion of the WG Coordinator's workload. A few members are prepared to contribute to coordinating the WG, a role now fulfilled entirely by WO=MEN, Dutch Gender Platform. Most members prefer, however, that WO=MEN remain in the coordinating role, as this type of networking is the Platform's *raison d'être*. Not all members are willing to share in carrying out tasks or to participate in a revolving chair for the WG. Some suggest that a (partial) payment for coordination is justifiable, especially if the WG takes on more concrete activities and time investment for coordination increases. However, most members think coordinating working groups is part of WO=MEN's role and thus already paid by their organisations' membership fees.

Most members support the creation of an "executive committee" with permanent participation of a limited number of very active and committed members. Others may join occasionally based on their possible input and interest. This executive committee would be responsible for collecting members' inputs and contributions and for communicating on behalf of the WG 1325 with the Dutch Government. This would improve efforts to create a common agenda. Meetings would be more strategic and shorter, though possibly more frequent. At present, as members' responsibilities are unclear, the WG fails to come up with a clear focus during the twice-yearly meetings with MoFA. As a result, the ongoing activities of MoFA are not shared, discussed or monitored, and most of the members remain unsatisfied with the interaction. Although Dutch Government activities in the field of NAP 1325 are taking place, not enough information (?) is shared with the WG 1325 by the MoFA. On the other hand, the same problem is faced by the MoFA, as only a limited number of members consistently share their plans, activities and results due to time constraints.

A number of members feel that cooperation between partners has not started developing yet, but also the concerted lobby is not always seen as a success. If the WG starts functioning as a thematic network with a country focus, there is a possibility to satisfy both needs. To facilitate more robust

action in 2009 and onwards, an action plan and clear strategy were mentioned by almost all members as a bare necessity. A timeline and indicators are indispensable to undertaking activities as well as monitoring them. Many of the members also believe that a budget (with contribution relative to financial capacity) would help structure activities and monitoring, providing all members with a stronger sense of ownership.

4.5.4. Activities of the WG 1325 members

As this report focuses on the implementation of the UNSCR 1325, it is worth noting that the Resolution may have more resonance as a policy tool than as a guideline for community-level action. Based on interviewees, the consultants found local CSOs in the focus countries do implement many activities which can be categorised as UNSCR 1325 related, but that most are not described or labelled as such. Local CSOs are for instance working on SGBV prevention and access to justice for women, but several emphasised that more attention should go to empowerment and economic activities, which address the root causes of women's poverty and unequal status in society and thus their heightened suffering in conflict situations. Thus, there appears to be a gap between policy and field level implementation of UNSCR 1325. This circumstance may make it more difficult to draw out which activities are specifically relevant for monitoring the success of the NAP 1325. The members of the WG 1325 may play an important role in "translating" between these two levels.

The MoFA cooperates bilaterally with a number of NGOs that are also members of the WG 1325. As the MoFA does not directly fund small local NGOs, it provides support through the Mede Financierings Organisaties (MFOs), which consequently support smaller CSOs and networks at the local level. This means that a large part of what the Dutch Government, more specifically the MoFA, does on NAP 1325 is indirect. It is thus vital that not only the Government reports regularly on its activities related to UNSCR 1325, but that the MFOs (especially those actively participating in the WG 1325) do so as well.

Activities of WG 1325 members cover a broad spectrum, but it was not possible to get comprehensive information on all programmes active in the focus countries of the evaluation. The main categories of Resolution 1325 related activity are:

- Ongoing dialogue with Dutch Government on policy issues;
- Advocacy and lobbying with regard to peace missions and gender and/or with local governments;
- Support of (female) human rights defenders, including facilitating opportunities for them to directly contribute to the Dutch policy and development debate;
- Research;
- Legal reform and access to local justice;
- Programmes on trafficking and domestic violence;
- Training and curriculum development on human rights, leadership and SGBV, as well as awareness raising on SGBV in general;
- Promoting UNSCR 1325 and the Dutch NAP 1325 with local partners and individual women human rights defenders;
- Organising regional and international events on gender and UNSCR 1325 in the Netherlands and abroad;
- Monitoring implementation of UNSCR 1325;
- Funding implementation of local partners' activities at the community level; and
- Supporting women's networks.

5. RECOMMENDATIONS

Based on the data gathered for this evaluation, it is clear that implementation of the NAP 1325 is progressing, but that room for improvements exists. This section of the report enumerates a number of recommendations to the Dutch Government and the Working Group 1325 (WG 1325). Not all signatories of the NAP 1325 are directly implicated in the recommendations nor are specific participating organisations of the WG 1325 targeted. The explanation for this limitation is found in the scope of the exercise itself, which deliberately focused on certain stakeholders.

To be more specific, recommendations are made (1) to the Ministry of Foreign Affairs (MoFA) and the Ministry of Defence and (2) to the WG 1325 as a whole. Interviews with Ministry and Embassy representatives revealed data related to both internal mechanisms and on-the-ground activities. Interviews with WG members, on balance, revealed mainly information about the structure and roles of the WG itself. The recommendations reflect this. Local CSOs – although included in the evaluation to better gauge impact of Dutch actions on 1325 and to enhance understanding of the context in each of the three focus countries – are not targeted with recommendations.

The recommendations are based specifically on the evaluation carried out and are not intended as a comprehensive list. Rather, they serve as a starting point for further reflection and action, and as a call for improved cooperation among stakeholders. The recommendations are grouped per category of issues, and are first summarized in a box, followed by an explanatory section.

5.1. Recommendations to the Dutch Government

For the Dutch Government, specifically the Ministries of Foreign Affairs and of Defence, recommendations include enhancing international leadership on specific 1325-related issues and making structural changes such as increasing human resources for implementing 1325. In addition, the Government is encouraged to explore possibilities for supporting the development of National Action Plans in other countries and to develop concrete indicators relevant to NAP 1325. Finally, a number of recommendations relate to improving communication with the WG 1325, for example, timely involvement of the WG before a new peace mission.

