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**Estonia's Action Plan for the Implementation of  
UN Security Council Resolution 1325**

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**“WOMEN, PEACE AND SECURITY”**

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**in Estonia 2010–2014**



ESTONIAN MINISTRY  
OF FOREIGN AFFAIRS

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Estonian health care expert Anu Raisma carrying out a first aid training course in southern Afghanistan's Helmand Province. Photo: Anu Raisma

# 1. Introduction

In October 2000 the UN Security Council unanimously adopted **resolution 1325** where it acknowledged the disproportionately harmful impact of armed conflicts on women and the need to take into account the gender perspective in conflict resolution and post-conflict reconstruction. The Security Council also admitted the significant contribution of women to the maintenance of peace and security.

The resolution was based on the worrisome recognition that as a result of the changing character of military conflicts the majority of the victims of conflicts continued to be civilians. Women are in a particularly poor situation, as conflicts increase gender-based and sexual violence targeted against women and restrict their access to health care, education and economic and political activities.

The Security Council resolution set binding tasks for the Council itself, the UN system, international organisations, Member States as well as for all parties to armed conflicts. These are aimed at ensuring inclusion of the gender perspective in crisis management operations, increase the role women in conflict resolution

and post-conflict reconstruction and protect women from gender-based and sexual violence in armed conflict.

**Estonia** supports the implementation of Security Council resolution 1325 and is a co-sponsor of its follow-up resolutions 1820 and 1888. The implementation of the objectives set out in resolution 1325 is important for Estonia for three main reasons. Firstly, as a member of the UN, European Union, NATO and the OSCE, Estonia participates actively in maintaining international peace and security. Secondly, the promotion of the rights and situation of women is one of the priorities of Estonia's foreign policy, development cooperation and human rights activities. And thirdly, Estonia is contributing to international military and civil missions in countries where conflict resolution and peace-building is directly linked to the implementation of resolution 1325 and where the inclusion of gender dimension in the planning and implementation of missions will enhance the efficiency of international efforts.

The implementation of the objectives established in the resolution is also vital for Estonia

as a candidate for the UN Security Council for 2020–2021.

Although this autumn marks the 10<sup>th</sup> anniversary of the adoption of the resolution, the UN as well as the member states are far from achieving their goals. Women and girls are still involved in armed conflicts with serious effects and international efforts to include the gender perspective in conflict resolution have often reached only the initial stage.

The objective of **this action plan** is to systematise and enhance Estonia's efforts to implement

Security Council resolution 1325 and its follow-up resolutions. The plan incorporates Estonia's activities related to women, peace and security in the field of foreign policy, human rights, development cooperation and humanitarian assistance as well as international military and civil missions. The action plan shall be implemented in cooperation with the representatives of the Ministry of Foreign Affairs, Ministry of Defence, Ministry of the Interior, Ministry of Social Affairs, Ministry of Justice, Ministry of Education and Research, their agencies and civil society organisations.

## 2. Principles and Process of Compiling the Plan

The following **principles** have served as a basis for compiling the action plan:

- to base the plan on the already existing actions in the field of peace, security, development and gender equality, reinforcing and systematising them through the plan;
- to focus on specific priorities to ensure the maximum efficiency of Estonia's contribution;
- to associate Estonia's other planning documents, including development plans and strategies, with the action plan considering the action plan's interrelatedness with a number of different fields of activity.

The plan covers **all the main areas of resolution 1325 and its follow-up resolutions**, including the inclusion of the gender perspective in conflict resolution and peace-building, the participation of women in maintaining peace and security and the protection of the rights of women in conflict, including protection from violence.

The efforts included in the plan have been **divided between activities to be implemented at the national level and in international organisations**. The purpose of the division is to ensure the efficiency of Estonia's activities and avoid duplication, focusing on the activity in the context where it leads to the best results. The increasing incorporation of the gender perspective in the EU, NATO and the UN activities on peace and security and efforts within the framework of these organisations enable Estonia to multiply the impact of its activities. However, the engagement in international organisations does not mean disregarding work at the national level.

The plan **covers the areas where Estonia can contribute to the implementation of the objectives of resolution 1325**, including international diplomacy, development cooperation and humanitarian assistance as well as international military and civil missions.

The action plan was compiled by an **interdepartmental working group** formed by the Ministry of Foreign Affairs, which included ministries, agencies and other parties whose activities are related to the subject of women, peace and security. The working group consisted of the representatives of the Ministry of Foreign Affairs, Ministry of Defence, Ministry of the Interior, Ministry of Social Affairs, Ministry of Justice, Ministry of Education and Research, General Staff of the Defence Forces, Police and Border Guard Board, Rescue Board, Academy of Security Sciences and civil society organisations. The working group finalised its work in October 2010.

The compilation of the action plan was founded on **an analysis of Estonia's activities related to women, peace and security to date** in order to define, on this basis, its further priorities. The analysis also included the latest steps taken to implement resolution 1325 in international organisations whose efforts Estonia through its membership is contributing to.

In addition to putting together the action plan, the objective of the working group was to **develop closer contacts** and increase awareness among parties related to the issue of women, peace and security, especially in connection with the 10<sup>th</sup> anniversary of the adoption of resolution 1325.

