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# **Report on implementation of the National Action Plan on Women, Peace and Security (NAP 1325)**

2015 – 2016 implementation phase

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## Summary

UN Security Council Resolution 1325 on Women, Peace and Security (UNSCR 1325) and its follow-up resolutions recognise the fact that armed conflict affects women and men differently, and that both sexes have an equal role to play in efforts to maintain and promote peace. Switzerland committed itself to implementing these resolutions by adopting its first National Action Plan 1325 (NAP 1325) in 2007. An interdepartmental working group (IDWG 1325) under the leadership of the Human Security Division (HSD) of the Federal Department of Foreign Affairs (FDFA) was tasked with overseeing implementation.

This, the final report on the third version of NAP 1325 (2013-2016), considers Switzerland's efforts to implement UNSCR 1325 in the 2015-2016 reporting period by focusing on selected priority areas. The report shows that the resolution is being implemented through a wide variety of activities at the bilateral and multilateral level, and within the Federal Administration.

Switzerland is a member of networks of states that promote the multilateral agenda on women, peace and security. It works to establish and promote gender-sensitive mediation training for diplomats, technical experts and civil society representatives from Switzerland and the Global South. In Syria and other countries, Switzerland supports efforts to ensure that the concerns voiced by female politicians and civil society actors are included in official peace negotiations.

Switzerland has been actively involved in combating sexual and gender-based violence (SGBV) in a large number of countries for more than 15 years. As access to justice for SGBV victims remains a major challenge, the Confederation lent its support to a range of legislative reforms in various countries during the reporting period, in addition to promoting mutual legal assistance. The work of the Transitional Justice and Reconciliation Commission in the Philippines, for example, demonstrates ways in which Switzerland has successfully promoted a gender-sensitive approach to dealing with the past.

As a topic that is relatively new to the institutional framework, the inclusion of women in preventing violent extremism (PVE) is still at an early stage. Positive achievements in this respect include amassing detailed knowledge of the relevant contexts. This has enabled Switzerland to identify niche areas in which to target its engagement. During the period covered by the report, the Confederation supported training courses on UNSCR 1325 for soldiers involved in peace missions and experts in civilian peacebuilding. The scope of the material covered by these training courses could be broadened in the future, expanding the focus from merely protecting girls and women to the active role women can play in peace and security processes.

The FDFA continued its own efforts to increase the number of women in leadership positions within the department. Specific HR policy measures have been adopted in order to achieve the goals set for 2020. The Federal Department of Defence, Civil Protection and Sport (DDPS) has already exceeded the target set by NAP 1325 of 10% women in peace missions – in 2016, 16% of those involved in such missions were female.

In its final chapter, the report features recommendations for implementing UNSCR 1325 and subsequent resolutions going forward.

# Introduction

UN Security Council Resolution 1325 on Women, Peace and Security (UNSCR 1325), adopted in 2000, was the first such instrument to specifically address the differential impact of armed conflict on women and girls. It also called for greater participation by women in every aspect of peace and security processes and for their increased involvement in conflict management. The United Nations Security Council has since updated its policy in this area by adopting a number of subsequent resolutions<sup>1</sup>. National Action Plan 1325 (NAP 1325) reflects Switzerland's commitment to implementing UNSCR 1325, and requires close coordination and cooperation between the departments involved. The action plan calls for regular reviews of the progress made in implementing UNSCR 1325 and requires accountability to be shown towards the Swiss parliament and civil society. The Interdepartmental Working Group (IDWG 1325) has been mandated to carry out both tasks. This level of transparency stands out as a positive example for other countries.

The 2015-2016 reporting phase coincided with the 15th anniversary of Resolution 1325. The occasion was marked by gauging progress at the international level and setting the priorities for the coming years. Switzerland made a substantial contribution to these efforts by funding a study on the participation of women in peace processes, which formed part of the UN's global report on implementation of UNSCR 1325.<sup>2</sup> At the national level, Switzerland seized the momentum generated by the anniversary to convene an international conference, hosted by the FDFA at the Maison de la Paix in Geneva, to discuss national positions and formulate key messages on UNSCR 1325. Federal Councillor Didier Burkhalter took the opportunity to highlight the important role International Geneva has to play in implementing UNSCR 1325.<sup>3</sup> In 2015, Switzerland voiced its support for UNSC resolution 2242, which aims to increase women's involvement in preventing violent extremism (PVE).

Approval of a strategy on gender equality and women's rights in May 2017 marks a further milestone for the FDFA: this is the first time the department as a whole has defined its priorities in this area<sup>4</sup>. UNSCR 1325 and the Swiss NAP 1325 inform the principles on which action is based and the key objectives as set out in the strategy.

This report is structured according to the five objectives of NAP 1325 for the 2013-2016 period<sup>5</sup>. These are:

- 1) Greater **participation** by women in peacebuilding
- 2) Protection of the rights of women and girls during and after armed conflict and **prevention of gender-based violence**
- 3) Greater inclusion of a gender perspective during and after violent conflict in **emergency aid, reconstruction and dealing with the past**
- 4) Greater inclusion of a gender perspective in **conflict prevention**
- 5) Mainstreaming 'Women, Peace and Security' in the **Federal Administration**

As a transversal theme, 'Women, peace and security' forms an integral part of many federal offices, projects and programmes. Producing a comprehensive study covering all the activities in this area would therefore be impracticable. Instead, this report concentrates on certain thematic and regional aspects of each goal. For Goal 1, the focus is on Switzerland's efforts to build mediation capacities and strengthen the participation of women in the Syrian peace process. In the case of Goal 2, in addition to the assistance provided to those affected by sexual and gender-based violence, the

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<sup>1</sup> UNSCR 1820 (2008), UNSCR 1888 (2009), UNSCR 1889 (2009), UNSCR 1960 (2010), UNSCR 2106 (2013), UNSCR 2122 (2013), UNSCR 2242 (2015)

<sup>2</sup> Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council resolution 1325. See chapter 3: Women's Participation and a Better Understanding of the Political: [http://wps.unwomen.org/pdf/en/GlobalStudy\\_EN\\_Web.pdf](http://wps.unwomen.org/pdf/en/GlobalStudy_EN_Web.pdf)

<sup>3</sup> Fifteen years of the UN resolution on women, peace and security. FDFA press release. <https://www.admin.ch/gov/en/start/documentation/media-releases.msg-id-58637.html>

<sup>4</sup> The FDFA Strategy on Gender Equality and Women's Rights was presented to the Federal Council in May 2017 for information and published in September.

<https://www.eda.admin.ch/eda/en/home/services-and-publications/publications/alle-publikationen.html/publikationen/en/eda/Chancengleichheit/EDA-Strategie-Geschlechtergleichstellung-Frauenrechte>

<sup>5</sup> This structure is inspired by the priorities set by the UN system. To achieve better outcomes for women and girls in conflict and fragile settings, the United Nations has developed a thematic framework and set of indicators to measure the countries' commitment to strengthening accountability. Four thematic areas have been prioritised with regard to implementation, and these are reflected in goals 1-4 of the Swiss NAP 1325.

victims' access to justice is examined. The report addresses Goal 3 by presenting a case study of how the past is being dealt with in a gender-sensitive manner in the Philippines, and taking a look at Swiss Humanitarian Aid and the reform of Jordan's security sector. The new area of preventing violent extremism is considered in relation to Goal 4, along with preventing atrocities. The section on Goal 5 is devoted to aspects within the Federal Administration, such as training Swiss personnel, embedding the topic in regional and thematic strategies, HR policy and the involvement of civil society. Important additional information that cannot be ascribed directly to any one goal yet is nevertheless relevant is included throughout the report in the outlined boxes.

The information featured in this study was initially gathered by asking the competent offices<sup>6</sup> – as defined in NAP 1325 – to complete a questionnaire about the relevant measures. Once the responses had been evaluated, selected focal points were discussed in one-to-one interviews.

This report will be the last on the current NAP, and its findings and recommendations will serve as a basis for the fourth version of NAP 1325, which will be drawn up in 2017 and enter into force in 2018.

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<sup>6</sup> They are: Europe, Central Asia, Council of Europe, OSCE Division (ECACOD); United Nations and International Organisations Division (UNIOD); Human Security Division (HSD); Division for Security Policy (DSP); Swiss Agency for Development and Cooperation (SDC); Directorate of International Law (DIL); Federal Department of Justice and Police (FDJP); Equal Opportunities Unit, FDFA General Secretariat; geographic divisions of the DP (AMON, ASAF, AAP, AAM); missions in Geneva, New York, Vienna and Brussels; FDFA Directorate of Political Affairs; Federal Department of Defence, Civil Protection and Sport (DDPS).

