



UN Security Council Resolution 1325 (2000)  
“WOMEN, PEACE AND SECURITY”

**FINLAND'S NATIONAL  
ACTION PLAN  
2012–2016**



MINISTRY FOR FOREIGN  
AFFAIRS OF FINLAND



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“WOMEN, PEACE AND SECURITY”

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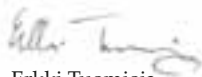
## Foreword

Finland issued its first National Action Plan for the implementation of UN Security Council Resolution 1325 on Women, Peace and Security in 2008. The Action Plan has been an important instrument in efforts to increase interest in the status of women and in women's participation in issues related to peace and security, both nationally and internationally. In order to intensify the implementation of the Resolution, Finland has prepared a new results-oriented Action Plan for the period 2012–2016.

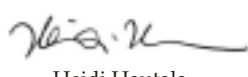
Representatives from other ministries, non-governmental organisations and research institutes have participated in the drafting of the Action Plan and they will also monitor its implementation in the same way as the first Action Plan. This Action Plan covers the period 2012–2016, after which it will be updated.

Each responsible party mentioned in the Action Plan will implement the objectives of the Action Plan and report on them as agreed. In accordance with international practice, Finland utilises the global indicators for Women, Peace and Security, developed by the UN, in the evaluation of the implementation of Resolution 1325.

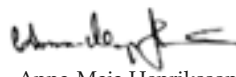
Providing equal opportunities for women and men to participate in the planning and implementation of decisions creates better conditions for sustainable peace. Through the implementation of Resolution 1325, Finland wants to contribute to the stability and development of the whole society.



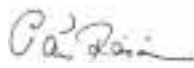
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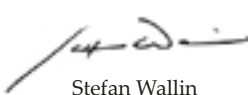
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*Sam Karvonen*





## International Development

UN Security Council Resolution 1325 (2000) on Women, Peace and Security was adopted on 31 October 2000. In compliance with the principles and objectives enshrined in the UN Charter, the main objectives of the Resolution are to enhance women's role and decision-making capacities with regard to conflict prevention, resolution and peacebuilding, and to significantly improve the realisation and protection of the human rights and security of women and girls and factors that directly influence them.

Resolution 1325 is an important link in the chain of international instruments strengthening the status and rights of women, the first of which is the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) of 1979. Gender equality and the improvement of the status of women is one of the UN Millennium Development Goals, as well as one of the main objectives of the Beijing Declaration and Platform for Action and the Programme of Action of the Cairo Conference on Population and Development.

Since the year 2000, UN Member States have actively promoted Resolution 1325, both politically and in their own efforts to prevent and resolve conflicts. National Action Plans have been important instruments for many countries. When Finland launched its own programme in 2008, only a few other national 1325 Action Plans existed worldwide. Now, in 2012, there are 35 Action Plans and the number is growing.

Considerable development has taken place in the UN in recent years. The Security Council has adopted four new resolutions and several Presidential Statements in the framework of Women, Peace and Security, strengthening the implementation of the original Resolution 1325. Resolution 1820 adopted in 2008 focused on sexual violence in conflicts, and Resolution 1888 adopted the following year complemented it. By virtue of Resolution 1888, the Security Council established the post of Special Representative of the UN Secretary-General on Sexual Violence in Conflict to lead the work against sexual violence in conflicts and a team of experts on the rule of law to support this work. Resolution 1889 (2009) emphasises women's participation in political and economic decision-making and in peacebuilding, and requests the Secretary-General to develop global indicators for Women, Peace and Security. Resolution 1960 (2010) includes a monitoring, analysis and reporting mechanism on conflict-related sexual violence, and makes possible the use of sanctions against those who perpetrate systematic sexual violence. In this Action Plan, references to Resolution 1325 apply to the whole group of resolutions on Women, Peace and Security.

Along with resolutions, implementation and its monitoring have also been developed. UN activities are guided by a system-wide 1325 strategy and a seven-point action plan of the Secretary-General on women's participation in peacebuilding. In October 2010, the UN Security Council addressed the global 1325 indicators and requested the UN system and Member States to report on the basis of these indicators in the future. The UN Entity for Gender Equality and the Empowerment of Women (UN Women), which was established in 2010, has an important role in the development of UN system-wide coherence. In July 2010, the EU Foreign Affairs Council adopted EU indicators for the monitoring of the implementation of Resolutions 1325 and 1820. A growing number of countries and organisations have in their new Action Plans applied indicators for the monitoring of the implementation.

Even though international activity to promote Resolution 1325 has increased, practical implementation of the objectives remains a topical challenge. While international attention and the new instruments focus particularly on sexual violence in conflicts, issues of protection and impunity, the objectives regarding women's participation in conflict prevention and peace processes, official peace negotiations and high-level decision-making fora have not been reached. The UN estimates that women's share in the peace negotiations of recent years has been less than eight per cent of the negotiators and less than three per cent of the peace accord signatories.

# INTRODUCTION

## Objectives and Principles of the Action Plan

The Government Programme 2011 states that “Finland also emphasises the participation of women in crisis management and peacebuilding. It strives to promote the status of women and girls in armed conflicts, in accordance with UN Security Council Resolution 1325”.

Finland has a visible role within the UN and among its Member States as a pioneer and expert of gender equality issues, and enjoys growing demand as a cooperation partner. This Action Plan endeavours to strengthen Finland’s expertise and status in 1325 related issues for the period 2012 to 2016. The objective is to help Finland bring specific added value in issues related to Women, Peace and Security, and thus also carry its own share of global responsibility.

Finland promotes the international normative and political framework for the implementation of Resolution 1325. Attention is attached to Prevention, Participation and Protection.

To be a credible actor, Finland must implement the principles of Resolution 1325 in its own work and be prepared to support others. National implementation creates a reliable basis for Finland’s international efforts. The 1325 work is guided by the principles of a human rights -based approach, consistency, openness and good governance.

## Finnish Starting Points

Finland's gender equality work and the implementation of Resolution 1325 are based on the Act on Equality between Women and Men and the Non-Discrimination Act as well as the Government's Gender Equality Programme and the National Action Plan on Fundamental and Human Rights. In accordance with the Beijing Platform for Action, Finland applies a double strategy for gender equality, which means that Finland promotes gender equality, on the one hand, by mainstreaming, that is by integrating the gender perspective into all activities, and, on the other hand, by special measures aimed at the gender in the weaker position. Finland promotes and strengthens the use of this double strategy for gender equality in all international organisations and EU activities.