<p style="text-align: center;">International leadership on 1325-related issues</p> <ul style="list-style-type: none">• Promote greater SSR coordination among donor governments• Increase emphasis on 1325 in bilateral funding• EKNs to lobby local governments about 1325 and increase consultation with local women’s CSOs
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The MoFA and Ministry of Defence can help advance implementation of 1325 by taking a greater **leadership role on various 1325-related issues**. Through increased communication with other donor governments, the Ministries should promote greater coordination of security sector reform (SSR) efforts. With regard to peacekeeping and reconstruction missions, where the Dutch Government plays a larger role than CSOs, there are a number of emerging needs from this evaluation. Examples include pre-deployment gender training, the number of women in army and police forces, and the incorporation of gender and UNSCR 1325 into protocols. DDR needs to be extended to real integration at the community level, for example through proper management of demobilisation camps and involving women in arms collection. The Government may use official as well as unofficial channels to pursue these goals. For instance in bilateral financial support, a certain level of gender and 1325 focus should be made conditional. Furthermore, lobbying at embassy level with local government stakeholders can advance the UNSCR 1325 agenda even if strict monitoring is

impossible. In that regard, more Embassy consultation with local women's networks and organisations may be considered.

Inter-government exchange on 1325

- Share lessons learned & exchange experiences on NAP 1325 with other governments
- Financial & technical support for NAP development in partner countries
- Promote government-civil society cooperation on UNSCR 1325

There is a potential role for the Dutch Government in **developing National Action Plans on UNSCR 1325 in other countries**. As the Dutch Government communicates with other governments at a different level than the CSOs, they may want to streamline activities in this regard and exchange experiences and lessons learned, consequently also sharing them with the WG 1325. In particular, as there is interest or even progress in developing National Action Plans in each of the focus countries of this evaluation, the EKNs in those countries are particularly recommended to take a more active support role. The Dutch Government could consider providing financial and/or technical support and to share the Dutch experience of collaboratively creating the NAP 1325 with civil society input.

Human resources

- Greater human and financial support for the work of the 1325 Coordinator at the MoFA
- Gender focal point for EKN Kabul
- Incorporate responsibility for implementing UNSCR 1325 in job descriptions of relevant Ministry of Defence personnel
- Increase 1325 and gender content of the new *toetsingskader* framework before approval

The **1325 Coordinator at the MoFA** has a heavy burden of 1325 related tasks. Since most MoFA colleagues refer all questions and business on 1325 to this Coordinator, the additional responsibility of collecting and analysing data from the field may be too great a workload. Additional human and financial support may be needed within the MoFA on 1325, not only to improve monitoring but to streamline and increase the frequency of communication with the WG 1325 and other NAP 1325 signatories. Although the DSI/ER is designated as the coordinator for NAP 1325 implementation, this role may be taken too literally by all.

Of the three focus countries, Afghanistan seemed the worst off with regard to gender and 1325 related support. The EKN Kabul is very understaffed and as staff members are struggling with competing priorities, gender and UNSCR 1325 do not receive sufficient attention. Contact between the EKN Kabul and women's networks and organisations is insufficient, greater assistance for the Ministry of Women's Affairs is needed, and more robust support of human rights defenders is urgent. Appointing an additional staff member to work as the **EKN Kabul Gender Focus Point** could rectify this gap.

With regards to the Ministry of Defence, responsibility for implementing UNSCR 1325 – and therefore the Dutch NAP 1325 – should become a more **fundamental part of job descriptions**. Gender trainings are already in place and conducted as per plan. But UNSCR 1325 still needs to be incorporated in all levels of the Ministry of Defence planning. The NAP 1325 commitments must be considered from the civil assessment phase of a peacekeeping mission. The *toetsingskader framework* used for preparing a new peacekeeping mission proposal contains only a few words on gender, but is currently being revised. Clear NAP 1325 related content should be incorporated prior

to its approval. Only if UNSCR 1325 is integrated from the very beginning of a peacekeeping mission, may one expect the staff members to live up to it. In addition, civil society feedback on new peacekeeping missions should be sought in a timely manner.

- Monitor and analyze progress on implementation**
- Structured monitoring system that integrates information from all relevant government bodies, e.g., specific Directorates, EKNs, etc.
 - MoFA to support good practice exchange among EKNs
 - Regular analysis and sharing of results with WG 1325
 - Develop indicators to monitor progress

In the report^{xxxvi} on 5 years implementation of UNSCR 1325 by the NGO Working Group, it is recommended that the Security Council should establish a **monitoring mechanism** on UNSCR 1325. The same may be recommendable to the MoFA as coordinator for implementing NAP 1325. Based on interviews, monitoring data is available at various levels but a coordinated system to collect and analyse such data does not yet exist. To better analyse the overall impact of the NAP 1325, the MoFA should **collect more systematic information** about the EKNs’ activities on 1325, specifically by drawing out relevant information from annual reports and through more frequent contact with Embassy staff. This could form the basis for a brief NAP 1325 annual report, including actions initiated directly by the signatory Ministries as well as the EKNs. One MoFA staff member promised upon request to produce the first such report within the first two months of 2009 and to **share with the WG 1325**, if the latter is interested. Supporting the **EKNs to share good practices** would also be beneficial.

Following the example of the EKN Kinshasa, which has drafted specific indicators to measure its efforts to combat sexual violence in DR Congo, the Ministry could work with other NAP stakeholders to **develop indicators** for at least some of the activities elaborated in the NAP 1325. The Ministry could pilot their use in a number of EKNs where 1325 related activities are particularly relevant, such as those included in this evaluation. A sample of possible indicators related to NAP Focus Areas “legal framework”, “conflict prevention”, and “peace missions” are included as Annex 5.

5.2 Recommendations to WG 1325

For the WG 1325, recommendations include developing geographic and thematic focus areas and formalising decision-making. Defining membership criteria, creating an executive committee and establishing task forces within the WG could enhance members’ cooperative action. The WG could also improve its impact by structuring cooperative work through tools, e.g., work plans, time frames and a common monitoring system. In addition, the WG must improve its internal and external communication processes.

- Focus areas for cooperation**
- Geographic focus
 - Thematic focus

The NAP 1325, although a useful tool, is quite broad and remains vague in various areas. Furthermore, the thematic and geographical range of activities undertaken by the members of the WG 1325 is wide. It has been difficult for the WG members to focus cooperative action and achievement and some discouragement has resulted. The group may consider choosing **geographical and/or thematic focus areas**, not unlike those used in the evaluation. To further strengthen potential impact, the WG 1325 is recommended to choose these focus areas in partnerships with other NAP 1325 signatories, in particular with the MoFA and the Ministry of Defence. The country focus should

ideally be a country or countries where the majority of WG members have activities to enhance possibilities for cooperation, for example, the Sudan or DR Congo. For thematic focus areas, those that offer opportunities for the Dutch Government and Dutch CSOs to complement and strengthen one another's efforts are most desirable, e.g., protection of SGBV victims or access to justice. Setting focus areas for cooperation does not mean that activities in other themes and countries are forgotten, as they may be included in the programmes of the Government and the participating organisations of the WG 1325. However, the focus of WG 1325 meetings, cooperative planning and monitoring will be more targeted.