# Goal 1: Greater participation by women in peacebuilding

## 1.1 Women in peace processes and mediation

Enabling women to participate effectively in peacebuilding efforts is one of the core objectives of NAP 1325. For women to exercise a significant influence on peace processes, they must be involved in every stage of the political process – from peace negotiations and mediation processes at local, national and international level right through to political participation in post-conflict situations. Decentralisation processes in post-conflict countries present a great opportunity for getting more women involved in local government and political office, for example. Switzerland supports efforts of this kind in Benin, Burkina Faso, Cambodia, Kosovo, Ukraine and Somalia, among others. Training women for leadership positions and promoting them to such posts is a major aspect of this work.

A study on the role of women in mediation processes, which was co-financed by Switzerland, shows that active participation by women can have a positive impact on peacemaking negotiations.<sup>7</sup> Thus, in the past, women have made substantial contributions to negotiating peace and implementing final agreements. In addition, the study finds that there is a positive correlation between women's influence and whether or not a peace agreement is actually signed and implemented. For this to hold true, mediation processes must offer an inclusion-friendly environment that enables women to take part and exercise a substantive influence. As the study goes on to show, participation can take various forms: as well as having a seat directly at the negotiating table, women and women's organisations may also take part in consultation processes that run alongside the official negotiations and allow them to identify specific themes, demands and proposals. However, for this form of participation to be effective, the issues raised must actually find their way into official negotiations. Process and context factors can also affect women's ability to wield influence. Involving women as early as the pre-negotiation phase is considered to be productive in terms of boosting their subsequent influence.

Mediation is a cornerstone of Switzerland's peace policy and the country intends to play an even greater role in mediation processes in the future. More high-ranking Swiss mediators are to be seconded to the UN and the OSCE, for example. The mediation training programme run by the Human Security Division (HSD) is thus being expanded accordingly.<sup>8</sup> Most of the courses offered by the Human Security Division (HSD) in this area tackle gender-specific aspects of mediation. For instance, when choosing course participants and the relevant experts, care is taken to ensure that women and men are represented equally. The Peace Mediation Course devotes two modules (one on inclusiveness and one on conflict and process analysis) specifically to the topic of gender. Moreover, daily feedback from a selected course participant ensures that all the material presented is discussed from a gender perspective. In 2015, the FDFA introduced an exercise handbook for trainers that also contains background information on gender issues in mediation.<sup>9</sup> The HSD also supports the new Master of Advanced Studies ETH Mediation in Peace Processes, which is aimed at diplomats, technical experts and representatives of civil society. Here too, care is taken to ensure that women are appropriately represented, in particular women from the Global South.

In the recent past, Switzerland has been able to call upon experienced female mediators of considerable international standing: ambassador Heidi Tagliavini played a key role in the OSCE's efforts to establish peace during the Ukraine conflict in 2014, while ambassador Heidi Grau, head of the OSCE Chairmanship Task Force from 2013-2015 and current head of the FDFA's Human Security Division, played a key part in mediating between Georgia and Russia on the latter's accession to the WTO. M<sup>o</sup> Bleeker is the FDFA's special envoy for dealing with the past and preventing atrocities, e.g. in the Philippines, where she chaired the Transitional Justice and Reconciliation Commission under the Comprehensive Agreement on the Bangsamoro (see section on Goal 3). As the requirements for

<sup>7</sup> Making Women Count – Not Just Counting Women: <http://www.inclusivepeace.org/content/making-women-count-not-just-counting-women-assessing-womens-inclusion-and-influence-peace>

<sup>8</sup> Mediation modules form an integral part of the basic training given to future diplomats. Further courses offered by the FDFA include one week of mediation training for diplomats run jointly by Switzerland and Germany, the two-week 'Peace Mediation Course' and a course on religion and mediation.

<sup>9</sup> Ed.: Center for Security Studies (CSS) ETH Zürich and swisspeace (2015) <http://www.css.ethz.ch/content/dam/ethz/special-interest/gess/cis/center-for-securities-studies/pdfs/CSS-Mediation-Gender%20in%20Mediation.pdf>

becoming a mediator are demanding, calling for a great deal of flexibility and adaptability as well as a high frustration tolerance, it is generally difficult to find people for this line of work. In expanding the training available in this area, the FDFA means to especially empower women.

As well as participation in official 'track one' processes, Switzerland also encourages women to take part in mediation processes for non-state actors (track two) and at grass roots level (track three)<sup>10</sup>. During the period covered by this report, Switzerland supported mediation processes involving non-governmental decision-makers and civil society in Colombia, North Africa and Syria, Abkhazia, Georgia, Myanmar and the Great Lakes region. It also worked with Peace Women Across the Globe (PWAG), a Swiss-based network that assists female peace activists in mediation processes and peace building. In 2016, PWAG organised 19 Women's Peace Tables around the globe, four of which – in Colombia, Sri Lanka, Tunisia and Afghanistan – were hosted with Swiss support.

Women frequently tend to play a greater role in local processes involving civil society than at the track one level. Information from processes of this kind can find its way into official peace talks and treaties thanks to transfer strategies. There now follows an example from Syria, which shows what Switzerland is doing to support and encourage the participation of Syrian women and introduce a gender perspective to mediation processes.

### **Example: Supporting the participation of Syrian women and working towards a gender perspective in mediation processes**

Protecting women and girls is a focal point of Switzerland's engagement in the Syrian conflict, along with promoting the inclusion of women in the country's negotiation and peace processes.

Switzerland facilitates the inner-Syrian dialogue by providing – through its strategic partner swisspeace – thematic and logistical support for the Civil Society Support Room (CSSR). This platform brings civil society organisations from Syria around the table in order to discuss their concerns, especially those affecting women and young people, in a process that runs parallel to the official UN negotiations. The outcome of these discussions serves as input for the official UN peace talks. Syrian women make up almost half of those taking part in the CSSR. In addition, a Women's Advisory Board was set up at the CSSR's instigation in 2016. The first of its kind, the board consists of 12 high-level civil society representatives from Syria – all women. It explicitly advocates the inclusion of women in the peace process and ensures that matters missing from the official agenda are raised. It does so by producing joint position papers and recommendations on various topics from a gender-sensitive perspective, which it submits to the UN Special Envoy for Syria, Staffan de Mistura. The board is also a response to the criticism articulated by Syrian women's organisations that their voice was systematically ignored in the Geneva II peace talks in January 2014. It remains to be seen whether these influential representatives can successfully defend the interests of Syrian women and women's groups outside of this particular forum.

In 2016, several workshops were held as part of a dialogue initiative organised by The Shaikh Group (TSG), a regional organisation. Syrian groups discussed what kind of constitutional amendments would be required to secure a successful political transition in their country. In addition to hosting some of these workshops, Switzerland also acted as mediator between the various Syrian groups. In doing so, it helped secure the participation of parties from a broad spectrum of camps, while also making sure women were actively involved in the process. A number of high-ranking politicians, experts and activists from Syrian civil society – including members of the Syrian Women's League, the Syrian Women's Initiative for Peace and Democracy and the aforementioned Women's Advisory

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<sup>10</sup> The various tracks describe the political and social level of decision-making.

Track 1: Involvement in official, formal processes and negotiations with governments and international organisations as well as political and military leaders of conflict parties.

Track 1.5: Involvement that falls between track 1 and 2 (bridge-building between these two levels)

Track 2: Involvement in unofficial processes featuring national or international organisations or individuals from civil society (religious leaders, individuals in traditional leadership positions, key representatives of ethnic groups, trade unionists, journalists and academics)

Track 3: Involvement at the level of civil society in its broadest sense (local or regional NGOs and grassroots organisations, international NGOs that operate on a local or regional basis)

Multitrack: Involvement at different levels

Source: Dispatch on framework credit (p. 2789), see also: <https://www.admin.ch/opc/de/federal-gazette/2016/2333.pdf>

Board – took part. In addition, TSG initiated a dialogue specifically on women's issues to ensure these are taken into consideration during the political transition process in Syria.