Resolution 1325 links gender equality to the security of societies. Former UN Secretary-General Kofi Annan has said that development does not happen without security and security does not increase without development – and neither can be reached without respect for human rights.

The guiding principle for Finnish foreign and security policy is a comprehensive concept of security. In an interdependent world, many security challenges and threats extend across borders and have wide-ranging consequences. Their management requires not only the traditional security policy instruments and military defence but also other measures. Comprehensive security is created through cooperation between development cooperation, humanitarian aid, diplomacy and military and civilian crisis management, with due regard to the independence and impartiality of humanitarian aid. Development cooperation funds are allocated observing the criteria and definitions of the OECD Development Assistance Committee.

The Development Policy Programme (2012) emphasises a human rights -based approach and consistency between all policy sectors in the promotion of human rights. In accordance with the human rights -based approach of the UN Universal Declaration of Human Rights, all human beings are born free and equal in dignity and rights. A value-based policy promotes important human rights principles, such as universality, everyone's right to decide on his or her life choices, non-discrimination and gender equality. A human rights -based approach comprises both civil and political rights and freedoms and economic, social and cultural rights. Finland emphasises the rights of women, children and ethnic, linguistic and religious minorities and indigenous peoples, persons with disabilities, persons living with HIV/AIDS as well as the rights of persons belonging to sexual and gender minorities. Finland is committed to the fight against trafficking in human beings and child labour.

In accordance with the Development Policy Programme, gender equality, reduction of inequality and climate sustainability are cross-cutting objectives, which are also applied to the 1325 work by mainstreaming, targeted actions and by exerting political influence in bilateral, multilateral and EU cooperation and communications.

## Means of Implementation of the Action Plan

The objectives of the Action Plan are promoted at the national level and in bilateral cooperation as well as in multilateral international organisations and within the EU. They are also promoted in regional and local crisis and conflict areas as well as in countries undergoing democratic transition. The objectives are pursued through diplomacy, crisis management, development cooperation and humanitarian aid as well as through other technical assistance and training.

Diverse partnerships are typical strengths of Finland: international cooperation is carried out for example in the form of twinning projects; civil society actors are active; and Nordic cooperation builds on a long common cultural and historical background. Examples of such partnerships include ongoing so-called twinning partnerships on 1325 issues with Kenya and Afghanistan and bilateral cooperation between Finland and the United States (Finland's United States Action Plan, published in December 2011).

Different administrative branches participate broadly in the implementation. Also non-governmental organisations and the research community participate in the follow-up of the Action Plan. Each objective of the Action Plan has a designated responsible ministry or ministries, with the primary responsibility for the implementation of the Action Plan in accordance with the listed priorities and measures.

The structure of the Action Plan follows the outline of Finland's first 1325 Action Plan. The chosen objectives have been adapted from the resolutions on Women, Peace and Security, by simultaneously taking into account additional themes which are important for Finland and which may create preconditions for the strengthening of women's participation and rights in peace processes. These include, for instance, health, education as well as the environment and security.

The Action Plan stresses the development of monitoring and reporting on all levels. International attention for the implementation of Resolution 1325 has increased significantly. Different organisations have followed the UN's example regarding the elaboration of indicators for the monitoring of the implementation of the Resolution, which has led to more effective international monitoring. Member States are expected to provide more developed and regular national reporting than before. Finland needs its own 1325 indicators and more long-term research to ensure results and effectiveness. There is a separate chapter in the Action Plan on research and on informing about the activities and their results.

## Implementation of Finland's First Action Plan 2008–2011

The Finnish National 1325 Action Plan 2008–2011 was issued in September 2008. It was drafted in cross-sectoral cooperation with representatives from various ministries, non-governmental organisations and research institutes. The realisation of the Action Plan and the implementation of its objectives have been monitored by a Follow-up Group formed by representatives of ministries, research institutes and non-governmental organisations chaired by the Ministry for Foreign Affairs. Finland has been internationally acknowledged for the scope, openness and transparency of the successful implementation of the Resolution.

The Follow-up Group has convened regularly in 2008–2012. The debates of the meetings have been recorded in minutes, drafted in English since 2010 to enable the communication of the results of the debates directly also to international partners, when needed. At the beginning of 2011, an evaluation report on the implementation of the Action Plan was compiled and published on the Ministry's web site. The 1325 Network Finland, which is formed by different NGOs, produced its own independent report in the spring of 2011. Based on the reports, implementation can be deemed to have advanced in regard to several of the set objectives. By international comparison, Finland has progressed well, but the implementation of the nationally set ambitious targets lags behind.

During the period covered by the Action Plan, Finland's profile in 1325 issues improved significantly. President Tarja Halonen is a well-known promoter of the status of women and she has held several international positions of trust related to women. President Halonen and the Liberian President Ellen Johnson-Sirleaf co-chaired the High Level International Colloquium on Women's Empowerment, Leadership Development, International Peace and Security, held in Monrovia in 2009. The Women, Peace and Security recommendations of the Colloquium were promoted at a high level at the UN by the Presidents in September 2009. Since 2009, President Halonen has chaired the Council of Women World Leaders. Minister Elisabeth Rehn was a member of the High-Level Consultative Group appointed by the Secretary-General of the UN in the preparations for the 10th anniversary of Resolution 1325 in 2010.

In international cooperation, Finland has consistently attached attention to the incorporation of 1325 into joint statements and documents. For example, through EU coordination and Nordic cooperation, Finland has actively contributed to the inclusion of the 1325 perspective in issues addressed by the UN Security Council.

International partnerships have become the flagships of Finnish 1325 participation. In 2009, Finland initiated a so-called twinning partnership cooperation with Kenya to prepare 1325 National Action Plan for the country. Finland also provides economic support to the Kenyan Gender and Governance project, which endeavours to increase women's participation in political decision-making. Finland has supported the drafting and implementation of a regional 1325 Action Plan for Rwanda, Burundi and the Democratic Republic of Congo. In 2011, a 1325 twinning project was initiated also with Afghanistan. In Nepal, Finland supports the implementation of the recently completed National Action Plan.