# 3. Priorities of the Action Plan

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In accordance with Estonia's current activities, capacities and its main objectives related to peace and security, the action plan focuses on the following activities:

- political and diplomatic activities in international organisations;
- bilateral and multilateral development cooperation, and humanitarian assistance to improve the conditions of women in post-conflict situations;
- increasing the number of experts on gender issues and the provision of training for them, as well as increasing general awareness of women, peace and security in institutions dealing with peace and security;
- expansion of women's opportunities to participate in international military and civil operations and increasing the representation of women in international positions related to the maintenance of peace and security.

# 4. Women in Conflict – UN Security Council Resolution 1325 (2000) and International Efforts in Implementing the Resolution

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By resolution 1325 (2000) adopted in 2000, the UN Security Council for the first time affirmed the importance of the gender perspective in the maintenance of peace and security. The resolution has led to the recognition of the following aspects of armed conflicts:

- **Conflicts have a different impact on women and men. Conflict prevention, resolution and post-conflict peace-building affect women and men in a dissimilar manner and both have a differing role in these processes.** The planning and implementation of peacekeeping operations and post-conflict recovery has to take into account the various needs of women and men and the different impact that these activities have on them. Disregard for this consideration decreases the efficiency and sustainability of the activities overall.
- **Due to widespread gender-based violence, including sexual violence, conflicts have a specific and serious impact on women. The use of sexual violence as a tactic of war has become increasingly frequent.** The overriding majority of victims of armed conflicts are civilians.
- **Women can provide a significant contribution to peace and security processes, including at the decision-making level.** Women have an equal right to participate; failure to use their contribution means the exclusion of one half of often already limited human resources.

The first Security Council resolution on women, peace and security was followed by **resolution 1820 (2008)** in 2008 that supplemented the provisions of resolution 1325 with respect to sexual violence in conflict. The Security Council noted that sexual violence, when used or commissioned as a tactic of war in order to deliberately target civilians or as part of a widespread or systematic attack against civilian populations, can significantly exacerbate situations of armed conflict and may impede the restoration of international peace. In the autumn of 2009 the Security Council adopted two other resolutions taking the previous texts further. **Resolution 1888 (2009)** endorsed the creation of a position of a Special Representative of the Secretary-General on sexual violence in armed conflict and the establishment of a rapid reaction team of experts. The second **resolution 1889 (2009)** requested that the UN with the assistance of Member States collect information about the needs of women in a conflict and also requested that the UN Secretary-General submit to the Security Council the proposals for a set of indicators that would enable tracking the implementation of resolution 1325. The UN, Member States and civil society have continued to develop the indicators in 2010.

The UN Security Council resolutions are binding. The principles and tasks approved in resolution 1325 and its follow-up resolutions are addressed to the entire UN system, regional organisations, the UN Member States and all parties to conflicts, peace negotiation and post-conflict proc-





The Estonian company Estcoy-9 in Afghanistan.  
Photo: General Staff of Estonian Defence Forces

esses. The Security Council discusses the implementation of these tasks annually.

## Implementation of resolution 1325 by states and regional organisations

By October 2010 approximately 20 states, including 9 Member States of the EU, have compiled **national action plans** to implement Resolution 1325.<sup>1</sup> The European Union, African Union, NATO and the OSCE implement resolution 1325 at the regional level.

The **European Union** has committed to increasing the role of women in restoration of peace and to intensifying the implementation of the principles of the resolution in its external action. On this basis, in December 2008 the EU approved the "Comprehensive Approach to the EU implementation of the UN Security Council Resolutions 1325 and 1820 on women, peace and security", which addressed various areas of EU's external action, including conflict prevention, crisis management, peace-building and post-conflict reconstruction and development cooperation. The EU considers this approach to be a

prerequisite for the efficiency and effectiveness of all actions related to conflict management. The EU also adopted a decision on the implementation of resolutions 1325 and 1820 in the context of the European Security and Defence Policy missions.

In 2007 **NATO** made a decision to intensify work to implement resolution 1325 in NATO operations, also approving a corresponding policy. In September 2009 all NATO commanders were sent specific instructions for the implementation of the resolution in the field of training and education. In June 2010 the NATO Defence Ministers approved the recommendations to implement resolution 1325 in NATO operations.

The **OSCE** Member States acknowledged the role of women in peace and security in the OSCE Gender Action Plan adopted in 2004, which called for the increase in the role of women in the political and military dimension of the OSCE, recognising it as an inevitable part of comprehensive security. The 2005 decision of the OSCE ministers also encouraged the states to create national rosters of female candidates and support women's candidatures and appointment to positions, in particular senior posts, related to conflict resolution.<sup>2</sup>

<sup>1</sup> Austria, Belgium, Denmark, Finland, Portugal, Spain, Sweden, the Netherlands and United Kingdom from the EU.

<sup>2</sup> OSCE Gender Action Plan (dec. 14/04, 2004); Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation (dec. 14/05, 2005).