Women play an important and acknowledged role in Syrian civil society, not only working in women's rights organisations, but also occupying leading positions in other bodies. They therefore have an excellent understanding of different contexts and are well networked. As a result, many Syrian women have been involved in peacebuilding activities at the grass-roots level since the outbreak of the conflict. For example, their contacts with armed groups, enforced on them by the day-to-day reality of the situation, means they play a key role in drawing up local agreements on the prevention of violence against women and children. Switzerland supports women actively involved in the social movement for peace through Women Now for Development, a Syrian organisation that also brings women together at the local, regional and international levels in order to consolidate their role in the peacemaking process and give them the opportunity to voice their concerns in official negotiations.

The HSD backed a two-day conference run by the Women's International League for Peace and Freedom (WILPF) in 2016 at which Syrian women's organisations came together to develop strategies for enabling female politicians and civil society actors to participate in the peace talks. The outcomes served as an example of 'best practice' for other projects outside Syria.

The extent to which the gender-specific needs articulated in the civil society dialogues on Syria actually find their way into the official track one mediation processes must be subject to review in the medium term. The same is true in relation to whether and how the women who take part in negotiations as mediators or representatives of conflict parties raise gender-specific aspects.

## **1.2 Switzerland's multilateral commitment to implementing UNSCR 1325**

As well as supporting specific projects, Switzerland also makes use of international and regional platforms such as the UN and the OSCE to advocate for improved implementation of UNSCR 1325 in peacemaking and peacebuilding activities and for the strengthening of the relevant mechanisms. A few examples of that multilateral commitment are presented below. Further reference to multilateral activities that are specifically linked to one of the NAP 1325 goals will be made in the respective sections of the report.

Within bodies such as the UN General Assembly, open debates of the UN Security Council, the UN Human Rights Council and specialised UN committees, Switzerland regularly calls for support for the participation of women and the systematic mainstreaming of a gender perspective in the peacebuilding agenda and decisions.

As a non-member of the Security Council, Switzerland focuses its advocacy for implementation of UNSCR 1325 on supporting networks with like-minded states, such as the Group of Friends of 1325. In this way, Switzerland has established itself as a relevant partner in the international dialogue. Switzerland also recently joined the global Women, Peace and Security focal points network launched by Spain. Furthermore, it supports strategically relevant civil society organisations, such as the transnational NGO Working Group on Women, Peace and Security (NGOWG) and the Women's International League for Peace and Freedom (WILPF). The NGOWG is an umbrella organisation that brings together local, national and transnational NGOs from around the world and serves the international community of states as an important source of information regarding issues affecting women and girls. By providing context-specific information, the organisation delivers fact-based insights that enhance the support of the UN and its member states for UNSCR 1325. The WILPF systematically monitors the activities of the UN Security Council with reference to the implementation of UNSCR 1325 and issues policymaking recommendations. Both networks regularly facilitate women's participation in the processes in New York and Geneva.

Switzerland has supported UN Women, the UN agency dedicated to gender equality and the empowerment of women, since the latter's foundation in 2010. In 2015 and 2016, Switzerland provided UN Women with a core contribution of CHF 16 million per year, thus making the country one of the top two financial donors. In addition, Switzerland played an active role in setting up the UN Women Geneva Liaison Office, which was inaugurated in autumn 2016. A Swiss female diplomat will head the liaison office from October 2017. Alongside these contributions, Switzerland also provides

support for multilateral and bilateral projects run by UN Women in areas such as migration (e.g. in Morocco and Georgia) and mediation (e.g. in Syria and Colombia). Switzerland also helps young Swiss experts in gender equality further their careers by funding Junior Professional Officer posts.



## Goal 2: Protection of the rights of women and girls during and after armed conflict and prevention of gender-based violence

Sexual and gender-based violence (SGBV) tends to increase during armed conflict and in post-conflict situations. Sexual and gender-based violence can be used as a weapon of war, and acts of this nature may constitute war crimes, crimes against humanity and elements of genocide. Sexual and gender-based violence includes sexual violence such as rape, sexual assault, sexual exploitation, sexual slavery or forced prostitution, domestic violence and intimate partner abuse as well as harmful traditional practices (such as female circumcision, honour killings, early or forced marriage). Negative coping mechanisms such as transactional sex<sup>11</sup> or the early or forced marriage of women and girls to 'protect' them from rape and other forms of violence are also classed as sexual and gender-based violence. Women and girls are the primary victims of sexual and gender-based violence, but men, boys and people who identify themselves as LGBTI<sup>12</sup> may also be affected.

### 2.1 Commitment at the multilateral level

Preventing sexual exploitation and abuse (SEA) is one aspect of sexual and gender-based violence that formed a focal point of Switzerland's engagement within the UN Special Committee on Peacekeeping Operations (SCPKO) during the period under review. Switzerland partnered with Norway to launch several informal coordination rounds among like-minded states on the growing number of allegations of sexual exploitation and abuse in UN peacekeeping operations. Switzerland also worked actively on other UN General Assembly committees to prevent sexual exploitation and abuse and ensure that any such cases involving UN peacekeepers are prosecuted under the criminal justice system. With that goal in mind, it made concrete proposals on improving accountability.

Switzerland was a founding member in 2009 of the Executive Board of Justice Rapid Response (JRR), an organisation that maintains a stand-by roster of experts for rapid deployment by states and international organisations on missions to investigate sexual and gender-based violence. To this end, it works closely with UN Women and the Office of the High Commissioner for Human Rights (OHCHR). Coordinating the training and secondment of experts who investigate SGBV crimes in armed conflict situations increases the likelihood of the perpetrators being caught and held to account before a court of law.

In terms of humanitarian policy, at the 32nd International Conference of the Red Cross in 2015 Switzerland argued with some success that the resolution entitled "Sexual and gender-based violence: Joint action on prevention and response" should make explicit reference to the fact that those affected by sexual and gender-based violence must have access to support in respect of their sexual and reproductive health and rights. As sexual and reproductive health is an area that encompasses controversial issues such as access to contraception or the right to abort, it is difficult to get these points included in resolutions – however, it did happen in this case, albeit with slight restrictions. At the World Humanitarian Summit in May 2016, Switzerland made specific commitments on the topic of gender and gender-based violence<sup>13</sup>. Switzerland renewed its partnership with Call to Action on Protection from GBV in Emergencies<sup>14</sup> and adopted measures for this global initiative's strategic roadmap for the 2016 – 20 period. In January 2017, Switzerland began co-chairing the States/Donors Stakeholder Working Group along with Canada and serving a two-year term on the steering committee.

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<sup>11</sup> This includes sex in exchange for food or other goods, for instance.

<sup>12</sup> Abbreviation for lesbian, gay, bisexual, transgender and intersex.

<sup>13</sup> The relevant report was submitted in February 2017. See Round Table 7:

[http://www.agendaforhumanity.org/sites/default/files/Reporting%20on%20Swiss%20WHS%20Commitments%20PACT\\_6.pdf](http://www.agendaforhumanity.org/sites/default/files/Reporting%20on%20Swiss%20WHS%20Commitments%20PACT_6.pdf)

<sup>14</sup> This is an initiative launched by the United Kingdom and Sweden with the aim of improving the way sexual and gender-based violence is addressed in humanitarian aid operations, which is to be achieved through closer coordination among governments, international organisations and NGOs.

## 2.2 Projects in the area of sexual and gender-based violence

The SDC has been involved in efforts to combat sexual and gender-based violence for the last 20 years. At the time of reporting, it provides more than CHF 10 million<sup>15</sup> in financial support for anti-SGBV projects in Afghanistan, Bolivia, Bosnia and Herzegovina, Burundi, Central African Republic, Democratic Republic of the Congo, Lebanon, Mongolia, Morocco, Myanmar, Nepal, Rwanda, South Sudan, Tajikistan, Tunisia, Turkey and in West Africa (regional). At the same time, the SDC makes core contributions to partner organisations such as UNFPA and UN Women as well as humanitarian organisations such as the ICRC, UNHCR, UNICEF and UNRWA that run programmes in fragile contexts and conflict areas for those affected by sexual and gender-based violence.

A study examining the expertise amassed in this area by the SDC over the years was published in 2016.<sup>16</sup> Alongside psychosocial support and securing access to justice for victims of sexual and gender-based violence, working with men and boys both as victims of violence and agents for change in the fight against sexual and gender-based violence is discussed. The study also stresses the need to improve the economic prospects of SGBV victims and the importance of working with society at large to change attitudes.