Promotion of the status of women has been a cross-cutting theme in Finnish development cooperation. Finland has focused on gender-specific impacts of climate change as well as on the status and role of women in UN climate convention negotiations. Finland has provided economic support to enable women's participation in negotiations as representatives of their countries. The Ministry for Foreign Affairs has commissioned a study entitled Women, Peace and Security: Implementation

of UN Security Council Resolution 1325 in Finnish Development Policy, which provides recommendations and proposals for the implementation of the Resolution based on observations made in Kenya, Nepal and India. In accordance with the recommendations of the report, Finland will endeavour to further strengthen the concrete implementation of Resolution 1325 by integrating it as part of development cooperation and its objectives, for instance, in cooperation on natural resources or in dialogues with bilateral and multilateral partners.

Finland supported the establishment of UN's Entity for Gender Equality and the Empowerment of Women, UN Women, and allocated three million euro for its activities in 2011. The Trust Fund in Support of Actions to Eliminate Violence against Women, administered by UN Women, has been supported since its establishment. From the point of view of the Trust Fund, Finland's long-term support has formed a basis for its activities. Finland has also funded the UN programme Action against Sexual Violence in Conflict as well as the team of experts on the rule of law established to support the work of the Special Representative of the Secretary-General on Sexual Violence in Conflict. Finland has continued its activities against impunity and provided financial support to the Trust Fund for Victims of the International Criminal Court. Minister Elisabeth Rehn is Chair of the Board of Directors of the Trust Fund. On the national level, Finland has implemented an Action Plan to Reduce Violence against Women, adopted in 2010.

In the promotion of international mediation, Finland has devoted special attention to the role of women in peace processes. In June 2011, under the guidance of the Friends of Mediation group, which was led by Finland and Turkey, the UN General Assembly unanimously adopted a resolution on mediation, which stresses the importance of women's participation. In the Action Plan for Mediation, published by the Ministry for Foreign Affairs in 2011, women's participation in peace processes was a central theme.

Finland has made efforts for the implementation of Resolution 1325 in crisis management. The number of women in civilian crisis management has increased markedly from a level of less than 20 per cent to the current 40 per cent, the EU average being 16 per cent. In election monitoring, Finland has achieved gender equality. Finland has sent human rights and gender advisors to both civilian and military operations. A 1325 Steering Group to support the development of national resources of civilian crisis management has been established at the Crisis Management Centre Finland (CMC), which sorts under the Ministry of the Interior. The Defence Administration has drafted their own guidelines on the implementation of the Action Plan. 1325 issues are addressed in all crisis management training. In 2010, the Ministry for Foreign Affairs published a handbook Human Rights and Crisis Management for experts and troops participating in EU missions and operations.

Challenges have been encountered also in the implementation of the first Action Plan. Finland must be able to maintain its activity as consistently as possible. Earlier initiatives must be continued and new situations must be reacted to without delay. The long-term development and impacts of the activities supported by Finland must be monitored. Identified challenges also include the coordination between bilateral actions and Finnish efforts at the multilateral level as well as the coherence between the stated objectives and financial resources. Finland must also be able to report on its own actions to others. The need for the collection, evaluation and distribution of lessons learned has become apparent.



*Sam Karvonen*



## CONFLICT PREVENTION, PEACE NEGOTIATIONS AND PEACEBUILDING

Resolution 1325 stresses that women and girls should not only be seen as victims, but as active participants whose contribution in peace negotiations, peacebuilding and conflict prevention is a precondition for sustainable peace.

Women have not been heard sufficiently in decisions concerning the economic and power structures of post-conflict societies, land ownership or legislative issues. International research reports have, however, unquestionably shown that the promotion of women's rights and their active participation markedly contributes to the creation of a secure, equal and effectively functioning society.

The realisation of gender equality effectively promotes the achievement of both security and development goals. Gender equality is a human rights issue; strengthening the status of women promotes also economic development and well-being.

A challenge for the prevention and resolution of conflicts are fragile states and states undergoing post-conflict democratic transition. Worldwide, almost fifty states are classified as fragile. More than 1.5 billion people live in states that suffer from violent conflicts or constant political and criminal violence, causing immeasurable human suffering, distress and insecurity. Very often criminal violence also undermines the peace processes that put an end to the political violence. Weak institutions suffering from lack of legitimacy and authority are unable to produce the economic development that would support security, justice and employment. This can lead to crises also in countries that seem to be stable.

Providing support to individuals and communities promotes social stability, reconstruction and development. Strengthening and protecting women's rights as well as creating preconditions for women's political and economic participation also function as preventive action.

The destruction of the environment, issues related to land ownership and disputes regarding the use of natural resources may give rise to violent conflicts. Correspondingly, transparent and equitable management of natural resources increases political stability and plays an important role in conflict prevention and resolution.

## **OBJECTIVE 1:**

### **Finland will actively advocate the implementation of Resolution 1325 in conflict prevention, peace negotiations, peacebuilding and humanitarian aid**

#### *At the national level*

- Finland implements Resolution 1325 in conflict prevention and resolution. The resolution is taken into account as a cross-cutting objective in the strategies and programmes related to conflict prevention and resolution of the Ministry for Foreign Affairs and other authorities.

*The key parties responsible for these issues: Ministry for Foreign Affairs, Ministry of Defence, Ministry of the Interior, Ministry of Justice, Ministry of Social Affairs and Health, Ministry of Education and Culture*

#### *At international and local levels*

- Finland stresses the active implementation of Resolution 1325 in the actions of international organisations and participates actively in the promotion of gender equality, inter alia, in their working groups, governing boards and evaluation and research activities. In addition to the UN and its specialised agencies and the EU, organisations that are important for the objectives are the OSCE, the Council of Europe, NATO, the World Bank and OECD.
- Finland endeavours to mainstream Resolution 1325 as part of the country specific work of the Security Council, taking into account Finland's possible 2-year membership of the Security Council. Finland stresses the need for internal coherence and systematic action within the UN system as well as the effective use of indicators. Finland supports the work of the UN Entity for Gender Equality and the Empowerment of Women, UN Women, and its role in the implementation and coordination of the system-wide 1325 Action Plan of the UN.
- Finland stresses the implementation of Resolution 1325 in the Common Foreign and Security Policy as well as in the Development Policy of the EU. Finland supports the comprehensive approach of 2008 by the EU towards the implementation of Resolutions 1325 and 1820 and the consistent utilisation of and reporting on the indicators created to this end in 2010, as well as the EU Plan of Action on Gender Equality and Women's Empowerment in Development (2010). Finland participates actively in the negotiations regarding EU's instruments for external action and in programme planning for the Multiannual Financial Framework for the period 2014–2020 to ensure that adequate funding is reserved for the implementation of Resolution 1325 and that the status and rights of women will be taken into account in all external programmes funded by the EU. Finland stresses allocations of resources for gender issues in the European External Action Service and in the Commission (especially EuropeAid, the Directorate-General for Development and Cooperation).