# 5. Estonia's Activities for the Implementation of Resolution 1325 2010–2014

## 1. Political and diplomatic activities in international organisations

The adoption of resolution 1325 and especially its follow-up resolutions was a reflection of an increasingly widespread view among the UN Member States, UN system and civil society that the participation of women in maintaining peace and security and the protection of rights of women in conflict are highly significant to the achievement of peace. This conclusion is reaffirmed in the decisions of several regional political and security organisations, including the EU, NATO and the OSCE, which address the implementation of the Security Council resolution at the regional level.

The subsequent step has been the transformation of these political decisions into **specific actions** by including the principles of resolution 1325 in action plans, codes of conduct and personnel training and also creating the means to evaluate these actions. NATO adopted the recommendations for the implementation of the resolution in the operations of the Alliance in 2010. This has also been supported by the decision of the European Union on the operational implementation of resolutions 1325 and 1820 in CSDP missions and the indicators approved by the EU Foreign Ministers in July 2010, which serve as a basis for evaluating the EU activities to implement resolution 1325.

It is crucial that the international political attention accompanying the anniversary of resolution 1325 is also retained in the future. It is equally significant that all parties – the states emerging from conflict as well as states contributing to peacekeeping and reconstruction efforts – continue to attach importance to its implementation.

Estonia has supported the consideration of the gender perspective in activities related to the peace and security of NATO and the EU, contributing to the work of the working groups on resolution 1325 in both organisations, and through its membership in the Group of Friends of UN Security Council Resolution 1325 in New York.

Estonia participates in the high-level discussions in these organisations on the implementation of the resolution. Estonia also continues to address this subject in contacts with other countries, particularly with partners emerging from conflict or countries actively implementing resolution 1325.

One of the prerequisites for the success of this effort is sufficient **awareness** in Estonia's institutions dealing with peace and security of the necessity to consider the gender perspective as well as regular exchange of information about the activities of Estonia and international organisations on 1325 between the various institutions. It is also supported by research and analysis to determine how Estonia's national resources and those of international organisations could be best utilised for the inclusion of the gender perspective in the maintenance of peace and security.

The situation of women and girls in a conflict is inextricably linked to **ensuring the rights and development of women in general**: limited civil, political, economic, social and cultural rights and opportunities for economic participation often put women in a disadvantaged situation in conflict. Estonia is a party to the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and supports its implementation.

Estonia's membership in the UN Commission on the Status of Women 2011–2015, Estonia's chairmanship of the Consultative Committee of the United Nations Development Fund for Women (UNIFEM) from 2007–2009 and the role of a co-facilitator in the creation of *UN Women*,<sup>3</sup> a UN entity for the promotion of the rights and development of women, in 2010 are some of the examples of Estonia's possibilities to contribute to the improvement of the situation of women in international intergovernmental forums.

Conflicts and post-conflict situations are also characterised by weakened rule of law and

<sup>3</sup> UN Entity for Gender Equality and the Empowerment of Women.

widespread **impunity** that strongly affect women who, in the event of violence, often have no possibility to protect their rights through legal system. Reducing impunity is therefore a vital part of efforts aimed at combating violence against women. As a founding member of the International Criminal Court, Estonia is party to

the Rome Statute according to which the court's jurisdiction includes crimes against humanity and war crimes, which also include grave forms of sexual violence. Estonia provides financial support to the activities of the International Criminal Court (ICC) as well as to other international criminal tribunals (ICTR, ICTY).

## Activities within the framework of the plan

### A. At the level of international organisations:

Supporting and monitoring the implementation of international human rights norms and conventions relevant to the rights of women, including the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in the UN, EU, OSCE and Council of Europe.	MFA, MSA <sup>4</sup>
Supporting the inclusion of the gender perspective in the general activities of international organisations (UN, NATO, EU, OSCE) and the strengthening of its monitoring, including through the definition of relevant indicators and support for the activities to implement resolution 1325 by UN Women.	MFA, MD
Contributing actively to the implementation of resolution 1325 in the UN, NATO, the EU and OSCE, including through participation in working groups related to women, peace and security, in the development of corresponding operational documents and directives and in decision-making processes at the higher political level.	MFA, MD, DF
Supporting the inclusion of the gender perspective in the mandate, implementation and evaluation of the military and civil missions of the UN, NATO, the EU and OSCE.	MFA, MD
Including issues relating to the situation of women and women, peace and security in the agenda of the appropriate bilateral meetings with donor countries as well as with states emerging from conflict.	MFA
Cooperation and exchange of information at the expert level with states implementing or in the process of compiling the national action plan on resolution 1325.	MFA

### B. At the national level:

Increasing the exchange of information on women, peace and security and implementation of resolution 1325, and enhancing coordination of Estonia's international activities related to resolution 1325.	MFA, MD+DF, MI + agencies, MJ, MER
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<sup>4</sup> Abbreviations used: MFA – Ministry of Foreign Affairs; MD – Ministry of Defence; DF – Defence Forces; MI – Ministry of the Interior; MJ – Ministry of Justice; MER – Ministry of Education and Research; MSA – Ministry of Social Affairs.