### **SGBV – a firmer focus within the SDC’s Humanitarian Aid Department**

In the Dispatch on Switzerland's International Cooperation 2017–2020<sup>17</sup>, sexual and gender-based violence is named as one of Swiss Humanitarian Aid's four thematic priorities. An implementation concept, approved in November 2016, rests on the following pillars: providing protection for victims/survivors; ensuring access to services and support, including medical, psychosocial, legal and economic assistance; and systematically integrating sexual and gender-based violence aspects into all humanitarian aid programming. This mainstreaming of sexual and gender-based violence includes, for example, securing access to water in such a way that it does not increase the risk of becoming an SGBV victim. The route taken to fetch water should be safe and there should be enough water available to ensure that no fighting breaks out at the water point. Improved coordination of humanitarian efforts with regard to sexual and gender-based violence and closer cooperation with partner organisations such as UNHCR, UNRWA, UNFPA or UNICEF on SGBV issues are two further goals. Lastly, Swiss Humanitarian Aid is now adopting a more gender-inclusive approach that includes men and boys as potential victims of sexual and gender-based violence. Although the topic has long been under discussion, Switzerland is the first country to address it in greater depth. In future, more SGBV specialists are to be seconded to partner organisations via the Swiss Humanitarian Aid Unit (SHA).

Swiss Humanitarian Aid is already tackling sexual and gender-based violence in a number of countries. For instance, in 2016 it supported a project in South Sudan run by the international NGO Nonviolent Peaceforce, which aimed to improve the protection of women and children who regularly have to leave the refugee camp in which they are staying (e.g. to gather firewood). Having aid workers physically accompany them was a major part of the strategy. Workshops and training sessions were held in the camps at which the women affected by sexual and gender-based violence could speak openly about their experiences and learn methods for protecting themselves. Workshops on resolving conflict by non-violent means were organised for male camp residents.

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<sup>15</sup> This figure does not include the budget of the SDC's Humanitarian Aid Department.

<sup>16</sup> SDC's experience in addressing sexual and gender-based violence:

[https://www.eda.admin.ch/content/dam/deza/en/documents/themen/gender/gender-based-violence-schlussbericht\\_EN.pdf](https://www.eda.admin.ch/content/dam/deza/en/documents/themen/gender/gender-based-violence-schlussbericht_EN.pdf)

<sup>17</sup> Dispatch on Switzerland's International Cooperation 2017–2020 (de) <https://www.admin.ch/opc/de/federal-gazette/2016/2333.pdf>

## 2.3 Access to justice

Access to justice for survivors of sexual and gender-based violence remains a major challenge, especially in fragile or conflict-affected settings in which the judicial system is often weak, does not function properly or is beset by corruption. For those subjected to violence, the high costs involved and fear of reprisals or victim-blaming act as additional barriers to coming forward. The police and armed forces can be important partners in reporting cases of violence. However, for this to be the case, victims must be able to trust in the system. That is why the projects supported by Switzerland also work to improve the basic knowledge and awareness of the law among members of the police and armed forces. For example, to increase public trust in the police, Switzerland assists the authorities in the Democratic Republic of the Congo in holding 'Open Door' days at which the local population can share their views with police officers at every level of the hierarchy. It has also supported police forces in other partner countries in setting up special units for dealing with cases of sexual and gender-based violence. Examples include the Family Police Unit in Tajikistan, the Family Response Unit in Afghanistan and the Women and Children Service Centres in Nepal. The creation of units of this kind is normally accompanied by efforts to recruit more women, which have greater chances of success if the women are able to work in a safe environment and receive appropriate training. As the capitalisation exercise has shown, sexual harassment and abuse by male colleagues within the police force remains a considerable risk that must be taken into account when designing projects.

Promoting legal aid and providing survivors with individual psychosocial counselling, delivered by appropriately trained personnel throughout the judicial process, is a further priority. During the reporting period, for example, Switzerland supported the Afghan Independent Human Rights Commission, which provides women with advice and support throughout the process of seeking justice. The country also backed similar projects in Tajikistan, Gaza and the West Bank. Alongside legal assistance for individuals subjected to sexual and gender-based violence, Switzerland advocates reforming national laws to take account of SGBV-specific aspects, e.g. in Bosnia and Herzegovina, Tajikistan, the Great Lakes Region and Bolivia. Legal reforms are currently being planned in Mongolia and Nepal.

Public awareness campaigns and information targeted specifically at those working in the ministries and other public sector institutions (e.g. health centres, social services, schools, etc.) serve to raise awareness of existing services in this area, bring about positive change in society's attitudes and improve access to justice. For instance, SDC partner organisation Medica Afghanistan has diligently conducted a long-term advocacy campaign on behalf of the Ministry of Public Health that has significantly increased awareness of the issue within the healthcare sector.

Switzerland also works closely with Women's Initiatives for Gender Justice. As well as providing support to SGBV survivors in the Democratic Republic of the Congo and running a reintegration and rehabilitation programme for former child soldiers of the LRA rebel group in Uganda, the partnership with this NGO focuses on bringing the perpetrators of sexual violence to justice both nationally and internationally. Thus far, its systematic documentation of sexual violence has been used in two cases against Congolese rebel leaders brought before the International Criminal Court.

## Connecting CEDAW and NAP 1325

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) was adopted in 1979 by the United Nations General Assembly. It aims to put an end to the discrimination of women – in every area of life. At present, 189 countries have ratified or acceded to the convention. Switzerland joined in 1997. A committee, on which Switzerland is represented, monitors the progress made in putting the convention's provisions into practice. The states parties undertake to submit regular reports to the committee on measures they have taken at the national level to comply with their obligations under the convention. "General recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations"<sup>18</sup> was adopted in 2013 as an addendum to the convention, for the first time providing guidance on application of the convention in crisis and conflict situations. An explicit thematic link has existed between CEDAW and UNSCR 1325 since that date. However, in contrast to UNSCR 3125, CEDAW requires the submission of reports every four years. In these, Switzerland must demonstrate to the CEDAW Committee what progress has been made and what actions from earlier reports have been successfully taken. Civil society is also actively encouraged to take part in the process through the mechanism of shadow reports that evaluate government progress in implementation. The thematic commonalities of UNSCR 1325 and CEDAW and the compulsory nature of reporting under CEDAW add weight to UNSCR 1325. These are all reasons why Recommendation No. 30 should form part of the new NAP 1325. While reference is made to Recommendation No. 30 in the current version (2013 – 16), it has not yet been systematically integrated into the plan's measures and goals.

At the international level, Switzerland has been lobbying since 2012, together with the Global Network of Women Peacebuilders (GNWP), for closer collaboration between the CEDAW Committee and the UN Security Council. The official celebrations to mark the 15th anniversary of UNSCR 1325 in New York and the 62nd session of CEDAW in Geneva provided an opportunity to stage panel discussions on the topic. The informal UN Security Council meeting initiated by Switzerland and convened by Security Council member Uruguay (Arria Formula Meeting) in December 2016 to discuss the synergies between the Security Council and CEDAW marked the highlight of Switzerland's engagement to date.

Women, peace and security did not yet feature fully and consistently as a topic in Switzerland's report to CEDAW in autumn 2016. The Committee nevertheless set forth recommendations on mainstreaming WPS. These include intensifying efforts to include women in peace negotiations and mediation activities, stepping up efforts to include a gender perspective in strategies to prevent violent extremism and doing more to monitor the impact on women of the misuse of small arms.<sup>19</sup>

<sup>18</sup> <http://www.ohchr.org/documents/hrbodies/cedaw/gcomments/cedaw.c.cq.30.pdf>

<sup>19</sup> <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N16/402/99/PDF/N1640299.pdf?OpenElement>

## Goal 3: Greater inclusion of a gender perspective during and after violent conflict in emergency aid, reconstruction and dealing with the past

### 3.1 Emergency relief and reconstruction

Swiss Humanitarian Aid mainstreamed gender in every programme in its previous priority areas (emergency relief, reconstruction and rehabilitation, and disaster risk reduction). However, as no sex-disaggregated data is available, it is difficult to say how many of the almost 3.5 million people assisted through these programmes were women.

Sexual and gender-based violence (SGBV) has been set as a new thematic priority (see Goal 2), and gender mainstreaming is also to be applied more rigorously in the other new priority areas (protecting the civilian population, disaster risk reduction, and water and environmentally friendly sanitation). For example, when it comes to protection, priority is to be given to the registration of refugees and internally displaced persons along with their access to official identity documents. This is especially critical for women and girls, as documents of this kind are necessary to gain access to services such as healthcare and education from which they tend to be excluded more frequently than men and boys.