- Finland promotes the nomination of women as Special Representatives of the UN, the EU, the OSCE and the Council of Europe, including raising the issue through the means of diplomatic and political dialogue.
- Finland works proactively to promote mediation and to improve its quality, inter alia, by attaching attention to women having their role at all levels and stages of peace processes in accordance with the UN General Assembly Resolution 65/283 on mediation. Finland strives to create practices that strengthen and facilitate women's participation and to secure that mediation and peace processes have access to high-quality gender equality expertise, taking advantage of the know-how held by the civil society. Finland supports the nomination of women to international mediation assignments.
- Finland provides political and economic support as well as expertise to local activities of the civil society that contribute to the enhanced participation of women in conflict prevention, as peace brokers, and as negotiators. Support is allocated also to local women's organisations for capacity-building.
- Finland supports inclusive drafting of National Action Plans in accordance with Resolution 1325 and inclusive monitoring of their implementation. With the help of National Action Plans, the ownership of the host countries can be increased and the coordination between donor countries and other international actors can be promoted.
- Finland promotes the needs of women and children, especially girls, in the planning and realisation of programmes regarding Disarmament, Demobilisation of troops and Reintegration (DDR), and in post-conflict reconstruction. Also, the needs of female combatants and other women associated to armed groups as well as their dependants must be taken into account. Special support must be given to child combatants. Finland endeavours to strengthen the status of women in the processes of Security Sector Reform (SSR). The rights of women and girls must be taken into account in the training of security forces, and the recruitment of women into the security sector must be facilitated, inter alia, into the defence forces and police functions, as well as to the judiciary.
- Finland emphasises the mainstreaming of the protection and gender perspectives in humanitarian aid, which often is the only available form of aid in conflict situations. Women and men must have equal opportunities to participate in the planning, decision-making and the use of aid-related resources and services, and the special needs of both women and girls as well as of men and boys must be responded to. Finland maintains an active dialogue with humanitarian organisations in their boards for the promotion of gender equality, and requires the mainstreaming of gender equality issues of the organisations that it supports. In UN joint appeals for humanitarian aid, the so called Gender Marker system is being used, which enables the monitoring of projects in respect of the degree to which the projects promote gender equality.

*The key parties responsible for these issues: Ministry for Foreign Affairs, Ministry of Defence, Ministry of the Interior*

## **Finnish-Afghan twinning cooperation on Women, Peace and Security**

*Finland and Afghanistan launched Women, Peace and Security cooperation in June 2011.*

Strong Afghan ownership and leadership are the cornerstones of the process. The commitments made by the Government of Afghanistan to promote gender equality and address issues concerning women's role in peace building form the basis for Finland's support. This cooperation is aiming to partner in establishment of a functioning and sustainable coordination among Afghan Authorities with the roles of all the participants clearly defined. The ultimate goal of the process is to support Afghanistan's efforts to prepare the Afghan National Action plan for Women, Peace and Security that will incorporate the existing policies and activities and address the gaps.

Transparency and inclusiveness are top priorities of the process. Finland supports the coordinating role of Ministry of Foreign Affairs of Afghanistan in inter-ministerial work on developing and implementation of Afghanistan's Women, Peace and Security policy. Consultations are organized within the framework of cooperation and, in addition, the project team of the Ministry of Foreign Affairs, led by a National Steering Committee on Women, Peace and Security, participates in a broader stakeholder coordination in Kabul. The coordination allows urgent matters concerning women, peace and security to be addressed in a timely manner.

Finland is implementing similar cooperation with Kenya and Nepal. Finland has been benefitting from twinning-partners' expertise when drafting the new Finnish National Action Plan for Women, Peace and Security especially regarding Finland's involvement in international crisis management and development cooperation in fragile states and post-conflict contexts.

### **OBJECTIVE 2:**

### **Finland will support women's economic and political participation and empowerment in conflict prevention**

#### *At the national level*

- In accordance with the development policy programme (2012), Finland promotes the strengthening of women's economic situation and women's roles and political participation as a cross-cutting objective in all development cooperation programmes. Resolution 1325 is taken into account in the political dialogues and consultations with long-standing development partners, inter alia, by including the topic in Finland's own negotiation mandate. In the planning of the country programmes of development cooperation suitable methods for implementation are examined.

*The key parties responsible for these issues: Ministry for Foreign Affairs*

### *At international and local levels*

- Finland promotes women's political participation in post-conflict and fragile countries, at all levels of political systems. Democratic development is long-term by nature. Women's participation possibilities are emphasised in the democracy support provided by Finland to countries in democratic transition. These actions aim at preventing human rights violations against women and girls, at preventing the emergence of new conflicts and at supporting the role of women in the construction and establishment of social peace and a democratic system.
- Finland promotes the possibilities of women to participate in and influence legal reform efforts, including the drafting of constitutions and formation of election and law commissions. When reforming national legal systems and legislations, the impact of the reform on the rights of women and on the realisation of gender equality should be analysed. The objective should be to have international standards as the starting point for law drafting. When needed, temporary special measures as provided for by the CEDAW Committee, could be used.
- Finland supports women's participation and action for the development of a green inclusive economy and the utilisation of its results. The economic empowerment of women is one of the cornerstones of gender equality and women's political participation, in order for the benefits of the economy to be distributed more evenly between women and men. Finland supports the realisation of women's property rights, programmes for funding of businesses, women entrepreneurship and status as employers as well as strengthening of their livelihood. Finland keeps the status of women and women's economic activity on the agenda in its cooperation, negotiations and conclusions regarding trade and development. Women's economic participation as well as a more even distribution of rights and obligations between women and men can be strengthened by supporting sexual and reproductive health and rights, including maternal health care and HIV/AIDS response.
- Finland supports the possibilities of women to utilise the services, technology and innovations of the information society and to participate in the planning of and decision-making on them. The information and knowledge society, innovations and sustainable technology form the basis of development. Finland stresses openness of information, education at all stages, high-quality research and sustainable technology as means to advance gender equality.
- Finland emphasises the right of women, children and youth, especially girls, to education from pre-primary education to university level and adult education. Education strengthens the preconditions for women's participation and prevents conflicts.
- Finland requires the realisation of the principle of non-discrimination in all projects. Finland supports projects that promote the equal realisation of human rights and the transition towards more equal gender role models. Finland encourages men to act for women's political and economic participation in their communities.