- Internal structures and roles**
- Formalise decision making structure and process
 - Create task groups to implement specific activities
 - Define membership criteria
 - Use tools such as action plans and time frames

In addition to focusing on its cooperative activities, the WG 1325 must take steps to establish clear internal structures and roles for greater coherence within the group. To improve the impact of activities, the WG should formalise its **decision-making structure and process**. Currently, contributions are highly voluntary, which sometimes leads to sub-optimal results. There is a core group of members who participate more actively, however. The WG may consider building on that group's enthusiasm and availability to establish an executive committee, representing all members' interests. One of this committee's tasks would be improving communication and streamlining the relationship with other NAP signatories such as the MoFA. In addition, **task groups** could be formed on each focus theme or country, to attract the less active WG members and other partners with a specific interest and/or programme in that area. This would increase concrete input and improve progress on specific WG activities. Individual members of the executive committee could serve as focal points for the various task groups.

To create a sense of evenly distributed ownership and commitment, and to clarify **membership criteria**, the WG might consider encouraging all members to join WO=MEN, the Dutch Gender Platform. As the current coordinating body for the WG, WO=MEN may consider options to help low income WG members to join, for example, through membership fee increases or voluntary contributions from the largest members to enable cheaper or free membership for others. With this scenario, the WG 1325 would become fully carried by WO=MEN, as the WG would member-wise be a sub-group of the Platform.

Once the WG successfully sets the focus areas for its work and establishes clearer internal structures, it should consider specific **tools to further its efforts**. Members may consider making a needs assessment for each focus area, together with external partners such as Dutch Government Ministries. Based upon these findings, a concise action plan may be developed with tasks and responsibilities per partner; this plan can be used at the year's end to measure achievements. Where possible, NAP 1325 signatories should adjust planned activities to identified needs. Instead of the current matrix, which is criticised by most WG members for its complexity, a more concise planning instrument is needed. A concise strategic advocacy plan based on future international events is another possibility. Reporting could consist of a bullet list of activities implemented, with short descriptions of constraints and gaps per country.

- Internal communication**
- Designate communication tools
 - Coordinate tracking of the Dutch political agenda
 - Develop common agenda for meetings with Government
 - Monitor members' implementation of 1325-related activities

The WG 1325 should designate **communication tools** for various purposes. WG members call for a dependable means for internal communication and coordination; a platform such as Dgroups might serve well. The existing Google Group, which has so far not been used actively, could serve as an additional tool, aimed at centralised communication between the Coordinator or executive body of WG (representing all the members as a whole) and other NAP 1325 stakeholders. In addition improved internal communication is needed on three specific issues. WG members should improve coordination in **tracking the Dutch political agenda**, so that they are better prepared to take timely action. They should not depend solely on being updated by colleagues in the Government. Members should also develop a **common agenda** for the WG's regular meetings with the MoFA. Setting key points for individual representatives to raise on behalf of the WG could also be strategic. Finally, the WG should monitor 1325-related activities implemented by its members, minimally from the chosen focus countries and/or theme areas, and combine these data with monitoring data provided by the Dutch Government in order to develop a more **comprehensive picture of NAP 1325 implementation**.

External communication & relationships

- Increase frequency of meetings with Government
- Set point(s) of contact for external communication
- Update other NAP signatories on activities & progress
- Enhance relationships with Ministries of Defence & Interior
- Build new relationships with security-related institutions

Various improvements in the WG 1325's external communication with other NAP 1325 signatories would also enhance the impact of its work. The current practice of twice-yearly meetings with the MoFA is too infrequent in many respects. There should be more regular sharing of results and problems. To come to a successful cooperation, **meeting frequency** should be at least doubled, and there must also be a clear agenda focused solely on implementing the NAP 1325. Presentations, however interesting, should be conducted in separate meetings unless they touch upon subjects of crucial importance to the NAP 1325 and in that case should be short. The WG's executive committee should be the **contact point** with the representatives of the Dutch Government, including between meeting dates.

As the Ministry of Defence plays a large role in implementing 1325, it is regrettable that the contact between this Ministry and the WG is scarce. The Ministry of Defence is actively working on NAP 1325 and cooperates with stakeholders not always accessible to civil society. Likewise, members of the WG 1325 may deliver input to the Ministry of Defence from channels to which the latter does not typically have access. A clear agenda for the regular meetings between the MoFA and the WG that the Ministry of Defence could contribute to may encourage them to also participate. The Ministry of Interior was not included in this evaluation although they are a signatory to the NAP 1325 and have made some contribution to implementation during 2008, specifically by supporting a gender advisor within the Europol mission in Afghanistan^{xxxvii}. The WG 1325 is recommended to **improve relations with both the Ministry of Defence and the Ministry of Interior**.

Building and deepening relationships between the WG 1325 and institutes working on security issues is also needed. The WG may, for example, invite gender-aware security experts to periodically participate in their meetings or make short presentations. The WG should aim to **attract new members with security sector expertise**.