While the thematic focus on sexual and gender-based violence is important, there is a risk that this will lead to the mainstreaming of gender equity being neglected in other areas. Indeed, in the international arena, sexual and gender-based violence is often mistakenly assumed to be the same as gender mainstreaming. In order to address this misconception, Swiss Humanitarian Aid and other SDC departments make regular exchanges of views, training courses and documents on applying gender equality in practice available to programmes and projects. Swiss Humanitarian Aid additionally makes a financial contribution to GenCap, a project that seconded female gender experts to humanitarian aid missions, where they advise those working on the ground on gender-sensitive issues.

### 3.2 Dealing with the past

Gender equality is a vital aspect of dealing with the past. Women and men experience violence and human rights violations differently due to their sex and the roles assigned to them by society. Moreover, they are frequently the victims of very different types of crime. For example, violations of socio-economic rights impact women differently, as they often shoulder full responsibility for looking after children and feeding the household – especially in conflict situations. Women are more likely than men to become the victims of sexual violence. These and other differences have to be taken into account in the four areas of dealing with the past (right to know, right to justice, right to reparations and guarantee of non-recurrence). In addition, it is vital that women's participation, in truth and reconciliation commissions for example, is ensured in dealing with the past.

Once a year, the HSD organises a 10-day English-language course on this subject, aimed at senior officials, parliamentarians, persons who command respect within their religious community and representatives of the police, armed forces and civil society. Another course is offered in French. Raising awareness of a gender-sensitive approach to dealing with the past is a core element of the syllabus, and every effort is made to ensure that an equal number of women and men attend.

Switzerland submitted a resolution on human rights and transitional justice<sup>20</sup> to the UN Security Council in September 2016, calling upon the member states to do more to integrate a gender perspective and recognise the centrality of victims in transitional justice. Switzerland also makes a core contribution of CHF 100,000 a year to the UN Special Rapporteur on the promotion of truth, justice, reparation and guarantees of non-recurrence. In 2015, the HSD supported a UN fact-finding mission to Libya which provided proof of (sexual) gender-based violence and other human rights violations.

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<sup>20</sup> Transitional justice includes the DwP mechanisms referred to above, such as truth and reconciliation commissions that seek to come to terms with crimes committed during a violent past.

### **Example: A gender-sensitive approach to dealing with the past in the Philippines**

The Transitional Justice and Reconciliation Commission (TJRCA) was set up in September 2014 as part of the peace agreement between the Philippine government and the Moro Islamic Liberation Front (MILF). Switzerland was asked to chair this body and appointed Special Envoy M<sup>o</sup> Bleeker, Head of the FDFA Task Force for Dealing with the Past and Prevention of Atrocities, to the position. The commission was tasked with producing a detailed report on human rights violations, historical injustices, marginalisation through land dispossession and legitimate grievances of the Bangsamoro people, and formulating recommendations to the government of the Philippines and the Islamic Liberation Front for peace and reconciliation processes going forward. The final report was presented in March 2016. Gender sensitivity and equality were central to the broad-based consultation process, in which more than 3,000 community members and local officials took part. This involved a 'listening process', where sessions were conducted exclusively by locals and care was taken to achieve a gender balance among participants. The use of mixed teams in these processes further enabled culturally and gender-sensitive topics to be addressed. For instance, violence against women was the second most-frequently mentioned crime in these consultations<sup>21</sup>. Adopting a gender-sensitive approach revealed that the traumatic experiences suffered by women and men during the conflict varied according to their traditional roles. In terms of direct violence, for example, men and boys tended to be killed, while women and girls were more often subjected to sexual violence. Another example of women being more adversely affected than men is that of land dispossession, where women left behind as widows were frequently driven from their homes on land registered in the husband's name. The entire consultation process was monitored and supported by a local gender advisor. The commission used the information gathered to draw up 90 gender-sensitive recommendations and proposed the setting up of a national transitional justice and reconciliation commission with a mandate to implement the 'dealing with the past' framework and promote healing and reconciliation in the coming years.

### **3.3 Security sector reform**

The Geneva Centre for the Democratic Control of Armed Forces (DCAF) is one of the Switzerland's main strategic partners when it comes to gender-sensitive security sector reform. Switzerland supports the organisation by making annual core contributions and providing funding for individual projects and programmes. Developing gender-sensitive best practices and producing practical handbooks and guidelines on gender equality in the security sector all form part of DCAF's core activities. In 2016, the organisation published a handbook entitled "Teaching Gender in the Military" and a report featuring case studies of gender-related directives in armed forces' human resources policies. A number of projects and programmes on gender were conducted in Jordan, Liberia, Mali, Senegal, Sierra Leone, Tunisia and Ukraine. Through DCAF, Switzerland also supports NATO's Civil Society Advisory Panel (CSAP), which advises NATO on the implementation of UNSCR 1325 and is made up of representatives of civil society organisations and member-state institutions. Institutionalising the dialogue with civil society in this way is intended to broaden awareness of the 1325 activities carried out by NATO in its member states, boost conflict prevention and increase women's security.

### **Example: Training and promoting women in Jordan's armed forces**

Thanks to Swiss funding, DCAF was able to provide a project in Jordan run by the Partnership for Peace (PfP) NATO Trust Fund<sup>22</sup> with technical support. The project's aim is to increase the number of women serving in the army, public security forces, police corps and civil protection organisations, and provide them with long-term career opportunities. Discriminating factors are to be eliminated throughout the career trajectories of women and the number of women in high-ranking positions increased. This is the first example of UNSCR 1325 being put into practice within NATO. To this end,

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<sup>21</sup> Only massacres were mentioned more frequently.

<sup>22</sup> Switzerland prioritises a number of topics in its work with the Partnership for Peace. Since first becoming involved, it has consistently promoted capacity-building and the democratisation of security structures in various states.

DCAF conducted an analysis of the situation of women in Jordan's armed forces and formulated recommendations and an action plan, which is currently being implemented. Some of the important points in the action plan include establishing a core gender team within the armed forces, drawing up gender-sensitive rules, such as introducing sufficient paternity leave and making arrangements for breastfeeding while on duty, preparing modules on gender sensitivity and gender equality for use in training all members of Jordan's armed forces. NATO greatly appreciates DCAF's support, as the latter's expertise plugs a gap in the area of gender and security sector reform.

## Goal 4: Greater inclusion of a gender perspective in conflict prevention

### 4.1 Preventing violent extremism

The UN Security Council adopted UNSCR 2242, which was supported by Switzerland, in 2015. The resolution calls upon states to: integrate women, peace and security concerns as a cross-cutting issue throughout their efforts to prevent violent extremism (PVE) and combat terrorism; take the specific impact of violent extremism on women and girls into account; and encourage women's active participation in such prevention efforts. These demands have not yet been built into the current NAP 1325. However, as the latter is viewed as a 'living document', the PVE dimension has been included in the reports.

The FDFA created an institutional framework for this particular issue in summer 2015 when, at the invitation of the UN Secretary-General, Switzerland drew up its Foreign Policy Action Plan on Preventing Violent Extremism<sup>23</sup>, which was officially adopted in 2016. The plan includes a sphere of action dedicated specifically to engaging the communities affected by extremism and strengthening the participation of young people and women in preventing violent extremism. This is intended to promote peaceful coexistence within society and ensure that all its members participate in economic, social and political processes. While the action plan provides for the development of gender-specific measures for the express purpose of enhancing women's participation in preventing violent extremism, it also advocates involving men in a gender-sensitive approach to the topic. Examples of core activities in this area include educational work on gender and women's rights at the local level, critical reflection on images of masculinity shaped by violence and the development of alternative role models for young men.

Work on implementing the PVE action plan got under way in April 2016. For the FDFA, the focus is on combating the causes of radicalisation, which requires a situation analysis to be conducted on the ground, as is shown by the example in Lebanon below. Regional dialogues on preventing violent extremism in North, West and Central Africa in which women are actively involved provide a further example. This forum allows information on the situation in the region to be exchanged and joint strategies for preventing extremism to be drawn up, for example, by discussing the relationship between local women and the security forces and ways in which they can cooperate.

Switzerland also supports the Global Community Engagement and Resilience Fund (GCERF), whose goal is to support local, community-level initiatives aimed at preventing violent extremism in Bangladesh, Kenya, Kosovo, Mali, Myanmar and Niger. The inclusion of women is an important part of this process.