*The key parties responsible for these issues: Ministry for Foreign Affairs*

### **OBJECTIVE 3:**

**Finland will promote women's active participation in issues related to the environment and security as well as support women's participation in the mitigation of climate change and adaptation to its consequences**

#### *At international and local levels*

- In accordance with the Development Policy Programme (2012), Finland has undertaken to support developing countries in their efforts to reduce emissions and adapt to climate change. Finland requires the inclusion of a gender perspective as a cross-cutting objective also in the climate change related development policy and supports women's possibilities to participate in the work to adapt to climate change and to mitigate it. Finland promotes women's participation in international climate cooperation and supports women's participation from least developed countries in climate negotiations.
- Finland supports activities related to women and climate change at the country and regional levels in developing countries, inter alia, by promoting the mainstreaming of a gender perspective in national and regional Action Plans.
- Finland promotes women's participation also in other environment negotiations (international environment agreements, conferences of parties to environmental agreements) and promotes the consideration of a gender perspective, inter alia, in decisions of conferences of parties to environmental agreements.
- Finland pays attention to women's role in issues related to the environment and security, the management of natural resources, ownership and use of land, and the creation of new sources of livelihood. Finland supports gender and conflict sensitive energy, agriculture, water and forest policies in international development cooperation. Sustainable use of natural resources is closely linked to women's property rights in general. Water resources are a growing source of conflicts everywhere where transboundary waters are under multiple use pressures. The position of women and children as caretakers of the daily water supply of households in poor countries makes them particularly vulnerable to security risks.
- Finland supports the strengthening of women's special needs and possibilities for participation in the international cooperation aiming at disaster risk reduction, in accordance with the Finnish National Action Plan for Disaster Risk Reduction (DRR).

*The key parties responsible for these issues: Ministry for Foreign Affairs, Ministry of the Environment, Ministry of the Interior*

## CRISIS MANAGEMENT

Participation in international crisis management forms part of Finland's active foreign and security policy. Finland participates in international crisis management cooperation within the framework of, for example, the UN, the EU, the Organization for Security and Cooperation in Europe (OSCE), the Council of Europe, and the NATO partnership.

The purpose of military crisis management is to maintain or restore international peace and security, to support humanitarian aid efforts and to protect civilian populations. The activities are based on respect for the objectives and principles set out in the UN Charter and other international law. The operational preconditions of international civilian actors as well as of the administration of the target country and non-governmental organisations can be promoted by improving the security situation. Military operations' functions increasingly include strengthening the local security structures.

This Action Plan uses the military crisis management and civilian crisis management terminology, developed within the EU since the end of the 1990s and in accordance with the Finnish legislation. In content, they differ somewhat from the terminology used by the UN. Within the EU context, civilian crisis management experts refer to both police officers and civilian experts. In UN, they may serve in peacekeeping operations or in political and peacebuilding missions.

In mid-2012, approximately 130 Finnish experts were engaged in civilian crisis management tasks in nearly twenty international missions and offices. More than one hundred of them are engaged in EU tasks. Approximately 40 per cent of the experts are women. More than 400 Finnish soldiers are deployed in military crisis management. On average, three per cent of them are women. Currently, the majority of military crisis management staff are working in Afghanistan (NATO/ISAF) and Lebanon (UN/UNIFIL).

Finland participates in international crisis management in a comprehensive way, such that the resources of military and civilian crisis management are used to respond to the special needs of each crisis area and international operation. In accordance with the Comprehensive Crisis Management Strategy (2009), Finland promotes the integration of cross-cutting themes such as human rights, gender equality and the principle of rule of law into crisis management, and stresses the status of women, combat against sexual

violence, and the protection of children in armed conflicts. Finland emphasises the positive impacts of the implementation of Resolution 1325 in ensuring the effectiveness of crisis management.

On the basis of the Action Plan, the Defence Forces and the Ministry of the Interior as well as its subordinate Crisis Management Centre Finland (CMC) carry out their own more detailed plans for the implementation of Resolution 1325. In military crisis management, the Finnish Defence Forces International Centre (FINCENT) plays a central role in the training of the leadership and experts and troops are trained by Pori Brigade. The Finnish Centre of Expertise in Comprehensive Crisis Management formed by the Finnish Defence Forces International Centre (FINCENT) and the Crisis Management Centre Finland (CMC) strengthens civil-military cooperation.



#### **OBJECTIVE 4:**

**Finland will increase the number and share of women in crisis management and strengthen the implementation of 1325 objectives both nationally and in international organisations and operations engaged in crisis management tasks**

##### *At the national level*

- Finland aims at a minimum share of 40 per cent of each gender in all civilian crisis management activities and election monitoring. In military crisis management the objective is to increase the share of women, and the development of the number and share of women is regularly monitored.
- Recruitment practices in crisis management must be just and equal. All tasks are open for both women and men. International tasks must also be considered as part of normal career development better than before.
- In the decision-making of Finland's participation in crisis management, the implementation of Resolution 1325 and the objective of a qualitative and quantitative increase of women's participation (for instance, to gain experience) are taken into account. Finland supports training for women towards more demanding functions and presents women as candidates for international leading positions.
- Finland is prepared to provide gender experts for international functions in both civilian and military crisis management, at least maintaining the current level. Both women and men are trained and recruited to the position as gender advisor. The Crisis Management Centre and the Finnish Defence Forces ensure that a sufficient number of trained human rights and gender advisors are available for upcoming vacancies. The job descriptions and competency requirements for gender experts participating in military crisis management will be defined more exactly. The cooperation of the Finnish Defence Forces with the Crisis Management Centre Finland will be enhanced in regard to expert tasks.
- Finland attaches attention to the reconciliation of work in crisis management tasks and family life. Possibilities to strengthen information on the working environment of crisis management, to support communications from operations and to create pre-conditions for networking of families will be examined. Finland supports the use of visiting experts in civilian crisis management missions and encourages international organisations to examine family practices of crisis management operations and missions.
- Organisations linked to crisis management will organise gender sensitive public and internal information on possibilities to participate in crisis management. Women are encouraged to apply for crisis management training and positions.