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Increasing awareness among the relevant state authorities and Estonia's embassies and missions of the objectives of resolution 1325 and Estonia's activities in this field; active participation of Estonia's representations abroad in mediating the information and experience regarding the issue of women, peace and security.

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MFA, MD+DF,  
MI + agencies, MJ, MER

Promoting research on the role of women in peace and security.

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MFA, MD, academic  
educational institutions

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## **2. Bilateral and multilateral development cooperation, and humanitarian assistance to improve the conditions of women in post-conflict situations**

Uncertain security situations in conflicts and post-conflict areas affect the financial status of women, girls and family members under their care, as well as women's access to health services and education. This, in turn, has a long-term effect on the further development of countries and the sustainability of peace processes.

Conflicts influence the access of women and girls to **health services**. Hospitals are often damaged in conflict or access to hospitals is limited or rendered impossible due to unstable security situations. This affects directly women in need of reproductive health services and newborns as well as those needing medical assistance due to sexual and gender-based violence.

The destruction of schools in conflict, attacks against schools, teachers or students and the overall poor security situation decrease further in many cases already limited opportunities of women and girls to obtain **education** and their possibilities to participate in the economic and social life in the long-term perspective.

The international experience indicates that women and women's organisations are more likely to be left out of formal **negotiations and policymaking** in post-conflict peace-building, even if they have played a mediating role in the preceding peace process. Pursuant to the overview compiled by the United Nations Development Fund for Women (UNIFEM) in 2009, women represent only 2.4 percent of the signatories of the peace accords signed within the framework of the 21 largest peace processes since 1992. The gender perspective is also frequently ignored in

the drafting of constitutions and legislation, as well as in the reform of judicial and electoral systems in post-conflict situations.

Women also suffer **humanitarian crises** – in the case of a worsening security situation, violence, including sexual violence, against women will increase.

Estonia has made the improvement of the situation of women a priority of its development cooperation. Ensuring human rights and gender equality is an underlying principle of the **Development Plan for Estonia's Development Cooperation and Humanitarian Aid 2006–2010**<sup>5</sup>. The objectives of the plan include the improvement of the situation of women and children living in poverty, contribution to peace and stability in developing countries, including through the participation of Estonian experts in international crisis prevention or resolution missions, and the promotion of human rights.

Estonia contributes to the promotion of human rights, including the rights and situation of women and girls through regular voluntary contributions made within the framework of Estonia's **multilateral development cooperation** to the UN Office of the High Commissioner for Human Rights (OHCHR), United Nations Children's Fund (UNICEF), United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), United Nations Development Fund for Women (UNIFEM)<sup>6</sup> and United Nations Girls Education Initiative (UNGEI).

As a part of its **humanitarian cooperation** Estonia has supported the United Nations Office

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<sup>5</sup> <http://www.vm.ee/?q=en/taxonomy/term/55>

<sup>6</sup> From July 2010 a part of the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) gender agency.



for the Coordination of Humanitarian Affairs (OCHA), United Nations Disaster Assessment and Coordination (UNDAC) team, International Committee of the Red Cross (ICRC) and United Nations High Commissioner for Refugees (UNHCR), which are also engaged in the improvement of the situation of women and girls in humanitarian crises. These regular contributions are supplemented by assistance in specific country emergencies.

Within the framework of **bilateral development cooperation** Estonia has, for instance, supported the improvement of the situation of women in Georgia by providing support for increasing the administrative capacity for the prevention of domestic violence and victim assistance, and in Afghanistan by supporting projects on health-related adult training, the reconstruction

of the health care system and health care workers' vocational training.

The improvement of the situation of women and girls will continue to be a priority for Estonia's development cooperation and humanitarian assistance in the future. This includes opportunities for women to obtain education and health care in developing countries as well as in countries emerging from conflict. It is equally important to support the countries' administrative and legislative capacity and the reconstruction of judicial systems. Estonia's capacity to provide assistance in this area is also dependent on the interest and active role of civil society organisations dealing with the situation of women in the implementation of Estonia's development cooperation projects.

## Activities within the framework of the plan

<b>A. At the level of international organisations:</b>	
Supporting the inclusion of the gender perspective in development cooperation and humanitarian assistance.	MFA
Voluntary contributions made within the framework of multilateral development cooperation and humanitarian assistance to organisations actively engaged in the promotion of the rights and situation of women and girls, incl. the UNDP, UNFPA, UN Women, UNICEF, UNHCR, OCHA and ICRC.	MFA
<b>B. At the national level:</b>	
Considering the gender impact of the development of cooperation projects and taking into account the needs of women in their planning and implementation.	MFA in cooperation with civil society organisations
Supporting the promotion of the situation and rights of women and girls within the framework of bilateral development cooperation, with special attention paid to women's access to education and health care, including reproductive health information and services, and to the elimination of violence against women.	MFA in cooperation with civil society organisations
Paying special attention to the needs of women and girls as well as violence against women and girls in humanitarian assistance projects.	MFA in cooperation with civil society organisations
Supporting the rebuilding of judicial systems in order to ensure the rule of law and the protection of human rights, including the human rights of women, including through the provision of training to officials (including judges, prosecutors, civil servants and police).	MFA, MD, MI, MSA, MER, MJ + agencies in cooperation with civil society organisations
Supporting the participation of women and women's organisations in policymaking and in peace and security processes.	MFA in cooperation with civil society organisations
Consolidating information about the Estonian civil society organisations and experts active in the field of women, peace and security and supporting the development of their skills and expertise.	MFA in cooperation with civil society organisations