One example of Switzerland's engagement at the multilateral level is its support for the International Civil Society Action Network (ICAN), an organisation whose mission is to support civil society activism in promoting women's rights, peace and human security in conflict and post-conflict countries. ICAN organises an annual PVE forum at which women's organisations discuss real-life experiences of violence and radicalisation and come up with alternative strategies. Further activities by Switzerland include co-hosting a side event at the 60th session of the UN Commission on the Status of Women on the importance of including both sexes in efforts to prevent violent extremism. The event focused on the direct experiences of women already actively engaged in this area within their own communities, regions and countries. During the 71st UN General Assembly in 2016, Switzerland partnered with Norway to organise a high-level event on Women's Leadership and Gender Perspectives on Preventing Violent Extremism at which Federal Councillor Didier Burkhalter spoke.

### Gender-sensitive analysis as basis of PVE: Two examples from Lebanon

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<sup>23</sup> Switzerland's Foreign Policy Action Plan on Preventing Violent Extremism: [https://www.eda.admin.ch/content/dam/eda/en/documents/publications/SchweizerischeAussenpolitik/Aussenpolitischer-Aktionsplan-PVE160404\\_EN.pdf](https://www.eda.admin.ch/content/dam/eda/en/documents/publications/SchweizerischeAussenpolitik/Aussenpolitischer-Aktionsplan-PVE160404_EN.pdf)



Together with local NGO Synaps, Switzerland holds forums for dialogue on various aspects of life and living conditions in Lebanon. These gender-sensitive context analyses deliver important insights into differences between the roles of men and women as well as the causes of potential radicalisation, thus pointing up new approaches to preventing the latter. Young researchers, who form an important part of the Synaps team, facilitate access to gender-specific knowledge.

The Lebanese Center for Policy Studies is a think tank that gathers relevant information on the PVE context through its policy dialogue with key actors from civil society, the scientific community and the government. This information is then presented in policy briefs that also provide concrete recommendations and serve as the basis for planning PVE activities. Together with a dialogue on gender equality and the empowerment of women, consistent gender mainstreaming ensures that these PVE analyses are gender sensitive.

#### **4.2 Preventing atrocities**

As one of the founders of the Global Action Against Mass Atrocity Crimes (GAAMAC), Switzerland currently chairs this multilateral network of state and non-state actors jointly engaged in atrocity prevention, one of whose goals is to develop gender-sensitive strategies in this area. In February 2016, Switzerland and the Philippines jointly organised the Second International Meeting (GAAMAC II) in Manila, at which governments, regional organisations, NGOs and UN actors discussed the challenges and opportunities involved in developing national architectures for the prevention of atrocities. The fact that atrocities affect men and women differently and the relevance of women's active participation in developing national prevention structures were not only emphasised by various parties, they were also dealt with at a special group session. One of the recommendations to emerge was that national action plans on women, peace and security should be developed in parallel with national architectures for the prevention of atrocities. The African working group established at GAAMAC II is currently working on a best practice manual and the important role of women in prevention efforts, while also seeking to promote regional women's networks, provide training on UNSCR 1325 and encourage public debate on gender-sensitive aspects of atrocity prevention. Switzerland provides the working group with both material and financial support.

## Goal 5: Mainstreaming 'Women, Peace and Security' within the Federal Administration and its human resources policy

Alongside the goals outlined thus far, most of which are relevant to foreign policy, NAP 1325 includes objectives that apply specifically within the Federal Administration. These concern training, thematic and geographical strategies, human resources policy, budgeting and evaluation as well as the inclusion of civil society.

### 5.1 Human resources policy

Getting more women into management positions is a priority for the Swiss Confederation. The FDFA's Equal Opportunities Policy 2010 –2020 seeks to achieve equal representation at lower and middle management level (up to salary grade 29) and 30% women at top management level (salary grades 30 - 38). These targets are to be attained by implementing measures in the fields of action set out in the policy<sup>24</sup>, plus consistent monitoring and reporting. Specific steps taken during the reporting period included a number of awareness-raising and training events to promote networking among women, such as an event especially for women informing them about the FDFA mentoring programme and training courses on dealing with power games in day-to-day work situations. Despite all these efforts, the targets set have not yet been reached. At the end of 2016, the number of women in middle management (salary grades 24-26) came to 46.5%, compared with 30% in senior management (salary grades 27-29) and 20% in top management (see Appendix). A comprehensive study on gender balance in leadership positions served as the basis for drawing up concrete measures, which were approved by the Head of the FDFA in May 2017. In order to achieve the goals set for 2020, these measures address issues such as the political will of the department's top management, the compatibility of career and private life, and the putting into practice of equal pay for equal work. They also form an integral part of the new FDFA strategy on gender equality and women's rights.

Experts are seconded to international organisations through the Swiss Expert Pool for Civilian Peacebuilding (SEP). In 2016, 43% of those were women. The SEP was unable to find female candidates for police missions in the period under review, despite its best efforts, which included lowering the amount of work experience required, for example. The reasons are most likely to be found in demographics and the difficulty of reintegrating police officers following secondments. Parity was almost achieved in the case of the HSD's Human Security Advisers (see Appendix). The SEP also strives to recruit people to jobs that are particularly relevant to UNSCR 1325, such as a position at the OSCE Conflict Prevention Centre, based at the organisation's Secretariat in Vienna, which has gender and mediation as a central part of its remit, or the post of Inter-Agency GBV Specialist in Mali (see box), which was newly created in 2015.

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<sup>24</sup> Forward-looking organisational culture; career trajectories; representation of women and men at management level/value-added in the management culture; forms of work and compatibility/work life balance; multilingualism and cultural diversity.

### **On a mission to Mali – Karin Grimm (Gender Adviser) reports her experiences**

I spend a lot of time on the road in my role as an inter-agency gender-based violence specialist – mainly on the dusty and congested streets of Bamako, travelling back and forth between my office, which is provided by UNICEF, the various other UN agencies, the UN's MINUSMA peace mission and government offices. As a member of the FDFA's Swiss Expert Pool for Civilian Peacebuilding, I was seconded to the UN's country team in Mali through that same organisation's Action against Sexual Violence in Conflict network. Today, I am on my way to the Ministry for the Promotion of Women, Children and the Family, which is also home to the technical secretariat of the national commission tasked with the drafting and adoption of a comprehensive law on gender-based violence.

Personal contact with the various actors is an important aspect of my work, especially given that my position is a new one – initially, it was necessary to define my role more precisely and explain it to people both within and outside the UN system. Most of my day-to-day work takes place at the institutional level: providing the government with strategic and technical advice in order to improve the political and legal framework for combating gender-specific violence, helping the national actors build their capacities and providing the UN country team with support in technical and strategic matters.

Today's meeting at the Ministry will focus on the question of how the various state and non-state actors can become involved in the processing of developing a national strategy. Gender-based violence is a cross-cutting theme. A holistic approach involving the security, justice, healthcare and education sectors in addition to social services is key to effectively preventing and repressing this form of violence and caring for those affected by it. However, the security situation in northern and central Mali remains tricky. Which makes it all the more important that the various regions throughout this large country actively participate in the process to ensure that the humanitarian situation and peacekeeping context find their way into the national strategy.

Women account for 59.3% of all Swiss nationals working within the United Nations system and are actually relatively well represented in leadership positions (see Appendix for detailed breakdown). Gender does not play a role in the selection procedure when deciding to support a candidature. The candidate's professional qualifications are all that matters. Nevertheless, Switzerland still championed the UN's Senior Women Talent Pipeline, actively drawing the attention of potential candidates to the initiative and supporting their applications. Women accepted to the pipeline receive training and career guidance, and are notified of job vacancies directly.

The number of women at SWISSINT in 2016 was relatively high at 16%, thus exceeding the 10% target set in NAP 1325. The Swiss military takes active steps to get more women interested in peace missions, as their involvement in liaison and monitoring teams (LMTs) and liaison and observation teams (LOTs) is crucial. In Kosovo and Bosnia and Herzegovina, women in LMTs/LOTs play an important role in guaranteeing access to the local female population, allowing new contacts to be built and affording a fresh perspective on the context.

### **5.2 Training Swiss personnel on UNSCR 1325**

Swiss personnel involved in civilian or military peacebuilding operations need to undergo high-quality training on women, peace and security issues to ensure they are in a position to effectively put UNSCR 1325 into practice throughout all of Switzerland's activities in this area. Both the DDPS and the FDFA offer a range of relevant courses.