*The key parties responsible for these issues: Ministry of Defence, Ministry of the Interior, Ministry of Justice, Ministry for Foreign Affairs*

### *At international and local levels*

- Finland promotes the realisation of gender equality and an increase of the number of women in UN peacekeeping, peacebuilding and political missions. Finland also promotes the drafting and implementation of the new 1325 strategy of the UN Department for Peacekeeping Operations (DPKO), the strengthening of the gender equality training for UN peacekeepers as well as the implementation of the gender equality guidelines for UN soldiers, elaborated in 2010. Within the framework of the UN, Finland participates in international cooperation of female police officers and for its own part strives to respond to the UN objective of increasing the share of women to a level of 20 per cent of the police officers serving in operations.
- Finland points out that operations and missions directed by the European Union's Common Security and Defence Policy (CSDP) should be carried out in compliance with the objectives and the checklist of measures, laid down in the operational paper, revised in 2012, on the implementation of Resolutions 1325, 1820, 1888, 1889 and 1960 in CSDP operations. Finland works actively to influence the development of the EU approach, the planning of the implementation, the reporting and monitoring, and promotes adequate funding for gender expertise within the crisis management structures of the EU.
- Finland participates actively in the development of the implementation of Resolution 1325 within NATO; within the framework of the Euro-Atlantic Partnership Council (EAPC) and as a partner in NATO-led crisis management operations. Finland contributes actively to the refining of the Action Plan, the establishment of indicators, the implementation of and the monitoring related to the NATO/EAPC 1325 policy and operations. Resolution 1325 is also taken into account in the work carried out with NATO to develop capabilities.
- Finland supports the objective to update the OSCE Action Plan for the Promotion of Gender Equality and to intensify its implementation. Finland works to influence that as many field missions of OSCE as possible would have a gender advisor and that their functions would be mainstreamed into the structures of the missions.
- Finland works for the incorporation of the objectives of the Women, Peace and Security resolutions into the mandates and operational documents of the operations, in a similar fashion to the protection of civilians. The prohibition of the use of rape and other forms of sexual violence and the possibility to prevent and address them must be taken into account in the mandates of international operations. The realisation of the implementation of the resolutions and the results must be evaluated in the reports of the operations. The expertise needed must be ensured already at the planning stage of the operations, for instance in the composition of fact-finding missions. The 1325 perspective must also be included in the work to analyse conflict areas and the exchange of information related thereto.
- Finland supports the objectives of international organisations to increase the number of women in crisis management and other international tasks related to peace and security. Finland stresses the transparency of recruitment processes and strives to ensure in decision-making on operations that the job descriptions and competency requirements laid down by organisations are gender neutral. Finland supports women's possibilities to advance to more demanding tasks as well as the nomination of women to leading positions in operations and organisations. Finland also nominates female candidates for such tasks.

- In international organisations, Finland seeks to ensure that all crisis management operations have a human rights and/or gender advisor or at least a designated gender focal point as well as special observers on the status of women. These functions must be incorporated in the guiding documents of operations and included in their allocated resources. The advisors must be able to report both to the field leadership and to the headquarters structures of the organisation carrying out the operation, as part of the operational reporting. Effective working and reporting possibilities as well as possibilities to influence within operations and in relation to different levels of the chain of command must be ensured for the advisors.
- Finland endeavours to strengthen the effectiveness of international crisis management operations by supporting their cooperation with local women's and human rights organisations. This may happen, for instance, by utilising local cooperation funds of diplomatic missions for the support of non-governmental organisations or by funding Civil-Military Cooperation (CIMIC) type of projects.
- Finland mainstreams a gender perspective to the operational activities of Finnish troops in international assignments. Within the limits of the mandate of the operation, crisis management troops attach special attention to the security of the women and children in the area of the operation. In cooperation with the local population, women are taken into account as active participants in their communities. In the training of local security forces, as well as in other cooperation, Finnish troops endeavour to influence the local forces and security authorities to take women's and girls' rights into account in their activities. Efforts are made to place women who serve in Finnish crisis management troops in such visible tasks, where they are in contact with the local actors.
- When recruiting locally into operations, women should be given an equal opportunity of appointment, especially to gender-sensitive tasks, such as interpreters or doctors. The operational leadership is responsible for arranging training on Resolution 1325 for locally hired staff.

*The key parties responsible for these issues: Ministry for Foreign Affairs, Ministry of Defence, Ministry of the Interior*



*Sari Rautarinta*

## **OBJECTIVE 5:**

**Finland will ensure that all persons sent on crisis management missions, their trainers and the responsible authorities possess required expertise in human rights and gender equality issues and good team-working skills**

### *At the national level*

- In crisis management recruitment, training and research, Finland continues its close cooperation with representatives from ministries, research institutions and non-governmental organisations as well as with civilian and military field experts. Civilian-military cooperation is intensified through The Crisis Management Centre Finland 1325 Steering Committee and through the Finnish Centre of Expertise in Comprehensive Crisis Management (CMC-FINCENT).
- Finland stresses the importance of gender equality issues in the crisis management training of both women and men at all levels. Resolution 1325, international law, international humanitarian law and human rights obligations are incorporated into all crisis management training, taking into account the international standards as the minimum norm. Attention is given to trafficking and protection of children in armed conflicts. The ways in which gender issues are addressed will be developed and the quality of the contents will be controlled in all basic training and in the pre-deployment training. The training must be practical. Furthermore, efforts are made to increase awareness of operation-specific conditions, customs and codes of conduct. Gender training is provided by both men and women - expertise in these issues does not come with the gender, but through training and experience.
- Finland ensures that management and training personnel have received training on the contents and objectives of Resolution 1325. In civilian crisis management the aim is to organise tailored special training to professional groups and/or for different levels. In military crisis management, the 1325 training of commanders and experts is being strengthened at the International Centre of the Defence Forces as well as at the Nordic Centre for Gender in Military Operations, established in Sweden within the framework of Nordic Defence Cooperation (NORDEFECO).
- Finland stresses the responsibility of the operational command for the implementation of Resolution 1325 with regard to the activities of its military troops. Successful fulfilment of command functions require gender expertise, and gender expertise is taken into account in recruitments and performance appraisals. The Defence Forces nominates a high-level 1325 representative.