Annex 1 UNSCR 1325 text

The Security Council,

Recalling its resolutions 1261 (1999) of 25 August 1999, 1265 (1999) of 17 September 1999, 1296 (2000) of 19 April 2000 and 1314 (2000) of 11 August 2000, as well as relevant statements of its President and recalling also the statement of its President, to the press on the occasion of the United Nations Day for Women's Rights and International Peace of 8 March 2000 (SC/6816),

Recalling also the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the twenty-first century" (A/S-23/10/Rev.1), in particular those concerning women and armed conflict,

Bearing in mind the purposes and principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

Expressing concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and recognizing the consequent impact this has on durable peace and reconciliation,

Reaffirming the important role of women in the prevention and resolution of conflicts and in peace-building, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution,

Reaffirming also the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts,

Emphasizing the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls,

Recognizing the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard noting the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693),

Recognizing also the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialised training for all peacekeeping personnel on the protection, special needs and human rights of women and children in conflict situations,

Recognizing that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security,

Noting the need to consolidate data on the impact of armed conflict on women and girls,

1. **Urges** Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;
2. **Encourages** the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes;
3. **Urges** the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralised roster;
4. **Further** urges the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;
5. **Expresses** its willingness to incorporate a gender perspective into peacekeeping operations and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;
6. **Requests** the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;
7. **Urges** Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children's Fund, and by the United Nations High Commissioner for Refugees and other relevant bodies;
8. **Calls** on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia: (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction; (b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements; (c) 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;
9. **Calls** upon all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention Security Council - 5 - Press Release SC/6942 4213th Meeting (PM) 31 October 2000 on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court;

10. ***Calls*** on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;
11. ***Emphasizes*** the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, war crimes including those relating to sexual violence against women and girls, and in this regard, stresses the need to exclude these crimes, where feasible from amnesty provisions;
12. ***Calls*** upon all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolution 1208 (1998) of 19 November 1998;
13. ***Encourages*** all those involved in the planning for disarmament, demobilisation and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants;
14. ***Reaffirms*** its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;
15. ***Expresses*** its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups;
16. ***Invites*** the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and further invites him to submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;
17. ***Requests*** the Secretary-General, where appropriate, to include in his reporting to the Security Council, progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;
18. ***Decides*** to remain actively seized of the matter."

Annex 2

List of people and organisations interviewed

Organisation	Name	Designation/department	Contact details
Dutch Government			
MoFA	Annemieke de los Santos	Senior Policy Officer, Department for Health, Gender and Civil Society, DSI/ER	annemieke- delos.santos@minbuza.nl 070- 348 5989
MoFA	Robert Dijksterhuis	DSI/ER	rg.dijksterhuis@minbuza.nl
MoFA	Jos Hoenen	DSI/ER	jos.hoenen@minbuza.nl 070 348 6600
MoFA	Hugo de Vries	Peacebuilding and Stabilisation Unit	Hugo-de.Vries@minbuza.nl 070 348 5322
Ministry of Defence	Jet van der Gaag	Senior Advisor, Development Cooperation	06 109 42 296 070 318 8953
Ministry of Defence	Jacques de Koning	Lt. Col., CIMIC, Directorate of Operations	070 3187191
Ministry of Defence	John Wertenbroek	Major, Department of Planning, Directorate of Operations	06 104 8806 070 318 8617
Ministry of Defence	Ralph Reefman	Plv. Directorate of Operations	070 318 6617
EKN Afghanistan	Wiesje Elfferich	Deputy Head of Section, Development Cooperation	wiesje.elfferich@minbuza.nl +93-700 28 68 47
EKN Burundi	Jeanette Seppen	Chargé d'Affaires	jeannette.seppen@minbuza.nl +257-22 25 20 55
EKN DR Congo	Dirk-Jan Koch	Deuxième Secrétaire, Development Cooperation (Human Rights, Humanit. Support, Elections)	dirk-jan.koch@minbuza.nl +243-9 98 001 142
EKN DR Congo	Yaron Oppenheimer	Deuxième Secrétaire, Development Cooperation (DDR & SSR)	yaron.oppenheimer@minbuza.nl +243-9 98 001 140
Members WG 1325			
Amnesty International	Wies van Bommel	SVAW Coordinator	W.vanBommel@amnesty.nl 020 7733757
CMC Mensen met een Missie	Nikki de Zwaan	Programme Officer, Great Lakes Region	N.deZwaan@cmc.nu
Cordaid	Dewi Suralaga	Programme Officer, Sector Participation	Dewi.Suralaga@cordaid.nl 070 313 6593
Gender Concerns International	Sabra Bano	Executive Director	Sbano@genderconcerns.nl 070 4445084
ICCO	Margreet Mook	Policy Officer for Gender Issues, Department of Research & Development	margreet.mook@icco.nl 030 880 1388
ICCO	Jantine Konings	Programme Officer, Democratisation & Peacebuilding	jantine.konings@icco.nl
ICCO	Rosan Smits	Advisor, Policy and	rosan.smits@icco.nl

		Advocacy Unit	
ICCO	Annette Jansen	Policy Advisor, Corporate Issues & Fragile States, Communications & Lobby Department	annette.jansen@icco.nl
International Fellowship for Reconciliation	Isabelle Geuskens	Program Manager, IFOR's Women Peacemakers Program (WPP)	l.geuskens@ifor.org 072 512 3014
Justitia et Pax	Nathalie van Schagen	Programme Officer, Dept Peace & Reconciliation	n.van.schagen@justitiaetpax.nl 070 313 6808
Multicultural Women's Peace Network (MWPN)	Faduma Yassin	MWPN Treasurer	fadumayassin@hotmail.com 070 383 2721
	Stephanie Mbandendore	Chairperson, Burundian Women for Peace and Development	bwpdnl@yahoo.fr / s.mbandendore@mwpn.nl 010 848 6924
Oxfam Novib	Annick van Lookeren	Humanitarian Advocacy Officer	Annick.van.Lookeren.Campagne@oxfamnovib.nl
Vrouwen voor Duurzame Vrede/ VOND	Meka Abdelagar		tjanisufi@gmail.com 070 360 6458
WO=MEN	Zairah Kahn	Coordinator	zkhan@wo-men.nl 070 311 8808
Other Dutch & Global North organisations			
Clingendael Institute	Steven Schoofs	Conflict Research Unit	sschoofs@clingendael.nl 070-324 53 84
Democratic Control of Armed Forces (DCAF)	Alex Dowling	Coordinator, DCAF Brussels	a.dowling@dcaf.be +32-22293966
Egmont (Royal Institute for Int'l Relations)	Hans Hoebeke	Research Fellow, Central Africa Programme	h.hoebeke@egmontinstitute.be +32-47553766
Mama Cash	Josephine Abahujinkindi	Programme Officer, Africa	j.abahujinkindi@mamacash.nl 020 689 36 34
Creating Hope International	Toc Dunlop	Executive Director	chi@creatinghope.org +1 313 278 5806
Local organisations and networks			
Afghan Women Skill Development Center (AWSDC)	Mary Akrami	Executive Director	awsdc@awsdc.org / awsdc Kabul@hotmail.com +93-700287613
Co-operation for Peace and Unity (CPAU) (Afghanistan)	Christian Dennys	Representative CPAU Europe	Christian.dennys@cpau.org.af +44-2072394924
Dushirehamwe (Burundi)	Christine Miturumbwe	Coordinator	christinemiturumbwe@yahoo.fr +257-22-21 93 10
Women's Peace Center (Burundi)	Perpétue Kanyange		perpetuekan@yahoo.fr +257-79 365 560
Strategic Actions Network (Burundi)	Christian Niyonkuru		chrisniyo@yahoo.fr +257 246717
Lizadeel (DRC)	Emery Nkanda	Secretary	lizadeel2@hotmail.com +243-9 98 369 568
Heal Africa (DRC)	Lyn Lusi	Programme Manager, Community Activities	healafrika.lyn@gmail.com +243-9 98 369 586