#### **SWISSINT – Gender-sensitive training for peace missions**

SWISSINT, the Swiss Armed Forces Centre of Excellence for Peace Support Missions Abroad, runs a special centre at which all members of the Swiss Armed Forces who are voluntarily involved in a mission of this kind receive training. International civilian and military experts also attend training there to prepare them for UN peacekeeping operations. Overall, three different basic training programmes are offered: The Swiss United Nations Military Observer Course (SUNMOC) is aimed at officers from

Switzerland and elsewhere who are serving on UN peace missions. The three-week course is UN certified, which means its contents are prescribed by the United Nations. A 45-minute session on UNSCR 1325 is planned. SWISSINT adapts this standardised course to the target audience and includes gender issues, especially in the practical exercises, such as an exercise on protecting women from sexual exploitation and violence. In addition, aspects of 'women, peace and security' are addressed in the modules on protection of the civilian population, security sector reform and civilian-military relations. The 10-day Introductory Course for Peace Support Operations offers training for civilian and military experts, such as those involved in humanitarian demining. Due to the complexity of the subject matter, especially for participants who mostly lack experience on the ground and therefore knowledge of the context, the detailed theoretical module on UNSCR 1325 has been cut down to a one-hour lesson, and the emphasis is now being shifted more and more to practical exercises. The SWISSCOY/LOT course trains military personnel who are to be deployed in Kosovo and Bosnia and Herzegovina specifically on gender, with a focus on the general UN Code of Conduct and the proper way of dealing with local personnel and civil society, which is especially important in relation to sexual exploitation and abuse. All courses serve to raise awareness among personnel being sent on a mission abroad for the first time who have no previous knowledge of gender issues. During the training on public-sector labour law, those in charge of the contingents also receive instruction on dealing with cases of alleged abuse. Moreover, during attendance at the course, participants are notified of the point of contact at the SWISSINT Centre of Excellence to whom all deployed personnel can turn with questions on gender issues.

### **Preparation for civilian peacebuilding experts**

Each year, Switzerland seconded some 200 civilian experts and police specialists to international organisations through the Swiss Expert Pool for Civilian Peacebuilding (SEP). The two-week, basic Swiss Peacebuilding Training Course includes a module specifically dedicated to women, peace and security, and gender equality. However, the topic also cuts across many other areas of the course. The same is true of other courses that are open to experts – depending on their position and profile – prior to or during their deployment (e.g. mediation, dealing with the past, effective advising or leadership). Human Security Advisers who are seconded to Swiss representations via the SEP receive a personal briefing on the topic from the HSD's own gender officer. An e-learning course on women, peace and security is being developed jointly with swisspeace and will shortly become available. The aim is to train Swiss experts in gender sensitivity and make sure they are informed about NAP 1325 and UNSCR 1325. Those responsible for training at the SEP also raise the importance of gender issues in their discussions with other sending organisations and course providers, such as Europe's New Training Initiative for Civilian Crisis Management (ENTRi).

### **5.3 Country and regional strategies**

The country and regional strategies that underpin Switzerland's international cooperation activities are crucial to the medium- and long-term planning of its engagement abroad. Geographical strategies create a roadmap for implementing programmes and projects at country and regional level over the next three to five years. The fact that NAP 1325 includes a subordinate goal (5.1) on integrating a gender perspective and strategic objectives related to UNSCR 1325 in all strategies illustrates how relevant regional and thematic strategies are to the implementation of NAP 1325.

An analysis of 16 geographical strategies shows that the quality of inclusion of a gender perspective and topics relevant to UNSCR 1325 varies considerably. It can generally be said that equality of the sexes and the empowerment of women and girls are mentioned much more frequently in areas such as healthcare, agriculture or economic integration, whereas a gender perspective rarely features in areas traditionally dominated by men, such as security sector reform, justice, governance and dealing with the past. It is also noticeable that none of the 16 strategies explicitly mentions women in the context of conflict prevention. No single strategy has a specific budget for gender-sensitive activities, nor is a gender-specific approach to be found in any of the 'theories of change' or risk analyses. Nine strategies can at least report a gender-sensitive outcome. A good example of this is the cooperation strategy for Nepal, where a gender perspective runs throughout the entire strategy. It lists four gender-

sensitive outcomes and an indicator specifically referring to implementation of Nepal's own NAP 1325 alongside a range of further gender-based indicators. The situation of women also forms part of the plan's potential future scenarios. However, the gender dimension is missing in the areas of dealing with the past, transitional justice and security sector reform, where women should be given specific mention when it comes to the reintegration of ex-Maoist combatants of both sexes.

#### **5.4 External evaluation of the implementation of UNSCR 1325 and the inclusion of civil society**

Like earlier periodic progress reports on NAP 1325, this report enables important outcomes, challenges and opportunities for improvement in implementing UNSCR 1325 to be identified. However, although the National Action Plan provides for a comprehensive, independent assessment of its implementation, no such evaluation has been conducted since the first NAP was adopted in 2007. It is intended to schedule resources for an external report during the next NAP cycle.

The mechanism for institutionalising the inclusion of civil society stakeholders, as set out in subordinate goal 5.4 of NAP 1325, is internationally recognised as a good example. Thus, civil society representatives were consulted regularly during previous reporting phases and there are plans to involve them in the drafting of the new version of NAP 1325. Switzerland also financed the production of a civil-society shadow report on implementation of UNSCR 1325, which sought to take a critical look at implementation to date and provide fresh impetus for moving the agenda forward. The "Women, Peace, Security – reloaded"<sup>25</sup> report was published in 2016 and was very well received both in Switzerland and elsewhere in Europe.

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<sup>25</sup>[http://www.swisspeace.ch/fileadmin/user\\_upload/Media/Publications/Report\\_Women\\_Peace\\_Security\\_reloaded\\_EN\\_ONLINE.pdf](http://www.swisspeace.ch/fileadmin/user_upload/Media/Publications/Report_Women_Peace_Security_reloaded_EN_ONLINE.pdf)

# Recommendations

The findings from this reporting phase have led to the following recommendations with regard to implementing UNSCR 1325 and its group of related resolutions going forward, as well as revising the national action plan:

## Recommendations on Goal 1: Greater participation by women in peacebuilding

- Niches and opportunities for **strengthening multilateral efforts** in relation to gender and mediation should be identified and seized. At the same time, the multiplier effect of Switzerland's activities within multilateral organisations and platforms should be leveraged.
- The UN Secretary-General's efforts to promote women within the UN system should be actively supported by Switzerland through its multilateral engagement and in the form of **targeted secondments**.
- UNSCR 1325-relevant topics should be looked into and systematically included in the choice of themes when developing Switzerland's campaign for **candidature for a non-permanent seat on the UN Security Council (2023-2024)**.
- **Gender equity issues** are to receive special attention in the curriculum for the Master of Advanced Studies ETH Mediation in Peace Processes. Each (interim) assessment will include a gender dimension.
- To find out more about the effectiveness of women's participation in dialogue and mediation processes and the inclusion of gender-specific recommendations throughout these processes, **interviews with participants** should be held on a regular, systematic basis and cover the following points: To what extent do gender-specific experiences at the grassroots level find their way into the official negotiations? What risks are faced by women who take part in mediation processes and how do these differ from the risks faced by male participants?
- **Findings and recommendations from conferences and studies** should be included systematically in projects and activities. For example: the findings of the WILPF conference on the different strategies of Syrian women participating in peace processes, the "Making Women Count – Not Counting Women" study produced by the Inclusive Peace and Transition Initiative (IPTI)<sup>26</sup> and the Gender in Mediation<sup>27</sup> manual. The new Master of Advanced Studies ETH Mediation in Peace Processes course provides an excellent platform for doing so.

## Recommendation on Goal 2: Protection of the rights of women and girls during and after armed conflict and prevention of gender-based violence

- The issues addressed in UNSCR 1325 must form an integral part of the **political dialogue** going forward: a more methodical approach is required here. In particular, care should be taken to ensure that the topic of women, peace and security is explicitly included in dialogues on human rights in a context-sensitive manner.

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<sup>26</sup> <http://www.inclusivepeace.org/content/making-women-count-not-just-counting-women-assessing-womens-inclusion-and-influence-peace>

<sup>27</sup> Gender in Mediation: An Exercise Handbook <http://www.css.ethz.ch/content/dam/ethz/special-interest/gess/cis/center-for-securities-studies/pdfs/CSS-Mediation-Gender%20in%20Mediation.pdf>

#### Recommendations on Goal 4: Greater inclusion of a gender perspective in conflict prevention

- Switzerland's commitment to gender and PVE is still at an early stage. It is important that activities continue to be planned on the basis of **gender-sensitive context analyses** that use a high quality of data. Gender-specific initiatives in health, education and local labour markets can also make a significant contribution to gender-sensitive peacebuilding and preventing violent extremism.
- When planning PVE activities, it must be ensured that no **discriminatory or reductive stereotypes and role models** are used. Women are mostly approached as mothers or sisters of extremists and used as sources of information, as it is assumed that the deep emotional connection traditionally ascribed to women gives them a greater insight into the radicalisation of their sons and brothers. Involvement in PVE activities in this capacity may add to the danger for women, making them the object of violence within the family or a target for extremist groups.