*The key parties responsible for these issues: Ministry of Defence, Ministry of the Interior, Ministry of Justice, Ministry for Foreign Affairs*

### *At international and local levels*

- Finland stresses the responsibility of the leadership of operations for the implementation of the 1325 objectives. Expertise in gender issues and effective efforts for their management should be taken into account in appointments for leading positions and as one of the criteria for the evaluation of work success.
- Finland strengthens its ability to offer international 1325 training as part of its training export in crisis management and peacebuilding, both to international organisations and bilaterally.
- Finland requires integration of Resolution 1325 in training related to the UN peacekeeping, EU's Common Security and Defence policy and in NATO's crisis management tasks. In principle, training falls under the competence of the member countries within the EU, but the crisis management structures of the EU have an important coordinating role in the development of training to meet the needs of common operations. For instance, Finland has the possibility to offer models in support of training, such as the manual of 2010 on human rights mainstreaming into EU operations and missions and the elaboration of a subsequent training module.
- Finland supports a more comprehensive incorporation of Resolution 1325 into the training programme of the European Security and Defence College (ESDC). Finland is one of the 13 EU member states whose training centre belongs to Europe's New Training Initiative for Civilian Crisis Management (ENTRi) and, in that capacity, actively contributes to the content production of EU's civilian crisis management training material. Finland pays close attention to ensure that ENTRi takes into consideration the goals set out in Resolution 1325.
- Finland stresses the inclusion of the 1325 goals and the gender perspective in international and national crisis management exercises.

*The key parties responsible for these issues: Ministry for Foreign Affairs, Ministry of the Interior, Ministry of Defence*

## **OBJECTIVE 6:**

### **Military and civilian crisis management staff will have an explicit Code of Conduct and compliance with the guidance will be monitored**

#### *At the national level*

- Finnish military and civilian crisis management personnel undertake to observe the Codes of Conduct of both the international organisations carrying out the crisis management operations and the Codes of Conduct adopted by Finnish public authorities. Civil servants participating in crisis management also observe the ethical principles of the State and relevant State agencies regarding behaviour and conduct. It is explicitly forbidden for military and civilian crisis management personnel to solicit prostitutes both in the area of operation and while outside of it, and a breach of the Code of Conduct in this regard will lead to immediate repatriation.
- Finnish crisis management personnel are expected to promote gender equality and human rights, advise victims of trafficking in human beings to turn to the support system, and prevent sexual exploitation, within the limits of the mandates. The staff members must respect the local culture and social norms as long as they are not in conflict with international human rights obligations.
- Finland stresses that sexual exploitation in all its forms is a criminal act. It is important that all suspected exploitation cases involving Finnish personnel are reported to the competent authorities and are investigated in accordance with Finnish law. In accordance with good practice, Finland reports to the organisations carrying out crisis management operations on how crimes committed within operations are addressed and investigated.
- In the training provided by Finland, the criminal responsibility of crisis management personnel in accordance with Finnish law is stressed, also in cases where the personnel has immunity from the jurisdiction of national courts of the area of operation.

*The key parties responsible for these issues: Ministry of Defence, Ministry of the Interior, Ministry of Justice*

#### *At the international level*

- Finland ensures that gender equality and non-discrimination are incorporated into the Codes of Conduct of crisis management operations and election observation missions, and that the Codes of Conduct prevent effectively both discrimination and exploitation.
- Finland endeavours to promote the realisation of the criminal responsibility of UN officials and seconded experts in peacekeeping.

*The key parties responsible for these issues: Ministry for Foreign Affairs, Ministry of Defence, Ministry of the Interior*



*Sam Karvonen*



## **STRENGTHENING, PROTECTING AND SAFEGUARDING THE HUMAN RIGHTS OF WOMEN AND GIRLS**

Finland promotes the full realisation of the human rights of women and girls. International human rights norms, as such, already protect women's rights. International agreements concerning the rights of women and children complement and strengthen the safeguards provided by general human rights conventions and obligate, among other things, to engage in special measures to protect women and girls from gender-based violence, especially rape and other sexual violence and exploitation. Sexual violence against both women and girls and men and boys are used as a method of warfare. Finland is actively working for the elimination of violence.

Finland stresses, both nationally and internationally, the importance of women's political, social and economic rights and participation, the prevention of violence against women as well as the importance of sexual and reproductive health rights. With regard to the realisation of women's rights, special attention is attached to multiple discrimination and to the status of persons with disabilities (including those injured in wars), indigenous peoples as well as to women belonging to sexual minorities. Indigenous peoples as well as persons belonging to different minorities are often the population groups in society facing the most discrimination. Finland is of the view that the role of men and boys is central for the realisation of the human rights of women and girls.

Finland is committed to the full implementation of the international humanitarian law. According to the international humanitarian law to be applied during armed conflict, women and children are in a particularly vulnerable situation. In protecting the rights of women, the international humanitarian law emphasises, in particular, the situation of women as mothers and guardians of children. The need for special protection, health care and assistance of women affected by armed conflict must also be respected.

## **OBJECTIVE 7:**

### **Finland will contribute to the strengthening of the human rights of women and girls**

#### *At international and local levels*

- Finland encourages all countries to ratify and implement fully the international human rights agreements concerning women's rights. Finland monitors the reservations made to international human rights conventions and opposes them whenever they are in conflict with the object and purpose of the agreements.
- Finland promotes women's human rights and participation in political and economic power structures through the EU, international organisations, non-governmental organisations and development cooperation. Finland rejects such forms of discrimination that lead to gender inequality (sexual and domestic violence, as well as unequal property and inheritance rights). Finland ensures that the human rights of women are included in EU's political dialogues, and that these rights are viewed as part of the conditions for EU development cooperation and especially for the granting of budget support.
- Finland supports the full implementation of the UN Convention on the Elimination of All Forms of Discrimination of Women (CEDAW) and the dissemination and implementation of the General Recommendation on Women in Conflict and Post-conflict Situations.
- Finland stresses the importance of the active implementation of the UN Resolutions on Children in Armed Conflict as well as of the EU Political Guidelines on Children in Armed Conflicts, and places emphasis especially on the special needs of girls. Finland promotes the consideration of the resolutions on Children in Armed Conflict in international cooperation with partners, for instance in the NATO operations in Afghanistan. Finland attaches special attention to the rights and status of children affected by multiple discrimination. Finland has ratified the Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict. The Protocol entered into force nationally in 2002. The ratification of the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography is currently under way.
- Finland has ratified the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse, and it entered into force nationally in 2011. The Convention contains a waiver from the so called requirement of double criminality. A criminal act of sexual exploitation and sexual abuse of a child is criminalised in Finland, even though the act was committed in a country, where such an act is not considered a crime. The question is about fighting impunity.