Initiative Congolais pour la Justice et le Paix (ICJP) (DRC)	Raphael Wakenge		raphjustice@yahoo.com +243-99771678
Panzi Hospital (DRC)	Maria Bard	Victimes de la Violence Sexuelle (VVS) Project Manager	vsvbukavu@kivu-online.com +243-81 318 62 46

Annex 3 Time frame of work for the evaluation

Task	Duration	Working days	
		Team Leader	Expert
Preparatory work	27-31 October	0.5	
Desk review Design extensive method and approach Meeting with WG 1325	3-7 November	3	1
Interviews and research	10-14 November	3	4
Interviews and research	17-21 November	3	3.5
Writing report Developing recommendations	24-28 November	3	3
Final meeting WG 1325 Final version report with incorporation feedback	1-8 December	0.5	2.5
Total		13	14

Annex 4 Questionnaires for various target groups

Introductory text for all questionnaires

The members of the WG 1325 have assigned the task to perform a monitoring exercise on “1 year NAP 1325” to the consultants Megan L. Brown and Herma Majoor. The monitoring itself will take place from 5 to 25 November and the first draft report is expected to be presented on the 28th of November. The research will be concentrated upon the following countries: Afghanistan, Burundi, and DR Congo and will focus upon the areas:

- NAP1325 and Peacekeeping missions
- Access to local justice
- Female leadership

The questions underneath will also focus upon the mentioned areas and countries. If you have however relevant information or interesting observation on NAP1325 which fall outside this scope, we would welcome you to share them.

Questionnaire “Members of the working group 1325”

1. How did you get involved in the Working Group on UN Security Council Resolution 1325 (WG 1325)? Have you undersigned the NAP 1325?
2. Can you elaborate on the outcome of your expectation during the first year of NAP1325?
3. Do you think WO=MEN should remain in the coordinating position? Should some of the tasks be assigned to others?
4. At present do your activities includes formal or informal collaboration with other members of the WG 1325? If yes, what and who are they? If no, are you interested in this possibility?
5. Do you work in Afghanistan, Burundi or DR Congo?
6. What is your specific involvement in (if not mentioned earlier)
 - NAP1325 and Peacekeeping missions
 - Access to local justice
 - Female leadership
 - Violence Against Women
7. What activities or projects has your organisation carried out in the context of NAP 1325 during its first year? Please specify also stage of implementation.
8. Does your monitoring system include 1325 related activities in the three selected countries? If yes, do you have monitoring data from 2008? If no (official) M&E has taken place, can you give a rough estimation of 1325 related impacts?
9. Have you been involved in lobby/advocacy activities in that same year (if not mentioned under Q3)?
10. Have you observed any influence of the NAP1325 on your organisation’s civil society partners in the South? Are they aware of NAP 1325?
11. What is your impression about the extent and nature of change in the awareness of Dutch Government as a result of NAP1325?
12. Name one goal, which you believe should have been achieved or in process of achieving as a result of implementing NAP 1325 and explain whether it has been (partly) achieved.
13. If not, what were the major constraints?
14. Can you suggest one indicator for each of the three focus areas, which may be used for measuring the progress of NAP 1325?
15. In general, do you have any recommendations, suggestions or comments relating to NAP 1325?

16. Can you suggest any key persons, which should be interviewed in order to complete the full picture of “1 year NAP1325” or with regard to suggestions for future or specific knowledge of NAP1325 in the three selected countries?
17. Will you be available to attend a debriefing on this consultancy and formal presentation of the report findings and recommendations during mid-December?

List “Members of the WG 1325: Activities in the first year of NAP 1325”

Please list at least one activity per focus area in every country (if you are active in that country), preferably more.

Afghanistan	
Peacekeeping missions	
Female leadership	
Local access to justice	
Burundi	
Peacekeeping missions	
Female leadership	
Local access to justice	
DR Congo	
Peacekeeping missions	
Female leadership	
Local access to justice	

Questionnaire “Ministry of Foreign Affaires”

1. Are you aware of UNSCR 1325, NAP 1325 and WG 1325?
2. What has MoFA achieved in the last year with regard to the NAP 1325?
3. How do you see the role of MoFA within the WG 1325?
4. How do you see the role of Dutch CSO members within WG 1325?
5. Where do you see improvement possibilities in cooperation between embassies, MoFA and civil society in the Netherlands and in the three selected countries?

6. Which projects or activities are still in start up of progress phase with regard to the NAP 1325 in the three selected countries, which are ongoing and which have been finalised?
7. What do you see as the biggest possible constraint to implementing NAP 1325?
8. Where do you see the biggest gaps in implementing the NAP 1325?
9. Are human rights defenders supported in the three selected countries? Female ones in particular? Can you give examples?
10. Are activities carried out in cooperation with local NGOs? If so, can you mention a number of activities?
11. Are activities carried out concerning NAP1325 with local government in the three countries? If so, could you describe them?
12. Is NAP1325 part of the mandate of the peacekeeping or follow up missions in these countries?
13. Can the evaluators have access to the protocols?
14. Is the Dutch government involved in local police training and incorporating gender and UNSCR 1325 or advice and technical assistance with regard to this issue?
15. What has been the role of the Dutch Government with regard to judicial reform and implementation of laws concerning gender and 1325 in the three countries in 2008?
16. What lobby and advocacy activities with regard to NAP 1325 have been carried out in the three countries?
17. Are there embassies outside the three selected countries carrying out activities which may have (spin off) impact in the three selected countries?
18. Have there been activities or projects with regard to translating policy on gender and UNSCR 1325 into concrete action plans and involvement of other ministries in the 3 countries under consideration?
19. What is the main involvement of the Dutch Government in the three countries (if not mentioned earlier) in:
 - NAP1325 and peacekeeping missions
 - Access to local justice
 - Female leadership
 - Violence against women
20. Name the goal, which you find most important to be achieved in the first year of NAP 1325.
21. Do you think this goal has been (partly) achieved?
22. If not, what was the major constraint?
23. Can you suggest three indicators which may be used for measuring the progress of NAP 1325?
24. In general, do you have any recommendations, suggestions or comments relating to NAP 1325?
25. Can you suggest any key persons, which should be interviewed in order to complete the full picture of "1 year NAP1325" or with regard to suggestions for future or specific knowledge of NAP1325 in the three selected countries?
26. Are you interested in attending the meeting, where the report with its findings and recommendations will be presented around mid-December?