#### Recommendations on Goal 5: Mainstreaming 'Women, Peace and Security' within the Federal Administration and its human resources policy

- In its training for personnel being sent on military peace missions, the Swiss Armed Forces focuses on two aspects of women, peace and security: protecting the civilian population and preventing sexual exploitation and abuse. The focus of the training modules and practical exercises should be extended to cover **all areas of UNSCR 1325**. Throughout the exercises, care should be taken to ensure that women do not merely feature as victims in need of protection; instead, both women and men should be portrayed in a variety of roles and positions. To this end, examples could be included where women appear in roles such as civil society activists, mayors or doctors.
- Along with other training programmes that offer modules on women, peace and security, the new e-learning-course<sup>28</sup> should carry out an **evaluation of the effectiveness of the training provided** after six to twelve months; this is particularly relevant for mediation courses. To assess the quality of the gender lessons learned and their relevance to the work being carried out, indicators are needed that measure how they are being applied by participants in their role as mediators.
- In the case of **regional and thematic strategies**, it is important to reflect on the significance of the gender dimension in the given context. This requires a gender analysis to be carried out and – where meaningful – gender-specific objectives to be developed on this basis. Many of Switzerland's priority countries have NAPs of their own, thus facilitating access to the relevant information.
- An analysis of whether gender-based strategies actually translate into gender-sensitive projects and programmes lay beyond the scope of this report. It would make sense to produce a few **case studies of gender-sensitive strategies** and check to what extent these have a positive effect on gender sensitivity at the project level.
- A **budget for implementing activities that promote gender equality** should form part of all thematic and geographical strategies. This could be achieved by 'earmarking', for instance.

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<sup>28</sup> See section 5.1. on gender-sensitive preparation for civilian peacebuilding experts.

## Recommendations for the 2017/18 revision of the NAP

1. The new NAP 1325 should include **specific security policy goals and activities** and do more to leverage the multiplier effect of Switzerland's engagement within the OSCE and NATO, for example.
2. In the new NAP 1325, the **protection of the rights of women and girls and prevention of gender-based violence** should be treated as two separate issues and not bracketed together as a single goal.
3. The new version of the plan should systematically establish a cross-cutting **link between UNSCR 1325 and the Convention on the Elimination of Discrimination against Women (CEDAW)**. References to recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations should simplify Switzerland's reporting to CEDAW on its implementation of UNSCR 1325.
4. The new NAP 1325 should make explicit reference to the goals of the **FDFA strategy on gender equality and women's rights** and the Equal Opportunities Policy 2010–2020, and create synergies with both of these wherever possible.
5. NAP 1325 is important to the institutional anchoring of women, peace and security. The new version of NAP 1325 should set out **fewer measures** and introduce **clear indicators** for monitoring outcomes.
6. Consideration should be given to what can be done to standardise and **simplify reporting** on NAP 1325 implementation in the future.
7. In the interests of interdepartmental policy coherence, any future NAP 1325 must also take the **gender-based needs of refugees in Switzerland** into consideration and not just those abroad. UN Women has produced a number of studies that could be used as a basis and provide guidance in this respect. Moreover, the OSCE has issued relevant recommendations.
8. When drawing up the new NAP 1325, the possibility of including a **specific budget for implementation**, reporting and evaluation should be examined.
9. **Civil society** should once more be involved in developing the new NAP 1325.



# Appendix

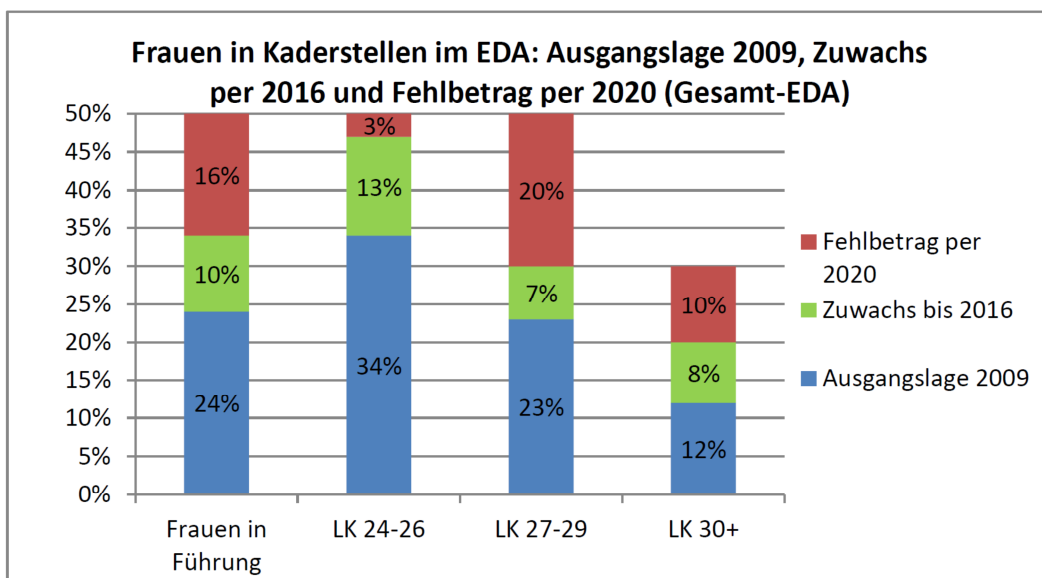
**Table 1 New hires at FDFA since 2006**

Diplomatic recruits (2006 – 2015)	49% women and 51% men
Consular recruits (2006 – 2015)	64% women and 36% men
SDC Junior Staff Programme (2014 - 2016)	59% women and 41% men
General Services (2006 – 2015)	68% women and 32% men

**Table 2 Proportion of women at the FDFA**

	2015	2016
<b>Total proportion of women at the FDFA (civil service)</b>	<b>50.0%</b>	<b>49.9%</b>
Proportion of women in FDFA management positions (grades 24-38)	36.0%	37.4%
Proportion of women in FDFA middle management (grades 24-26)	44.9%	46.5%
Proportion of women in FDFA senior management (grades 27-29)	30.9%	29.9%
Proportion of women in FDFA top management (grades 30-38)	20%	20.4%
<b>Total proportion of women in the diplomatic service</b>	<b>31.6%</b>	<b>32.0%</b>
Proportion of women in diplomatic service top management (grades 30-38)	17.3%	17.3%

**Chart 1: Women in FDFA management positions**



### Tables 3-5 Overview of Expert Pool for Civilian Peacebuilding (SEP)

Table 3: Expert Pool, total (available, planned and on secondment):

Total women	220	47%
Total men	246	53%
<b>TOTAL</b>	<b>466</b>	<b>100%</b>

Table 4: Personnel referred through the Expert Pool in 2016:

Women	93	43%
Men	122	57%
<b>TOTAL</b>	<b>215</b>	<b>100%</b>

Table 5: Various categories of Expert Pool deployments in 2016:

	Women	%	Men	%	Total
Election observer	30	43%	40	57%	70
Human Security Adviser	14	45%	17	55%	31
Human Rights Advisor	2	100%	0	0%	2
Mediator	1	25%	3	75%	4
Gender Advisor	3	75%	1	25%	4
Other	42	47%	47	53%	89
Police	0	0%	11	100%	11
Customs	1	50%	1	50%	2
<b>Total deployments</b>	<b>93</b>	<b>43.7%</b>	<b>120</b>	<b>56.3%</b>	<b>213</b>

Table 6: Proportion of Swiss women at the UN, as at 31.01.2017

Level	Women	Women %	Men	Men %	Total
P2	19	67.9%	9	32.1 %	28
P3	49	70%	21	30%	70
P4	20	64.5%	11	35.5%	31
P5	4	40%	6	60%	10
D1	2	50%	2	50%	4
Working groups	0	0%	2	100%	2
General Services	81	50.9%	78	49.1%	159
Other positions	19	82.6%	4	17.4%	23
<b>Total</b>	<b>194</b>	<b>59.3%</b>	<b>133</b>	<b>40.7%</b>	<b>327</b>