The playground built within the framework of Estonia's development cooperation in an IDP settlement in Georgia. Photo: Estonian Ministry of Foreign Affairs

### **3. Increasing the number of experts on gender issues and the provision of training for them, as well as increasing general awareness of women, peace and security in institutions dealing with peace and security**

Security Council Resolution 1325 was the first text to address the gender perspective in conflict resolution and the role of groups not directly involved in, but still affected by armed conflicts and was therefore a groundbreaking step in the Council's deliberations regarding peace and security. For this reason, the implementation of the resolution has often been impeded by the insufficient awareness of its objectives and limited experience in incorporating the gender perspective in crisis management still present in institutions dealing with peace and security.

However, international experience has demonstrated that the inclusion of women in contacts with the local population and the incorporation of the gender perspective support the efficiency of conflict resolution and sustainable peace.

The implementation of the Security Council resolution in peace and crisis operations is dependent on the increase in the awareness and interest of all parties involved, including the level of policymakers and mission leaders. However, it also entails the incorporation of experts with in-depth skills and specific tasks in operations, if necessary. In addition to the planning and evaluation carried out at the central level, NATO as well as the EU have set the objective to include gender experts in their military and civil missions: gender advisors have already started work in ISAF headquarters in Kabul and they have been sent, with one exception, to all EU missions.

However, states and international organisations have acknowledged the need to continue work

in both areas by training participants in international missions and staff involved in security planning on gender issues and the rights of women, including relevant provisions to codes of conduct and by including gender experts in missions.

Estonia supports the aforementioned activities within the framework of the UN, EU and NATO, but also continues its efforts to increase its own capacity as an international contributor. This is further supported by addressing gender issues in training officials dealing with peace and security as well in the general and pre-deployment training of the Defence Forces, rescue and police service.

The long-term ability to provide experts for international missions is also enhanced by an overview of Estonian experts available whose

skills could be helpful in the consideration of the role and situation of women in international civil and military missions, development cooperation and humanitarian assistance. Systematic training to update their knowledge and skills is also a prerequisite for ensuring a sufficient base of experts.

International organisations, a number of states and civil society organisations organise training courses in the field of women, peace and security. An overview of courses supplementing the training provided in Estonia allows to enhance the training programmes for Estonian participants of international missions and experts. At the same time, ensuring the training capacity provision of the training opportunities in Estonia would render the training courses provided in Estonia sustainable and efficient.

## Activities within the framework of the plan

### A. At the level of international organisations:

Supporting the inclusion of experts with knowledge on gender issues in international military and civil missions.	MFA, MD+DF, MI + agencies
Supporting the promotion of awareness on gender issues in the operations of the EU and NATO, including at the senior level.	MD
Supporting the creation of rosters of gender experts in international organisations.	MFA

### B. At the national level:

Increasing awareness of international norms, including humanitarian law, human rights law and gender equality, and ensuring compliance therewith in international missions among institutions and experts dealing with peace and security, including by increasing awareness at the senior level and in governmental departments dealing with the daily coordination of international missions and operations.	MFA, MD+DF, MI + agencies, MSA
Addressing gender issues in the general training for officers and non-commissioned officers, including human rights, gender equality, humanitarian law, violence against women and human trafficking issues in pre-deployment training, and developing corresponding electronic and/or printed study materials.	MD+DF, MI + agencies, MSA
Including the gender perspective in the pre-deployment training addressing the cultural context of the conflict area.	MD+DF, MI + agencies
Compiling information materials on women, peace and security and disseminating them for use in national defence and social studies classes in secondary schools.	MD, MFA, MER in cooperation with civil society organisations

Increasing awareness of gender issues and the role of women in peace and security among Estonian civilian representatives in the conflict or post-conflict areas through training preceding their rotation.	MFA
Compiling information about Estonia's civilian experts with knowledge on gender issues who could be deployed in international missions and conveying the relevant information to the rosters established by international organisations.	MFA, MI
Establishing a roster of experts with knowledge on the inclusion of the gender perspective in peace and security and improving the capacity of the experts through training provided in Estonia and foreign abroad; if possible, organising seminars on women, peace and security for experts and personnel involved in international missions.	MFA, MI
Considering deploying a member of the Defence Forces or a civilian qualified to address issues related to gender equality and women to a mission area within the framework of the Estonian contingent/mission, in case the framework nation of the Estonian contingent has not deployed a person with the relevant qualifications. The objective is to ensure the equal treatment of female mission participants as well as to better understand and assist in solving the problems of women in the mission area and to be able to pay special attention to their involvement in peace-building.	MD, MFA
Establishing national training capacity in the area of women, peace and security, also by involving the existing experts on gender issues.	MFA, MSA, MI
Compliance with the codes of conduct established by international missions by persons participating in Estonian international missions and monitoring this compliance at the level of the mission command.	MD, MI, DF
Collecting and exchanging information at the national level about training courses dealing with gender issues and increasing senior and expert level participation in the courses.	MFA, MD, MI, MSA, civil society organisations
Identifying and creating contacts with international and Estonian educational institutions and civil society organisations involved in security and development issues, which provide training and analyses related to resolution 1325 and engage in cooperation in conflict areas.	MFA, MD, Academy of Security Sciences