Questionnaire "Embassies"

1. Are you aware of NAP 1325 and its contents?
2. What did you think would be the most important goal in the first year and has it been (partly) achieved?

3. What activities has your embassy carried out in the last year with regard to the NAP 1325?
4. Which projects or activities are still in start up of progress phase with regard to the NAP 1325, which are ongoing and which have been finalised?
5. What constraints have you faced?
6. Where do you see improvement possibilities in cooperation between embassies, MoFA and civil society in the Netherlands and in your country?
7. What support or information did you miss until now?
8. Where do you see the biggest gaps in implementing the NAP 1325?
9. Do you support human rights defenders? Female ones in particular?
10. Do you carry out activities in cooperation with local NGOs? If so, which ones and what activities?
11. Do you have regular contact with women's organisations?
12. Do you carry out activities or have contact concerning NAP1325 with local government? If so, could you describe that?
13. Are NAP1325 related activities in the Multi Year Strategic Plan for the year 2008? Can you describe them? In what stage of implementation are they?
14. If there are Dutch troupes in the peacekeeping mission, is NAP1325 part of the mandate?
15. Are you involved in local police training and incorporating gender and UNSCR 1325?
16. Have you developed lobby and advocacy activities following NAP 1325 and if so, which ones if not covered already under Q3?
17. What has been done with regard to peacekeeping missions (protecting role of MONUC, compensation of victims, perpetrators brought to court)
18. What is your specific involvement in (if not mentioned earlier)
 - NAP1325 and Peacekeeping missions
 - Access to local justice
 - Female leadership
 - Violence against women
19. Does your monitoring system include 1325 related activities in the three selected countries?
20. If yes, do you have monitoring data from 2008?
21. Can you suggest three indicators which may be used for measuring the progress of NAP 1325?
22. In general, do you have any recommendations, suggestions or comments relating to NAP 1325?
23. Can you suggest any key persons, which should be interviewed in order to complete the full picture of "1 year NAP1325" or with regard to suggestions for future or specific knowledge of NAP1325 in the three selected countries?
24. Are you interested in receiving the report with its findings and recommendations around mid-December?

Questionnaire "Local CSOs"

1. Do you know about the United Nations Security Council (UN SC) Resolution 1325?
2. What activities or projects has your organisation carried out in the context of UN SC Resolution 1325 over the last year?
3. Do your activities on 1325 include advocacy/lobbying? Does your organisation have any plans or activities related to a National Action Plan 1325 for your country?
4. Related to those activities and projects, do you have contact and/or carry out activities with Dutch Government representatives in your country or Dutch NGOs? Other actors? (This can include funding support received).

5. If yes, what activities? If no, would you like more contact?
6. Are you aware of the Dutch NAP 1325 and its contents? What is the level of awareness within your organisation/network? How did you become aware of the NAP?
7. How did the signing of the Dutch NAP 1325 influence your activities?
8. Do you know of activities of other organisations, which have their background in the Dutch NAP 1325 and/or which were initiated by the Dutch Embassy?
9. What progress did you see in the lives and situation of women in your country during 2008? What is the biggest constraint women still face?
10. Have there been monitoring activities with regard to activities mentioned above? What were the main impacts? If no (official) M&E has take place, can you give an estimation?
11. What are the biggest gaps in implementing the Dutch NAP in your country? What are the most striking? Can you say something about the factors behind these gaps and/or successes?
12. If you do work together with Dutch Government representatives and/or Dutch NGOs, please compare the state of your relationship with them before and after the signing of the NAP1325 last December. Has there been discernable change? What other factors besides the NAP 1325 would you highlight in explaining the state of those relationships at present?
13. What recommendations or comments would you make to either the Dutch Government (include embassies) or Dutch NGOs on implementing the Dutch NAP 1325 in your country?
14. What changes would you like to see in terms of cooperation and support on 1325 between civil society in your country and these other actors?

Annex 5 Sample indicators for NAP 1325 focus areas

Focus Area	Goal	Activity	M&E Indicators
1- Legal Framework	National legislation in conflict and post-conflict areas protects women's rights	Bring national legislation into line with int'l HR agreements; call countries to account for violations	none/low/moderate/high level of yearly communication between Dutch Government & local actors (govt/civil society) on this issue; public pressure/shaming of violators; amount funding for legal reform
	Those violating HR are prosecuted	Condemn impunity & encourage prosecution Maintain dialogue with local NGOs & promote training	existence of private/public statements in response to specific cases none/low/moderate/high level of yearly communication with local NGOs; annual amount direct funding to local NGOs for capacity building
2- Conflict Prevention	The role of women in reconstruction has been institutionalised	Promote est of non-military DDR processes for women who have not actively participated in armed conflict	DDR programme as described in development or in place, target group individually identified
	Women take control of their own development	Embassies to identify [& support] projects relating to 1325	Annual amount direct funding to local NGOs for 1325 projects
	The role of women in mediation has been institutionalised	Involve trained, local women in mediation activities	% mediation activities annually led by women; % mediation activities in which women participate
	The role of women in reconstruction has been institutionalised	Admission to & training of women in all [national] security institutions	none/low/moderate/high level of yearly communication between Dutch Government & relevant institution; % women annually in all security institutions overall
		Signatories' contacts to facilitate women's role in SSR Projects & activities to stimulate greater involvement of women in reconciliation	none/low/moderate/high level of yearly communication among signatories on this issue Annual amount direct funding for projects on women's leadership and reconciliation
	Women take control of their own development	Capacity building re. women in decision-making, reform, etc.	Annual amount direct funding for women's leadership capacity building
4- Peace Missions	Role of women embedded in Dutch approach to peace missions	Promote inclusion of 1325 in resolutions, mandates and terms of reference	ref to 1325 in such documents, accompanied by elaboration of concrete activity(s)
		Promote the embedding of a role for women in UN, NATO & EU operational guidelines	none/low/moderate/high level of yearly communication between Dutch Government & relevant institution, as per each relevant set of guidelines
	Peacekeepers conduct themselves according to applicable standards	Maintaining codes of conduct	results of annual (?) audit of peacekeeper conduct
		Call foreign partners to account on conduct during peace missions	existence of private/public statements in response to specific incident of misconduct
	Participants in peace missions have appropriate gender expertise at their disposal	Promote the establishment of local focal points to whom poor conduct can be reported	focal point in place w/in each peace mission, % of complaints received that are successfully resolved annually
		Provide specific training on roles and capabilities of women	% peace mission staff who have received gender sensitivity training and/or have coordinated at least 1 gender-focused project - w/in last 5 years
		Assign gender experts to short missions	annual % short missions that include gender expert
	Gender balance within peacekeeping force	Promote appointment of more women to civilian & military roles on missions	% women in civilian/military positions within a mission

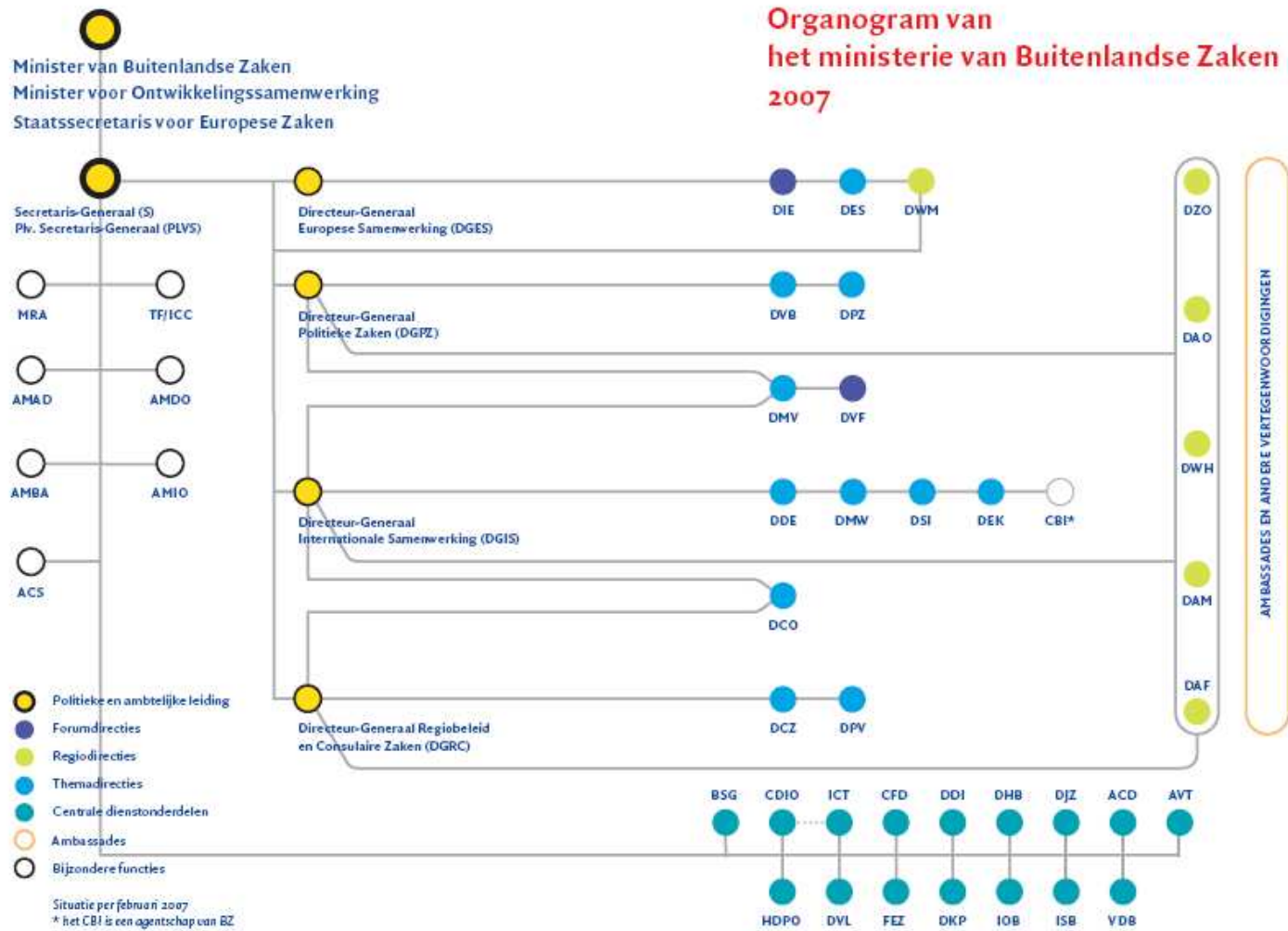
Annex 6 Signatories to the NAP 1325

Ministry of Foreign Affairs
Ministry of Defence
Ministry of Interior and Kingdom Relations
Amnesty International
Centrum voor Conflictstudies
Cordaid
Gender Concerns International
Interchurch Organisation for Development Cooperation (ICCO)
International Fellowship of Reconciliation (IFOR)
Nederlandse Organisatie voor Wetenschappelijk Onderzoek (NOW)
Oxfam Novib
People Building Peace
Platform Vrouwen & Duurzame Vrede (VDV)
SNV – Netherlands Development Organisation
Wageningen University and Research Centre (WUR)
Women's International League for Peace and Freedom (WILPF)
Women's Global Network for Reproductive Rights (WGNRR)
WO=MEN, Dutch Gender Platform
Women's Peacemakers Program (WPP)