Since 2009, the NGO Mondo has provided aid and training to widows in the village of Kongo in Northern Ghana. Photo: NGO Mondo

#### **4. Expansion of women's opportunities to participate in international military and civil operations and increasing the representation of women in international positions related to the maintenance of peace and security**

In accordance with resolution 1325 several international organisations and Member States have set the objective to increase the share of women in international civil and military missions and highlighted the importance of the representation of women at senior level posts related to peace and security.

The involvement of women helps to fulfil the tasks set out in the mandate of operations more effectively and increases the efficiency of missions – women often have an advantage in fulfilling certain tasks of the mission, for instance, in relating to and exchanging information with the local women, assessing their needs or providing training for female police officers. The inclusion of women in peace operations enables to communicate better with women in need of assistance due to gender-based and sexual

violence. For these considerations, countries have also set up units consisting only of women within the framework of the operations of the UN and ISAF.

On the basis of resolution 1325, the UN has established the objective to increase the share of women in positions related to peace and security and in UN peacekeeping missions. In the first half of 2010 women constituted 30 percent of the civilian experts in the UN peace operations, while women headed two missions as the Special Representatives of the UN Secretary-General. Women formed 7 percent of the police officers and 2 percent of the military personnel involved in the operations.

The member states have analysed the reasons for the insufficient participation of women in the



operations and aimed at increasing the number of women by adjusting the recruitment procedures and personnel policy applied to members of the Defence Forces or police officers and the participants in international missions.

1,087 women served in the Defence Forces of Estonia in March 2010. 344 of them were regular members of the Defence Forces, constituting 13 percent of the total number of regular members of the Defence Forces. A total of 77 female officers, 237 non-commissioned officers and 30 regular soldiers served in the Defence Forces. 743 women worked in the Defence Forces as state officials or under an employment contract. Women formed 28 percent of the total personnel of the Defence Forces in spring 2010. 5 women were participating in international

operations as of March 2010. As of April 2010, a total of 12 persons, one of whom was a woman, from the agencies in the area of responsibility of the Ministry of the Interior were participating in international civil missions.

The participation of women in international missions is related to the representation of women in positions of the Defence Forces, rescue and police service. Thus the potential participation of women in international military and civil missions depends on their interest in working in these fields. Amendments to the Defence Forces Service Act, which, *inter alia*, also address the opportunity of women to serve in the Defence Forces have been under consideration in 2010.

## Activities within the framework of the plan

### A. At the level of international organisations:

Supporting the increase in the share of women in international positions related to conflict resolution and reconstruction, including as Special Representatives of the UN and EU, heads of mission and resident coordinators.

MFA

Contributing to international discussions for the inclusion of the gender perspective in the recruitment mechanisms and conditions of service of international military and civil missions.

MFA, MD, MI

### B. At the national level:

Ensuring gender equality in domestic competitions for posts related to peace and security in Estonia as well as in international organisations.

MFA, MD, MI

Consolidating information about suitable female candidates and facilitating the presentation of their candidatures for posts related to peace and security, where women are underrepresented.

MFA, MD, MI

Identifying factors affecting the participation of women in international missions, the Defence Forces and rescue and police service.

MD+DF, MI + agencies

Analysis of measures that would enable increasing the participation of women in the Defence Forces as well as in international missions.

MD+DF, MI + agencies

Organising awareness raising and recruitment campaigns targeted at women to identify participants for international missions.

MD+DF; MI + agencies

Organising targeted training courses for women in the Defence Forces, police and rescue service to increase their interest and skills to participate in international missions.

MD+DF; MI + agencies

## 6. Implementation of the Action Plan, Reporting and Monitoring

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The implementation of the action plan is placed in the responsibility of the institutions specified in the plan. In order to effectively link the plan to Estonia's overall efforts in the field of security, development and gender equality, the parties shall include its objectives and activities in their own respective development plans and other planning documents.

The implementation of the action plan is monitored and evaluated by an interdepartmental working group consisting of the parties involved in the implementation of the plan, which meets at least once a year. The action plan has been compiled for years 2010–2014 and the departments implementing it shall submit a report of their activities once a year within two months after the end of the reporting year (i.e. calendar year). The Ministry of Foreign Affairs shall consolidate the reports in a single annual report. A final report will be prepared after the fourth year of the plan.

The working group that compiled the action plan will meet in order to evaluate its activi-

ties after the submission of the consolidated report, but not earlier than three weeks after forwarding the report to the members of the working group in order to enable the circulation and analysis of the report. The working group shall approve the report with conclusions and recommendations. The working group shall revise the plan and its objectives on the basis of changes in the international context, including in the activities of the EU, NATO and the UN in implementing resolution 1325, Estonia's foreign policy objectives and other circumstances.

The plan and the reports on its implementation shall be sent to the Government of the Republic for information. The parties shall also include the information about the plan in the presentations related to the plan's activities submitted to the committees of the Riigikogu (Parliament).

The activities of the plan shall be carried out by using the available budget funds.

## 7. Communication Related to the Plan

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Communication is a substantial part of the implementation of the action plan, taking into account the relatively short history of the deliberations on women, peace and security at the international level as well as in Estonia and the primary objective of the action plan to increase general awareness of the principles of resolution 1325.

The authorities specified in the plan shall continue to provide information related to resolution 1325 and the action plan within their organisations by, *inter alia*, making the documents available within the organisation and providing

information on the plan in specialised publications and in their relations with partners and the public. Civil society organisations will have a key role in its communication.

The provision of information about the plan at the international level increases the opportunities for cooperation with other states as well as international organisations implementing resolution 1325. The plan will be made accessible on the homepage of the Ministry of Foreign Affairs in addition to the introduction of the plan using other means of digital media.

# APPENDIX: Activities and indicators of the action plan

## 1. Political and diplomatic activities in international organisations

### Priorities and activities of the action plan   Executors   Indicators

#### A. At the level of international organisations:

Supporting and monitoring the implementation of international human rights norms and conventions relevant to the rights of women, including the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in the UN, EU, OSCE and Council of Europe.	MFA, MSA	▪ Instances where the subject of women, peace and security is addressed in international contacts (bilateral meetings, statements in international organisations, participation in working groups in resolution 1325).
Supporting the inclusion of the gender perspective in the general activities of international organisations (UN, NATO, EU, OSCE) and the strengthening of its monitoring, including through the definition of relevant indicators and support for the activities to implement resolution 1325 by UN Women.	MFA, MD	
Contributing actively to the implementation of resolution 1325 in the UN, NATO, the EU and OSCE, including through participation in working groups related to women, peace and security, in the development of corresponding operational documents and directives and in decision-making processes at the higher political level.	MFA, MD, DF	
Supporting the inclusion of the gender perspective in the mandate, implementation and evaluation of the military and civil missions of the UN, NATO, the EU and OSCE.	MFA, MD	
Including issues relating to the situation of women and women, peace and security in the agenda of the appropriate bilateral meetings with donor countries as well as with states emerging from conflict.	MFA	
Cooperation and exchange of information at the expert level with states implementing or in the process of compiling the national action plan on resolution 1325.	MFA	

## B. At the national level:

Increasing the exchange of information on women, peace and security and implementation of resolution 1325, and enhancing coordination of Estonia's international activities related to resolution 1325.	MFA, MD+DF, MI + agencies, MJ, MER	▪ Communication and information exchange regarding resolution 1325 among relevant state authorities, including Estonian diplomats (including mailing lists, addressing the subject in information seminars, courses for rotating diplomats, ambassadors' seminars).
Increasing awareness among the relevant state authorities and Estonia's embassies and missions of the objectives of resolution 1325 and Estonia's activities in this field; active participation of Estonia's representations abroad in mediating the information and experience regarding the issue of women, peace and security.	MFA, MD+DF, MI + agencies, MJ, MER	
Promoting research on the role of women in peace and security.	MFA, MD, academic educational institutions	

## 2. Bilateral and multilateral development cooperation, and humanitarian assistance to improve the conditions of women in post-conflict situations

### Priorities and activities of the action plan Executors Indicators

#### A. At the level of international organisations:

Supporting the inclusion of the gender perspective in development cooperation and humanitarian assistance.	MFA	▪ Contributions to multilateral programmes and funds engaged in the improvement of the situation of women and girls and the promotion of their rights.
Voluntary contributions made within the framework of multilateral development cooperation and humanitarian assistance to organisations actively engaged in the promotion of the rights and situation of women and girls, incl. the UNDP, UNFPA, UN Women, UNICEF, UNHCR, OCHA and ICRC.	MFA	

#### B. At the national level:

Considering the gender impact of the development of cooperation projects and taking into account the needs of women in their planning and implementation.	MFA in cooperation with civil society organisations	▪ The share of development cooperation projects that take into account the needs of women and girls and have an impact on their situation in Estonia's development cooperation activities.
Supporting the promotion of the situation and rights of women and girls within the framework of bilateral development cooperation, with special attention paid to women's access to education and health care, including reproductive health information and services, and to the elimination of violence against women.	MFA in cooperation with civil society organisations	

Paying special attention to the needs of women and girls as well as violence against women and girls in humanitarian assistance projects.	MFA in cooperation with civil society organisations
Supporting the rebuilding of judicial systems in order to ensure the rule of law and the protection of human rights, including the human rights of women, including through the provision of training to officials (including judges, prosecutors, civil servants and police).	MFA, MD, MI, MSA, MER, MJ + agencies in cooperation with civil society organisations
Supporting the participation of women and women's organisations in policymaking and in peace and security processes.	MFA in cooperation with civil society organisations
Consolidating information about the Estonian civil society organisations and experts active in the field of women, peace and security and supporting the development of their skills and expertise.	MFA in cooperation with civil society organisations