Annex 7 Participating organisations of the WG 1325

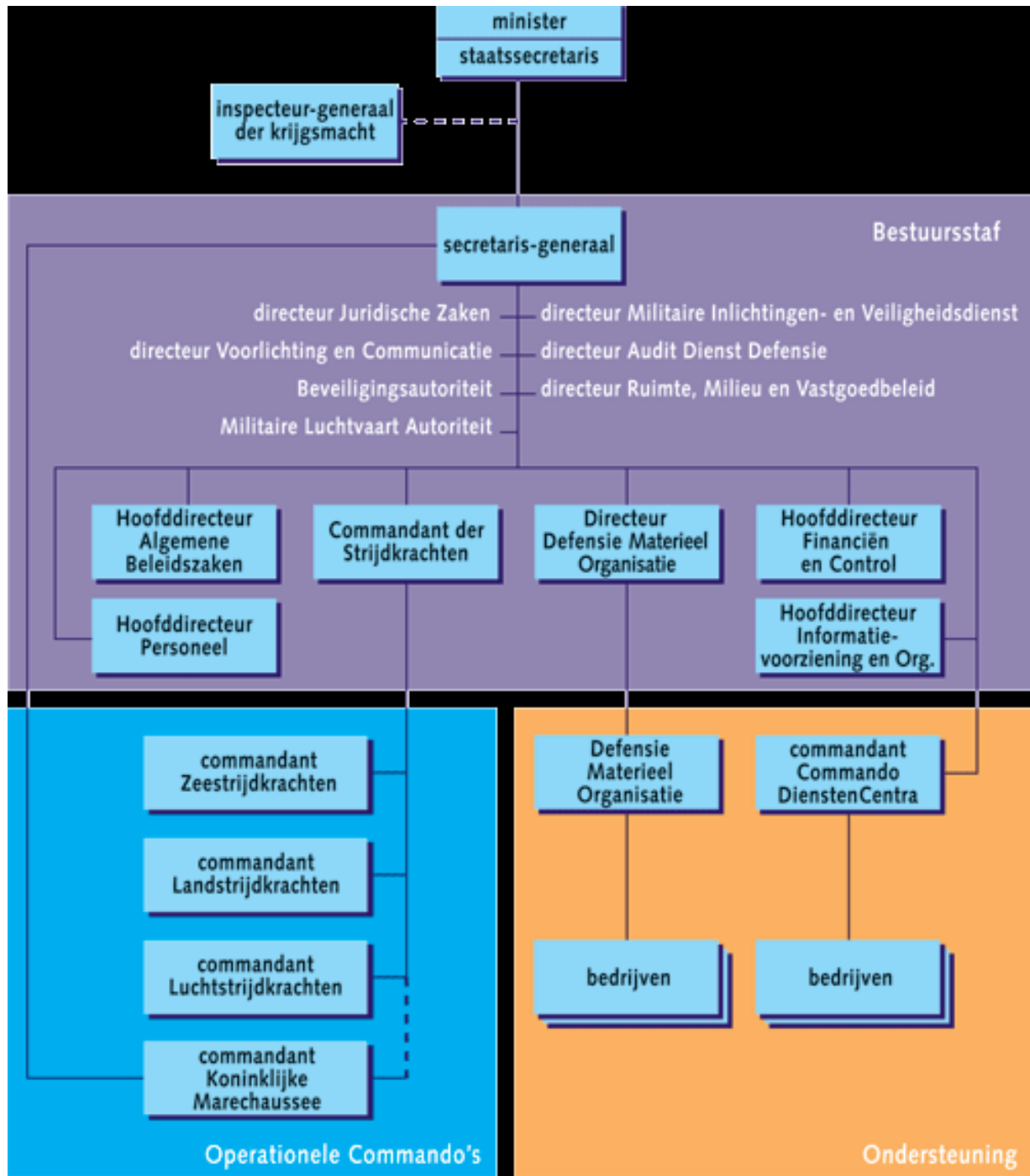
Aim for human rights	www.aimforhumanrights.org
Amnesty International Nederland	www.amnesty.nl
Cordaid	www.cordaid.nl
Fatush/Cos	
Gender Concerns International	www.genderconcerns.nl
Interchurch Organisation for Development Cooperation (ICCO)	www.icco.nl
International Fellowship of Reconciliation (IFOR) / Women's Peacemakers Program (WPP)	www.ifor.org www.ifor.org/WPP/index.html
IKV Pax Christi	www.ikvpaxchristi.nl
Justitia et Pax	www.justitiaetpax.nl
Multicultural Women Peacemakers Network (MWPN)	www.mwpm.nl
Nederlandse Organisatie voor Wetenschappelijk Onderzoek (NOW)	www.now.nl
Oxfam Novib	www.oxfamnovib.nl
PSO	www.pso.nl
Redeem Hope	
SCSI	
Stichting Azza voor Soedanese vrouwen	
Stichting Vrouwenorganisatie Nederland-Darfur (VOND)	www.linkis.nl
Platform Vrouwen & Duurzame Vrede (VDV)	www.nederlandsevrouwenraad.nl
VluchtelingenWerk Nederland	www.vluchtelingenwerk.nl
Tilburg University	www.uvt.nl
Women's Global Network for Reproductive Rights (WGNRR)	www.wgnrr.org
WO=MEN, Dutch Gender Platform	www.wo-men.nl
Wageningen University and Research Centre (WUR)	www.wur.nl

Annex 8 Organogram of the Ministry of Foreign Affairs



Annex 9

Organogram of the Ministry of Defence



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- ^{vii} The situation analysis for Afghanistan is based on various information sources including reports (as cited), the ISAF website <http://www.nato.int/ISAF/index.html>, email comments from ICCO staff, and an interview with Mr. Alex Dowling, the Coordinator of the Brussels office of the NGO Democratic Control of Armed Forces (DCAF).
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- ^x The situation analysis for Burundi is based on various information sources including NGO and UN reports (as cited), country profiles from the BBC and CIA, and an interview with Mr. Hans Hoebeke, Research Fellow for the Brussels-based Egmont Institute.
- ^{xi} “Country profile: Burundi”, 30 October 2008, BBC website. Accessed 3 December 2008, http://news.bbc.co.uk/2/hi/africa/country_profiles/1068873.stm.
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- ^{xx} The situation analysis for DR Congo is based on various information sources including reports (as cited), country profiles from the BBC and CIA, and an interview with Mr. Hans Hoebeke, Research Fellow for the Brussels-based Egmont Institute.
- ^{xxi} “Country profile: Democratic Republic of Congo”, 20 November 2008, BBC website. Accessed 3 December 2008, http://news.bbc.co.uk/2/hi/africa/country_profiles/1076399.stm.
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