### 3. Increasing the number of experts on gender issues and the provision of training for them, as well as increasing general awareness of women, peace and security in institutions dealing with peace and security

#### Priorities and activities of the action plan Executors Indicators

##### A. At the level of international organisations:

Supporting the inclusion of experts with knowledge on gender issues in international military and civil missions.	MFA, MD+DF, MI + agencies
Supporting the promotion of awareness on gender issues in the operations of the EU and NATO, including at the senior level.	MD
Supporting the creation of rosters of gender experts in international organisations.	MFA

##### B. At the national level:

Increasing awareness of international norms, including humanitarian law, human rights law and gender equality, and ensuring compliance therewith in international missions among institutions and experts dealing with peace and security, including by increasing awareness at the senior level and in governmental departments dealing with the daily coordination of international missions and operations.	MFA, MD+DF, MI + agencies, MSA	<ul style="list-style-type: none"> <li>Number of experts with knowledge on gender issues in institutions related to peace and security, including in international missions.</li> </ul>
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Addressing gender issues in the general training for officers and non-commissioned officers, including human rights, gender equality, humanitarian law, violence against women and human trafficking issues in pre-deployment training, and developing corresponding electronic and/or printed study materials.	MD+DF, MI + agencies, MSA	<ul style="list-style-type: none"> <li>Volume of training courses or classes dealing with human rights, humanitarian law, the gender perspective, violence against women or human trafficking for persons dealing with peace and security, including members of the Defence Forces and officials of police and rescue service, and the number of participants therein.</li> </ul>
Including the gender perspective in the pre-deployment training addressing the cultural context of the conflict area.	MD+DF, MI + agencies	
Compiling information materials on women, peace and security and disseminating them for use in national defence and social studies classes in secondary schools.	MD, MFA, MER in cooperation with civil society organisations	
Increasing awareness of gender issues and the role of women in peace and security among Estonian civilian representatives in the conflict or post-conflict areas through training preceding their rotation.	MFA	
Compiling information about Estonia's civilian experts with knowledge on gender issues who could be deployed in international missions and conveying the relevant information to the rosters established by international organisations.	MFA, MI	
Establishing a roster of experts with knowledge on the inclusion of the gender perspective in peace and security and improving the capacity of the experts through training provided in Estonia and foreign abroad; if possible, organising seminars on women, peace and security for experts and personnel involved in international missions.	MFA, MI	
Considering deploying a member of the Defence Forces or a civilian qualified to address issues related to gender equality and women to a mission area within the framework of the Estonian contingent/mission, in case the framework nation of the Estonian contingent has not deployed a person with the relevant qualifications. The objective is to ensure the equal treatment of female mission participants as well as to better understand and assist in solving the problems of women in the mission area and to be able to pay special attention to their involvement in peace-building.	MD, MFA	
Establishing national training capacity in the area of women, peace and security, also by involving the existing experts on gender issues.	MFA, MSA, MI	
Compliance with the codes of conduct established by international missions by persons participating in Estonian international missions and monitoring this compliance at the level of the mission command.	MD, MI, DF	
Collecting and exchanging information at the national level about training courses dealing with gender issues and increasing senior and expert level participation in the courses.	MFA, MD, MI, MSA, civil society organisa- tions	

Identifying and creating contacts with international and Estonian educational institutions and civil society organisations involved in security and development issues, which provide training and analyses related to resolution 1325 and engage in cooperation in conflict areas.

MFA, MD, Academy of Security Sciences

## 4. Expansion of women's opportunities to participate in international military and civil operations and increasing the representation of women in international positions related to the maintenance of peace and security

**Priorities and activities of the action plan**   **Executors**   **Indicators**

### A. At the level of international organisations:

Supporting the increase in the share of women in international positions related to conflict resolution and reconstruction, including as Special Representatives of the UN and EU, heads of mission and resident coordinators.

MFA

Contributing to international discussions for the inclusion of the gender perspective in the recruitment mechanisms and conditions of service of international military and civil missions.

MFA, MD, MI

### B. At the national level:

Ensuring gender equality in domestic competitions for posts related to peace and security in Estonia as well as in international organisations.

MFA, MD, MI

▪ Share of women in the Defence Forces (including among regular members of the Defence Forces), police and rescue service and among the participants in Estonia's international military and civil missions.

Consolidating information about suitable female candidates and facilitating the presentation of their candidatures for posts related to peace and security, where women are underrepresented.

MFA, MD, MI

Identifying factors affecting the participation of women in international missions, the Defence Forces and rescue and police service.

MD+DF,  
MI + agencies

Analysis of measures that would enable increasing the participation of women in the Defence Forces as well as in international missions.

MD+DF,  
MI + agencies

Organising awareness raising and recruitment campaigns targeted at women to identify participants for international missions.

MD+DF;  
MI + agencies

Organising targeted training courses for women in the Defence Forces, police and rescue service to increase their interest and skills to participate in international missions.

MD+DF;  
MI + agencies