- Finland emphasises the need to protect and support defenders of women's rights. Finland will exert influence for the special needs of women human rights defenders to be taken into account in EU's guidelines on human rights defenders and in the implementation of these guidelines, and for the special needs to be included also in political dialogues, when needed. Finland strengthens concrete cooperation based on practical experience with organisations promoting women's and girls' rights and with human rights defenders at the local level.

*The key parties responsible for these issues: Ministry for Foreign Affairs, Ministry of Justice, Ministry of the Interior, Ministry of Social Affairs and Health*

## **OBJECTIVE 8: Finland will participate in the fight against impunity**

### *At international and local levels*

- In the UN, the EU and at other international fora, including bilateral dialogues, Finland contributes to the fight against impunity and requires the prosecution of perpetrators of the most serious international crimes and of serious human rights violations. Extending amnesty to perpetrators of the most serious international crimes and the most serious human rights violations, including sexual violence, is unacceptable. Finland attaches attention to the status of the victims and the compensations awarded in legal proceedings.
- Finland provides financial and political support to and is engaged in practical cooperation with the International Criminal Court (ICC), including the Trust Fund for Victims. Finland also supports the completion strategies and residual mechanisms of the International Criminal Tribunal for the Former Yugoslavia (ICTY), the International Criminal Tribunal for Rwanda (ICTR) and the Special Court for Sierra Leone.
- Finland continues its active support of the Justice Rapid Response project, which provides training for experts to assist states and competent international organisations at their request in the investigation of the most serious international crimes. Finland supports the activities of non-governmental organisations in their efforts to fight impunity.
- Finland requires that the national legislation in countries that receive development cooperation funds comply with international standards in respect of the criminalisation of rape. Finland advocates the same principle also in EU development cooperation and endeavours to secure this by active participation in programme planning processes both at the country level and in the committees of different financial instruments.

*The key party responsible for these issues: Ministry for Foreign Affairs*

## **OBJECTIVE 9:**

### **Finland will strive to prevent trafficking in human beings and sexual and other violence against women, and to support victims of these crimes**

#### *At the national level*

- Finland has promoted the Beijing Declaration and Platform for Action by elaborating a national cross-sectoral Action Plan on violence against women for the period 2010–2015. The Action Plan includes concrete measures to ensure that victims of violence receive appropriate care and support in compliance with the WHO's recommendations. This cross-sectoral Action Plan will be implemented and adequate funding will be earmarked for its realisation until the year 2015.
- Finland implements the Government's Revised Plan of Action against Trafficking in Human Beings, adopted in 2008. The Plan of Action lays down comprehensively the measures against trafficking to be carried out in Finland within the different administrative branches. The measures also include preventive measures, such as training, information and awareness-raising. The Ombudsman for Minorities as national trafficking rapporteur monitors trafficking and phenomena related thereto and the realisation of international obligations as well as the functioning of the national legislation on trafficking. Finland will continue its legislative project, initiated in 2012, to draft a proposal for the enactment of a special act on trafficking.
- Finland is developing the implementation of the assistance system in a way that helps women and girls who have been victimised in trafficking or who are in danger of victimisation or revictimisation and protects from violence and trafficking. Also women and girls fleeing persecution for reasons related to their gender, such as gender mutilation, forced marriages and violence in close relationships, must be protected. In this context, the possibility of granting international protection and residence permits on the ground of victimisation to trafficking or other applicable grounds must be taken into account.
- Finland will ratify the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (CAHVIO) and the Council of Europe convention on Action against Trafficking in Human Beings

*The key parties responsible for these issues: Ministry of Social Affairs and Health, Ministry of the Interior, Office of the Ombudsman for Minorities, Ministry for Foreign Affairs*

#### *At international and local levels*

- Finland consistently promotes initiatives to combat violence against women and trafficking and the implementation of political commitments in this regard within the UN, the EU, the Council of Europe and the OSCE. Finland supports international mandates and mandate-holders related to the prevention of sexual violence, such as the Special Representative of the United Nations Secretary-General and the Special Rapporteur on violence against women of the Human Rights Council.

- Finland shares information with other countries about nationally developed best practices in the fight against trafficking in human beings and against violence against women. Finland reiterates the human rights and gender equality dimension of trafficking, which entails, inter alia, measures to diminish demand and that assistance to victims must not be conditional upon the victim's consent to cooperate in any attempt to catch the perpetrators.
- Finland stresses the importance of preventing violence against women in the work of UN Women. Finland supports the campaign launched by the UN Secretary-General to eradicate violence against women by providing funding to the UN Trust Fund to End Violence Against Women, administered by UN Women, and by emphasising an active role of men in anti-violence work.
- Finland continues its active support and funding of the Victims Trust Fund of the International Criminal Court (ICC), mandated to help victims of such crimes that fall within the scope of competence of the ICC. In addition to fighting impunity, which falls within the mandate of the ICC, projects of the ICC Victims Fund have also promoted other objectives of Resolution 1325, such as the empowerment of victims of sexual violence and the reintegration into society of women and child combatants.
- Finland provides economic support to projects aiming at reducing violence against women and the eradicating trafficking and providing support to victims, e.g. Access to Justice projects as well as protection and rehabilitation services.
- The international training provided by Finland to prosecutors, judges, the police, journalists and other parties, addresses trafficking of women as a phenomenon and as a human rights violation and especially as violence against women.
- Development cooperation projects comply with UN commitments and conventions regarding women's rights and sexual rights. In conflict situations, Finland defends the rights of the weakest. When circumstances are particularly difficult, the primary focus is on support to local and international organisations.

*The key parties responsible for these issues: Ministry for Foreign Affairs, Ministry of Social Affairs and Health, Ministry of the Interior, Ministry of Justice*



*The Finnish Defence Forces*

## RESEARCH AND COMMUNICATIONS

To ensure effective implementation of Resolution 1325, cross-cutting research on the effectiveness and results of the Action Plan is needed. Research that concentrates on qualitative assessment complements in an important way the regular monitoring of and reporting on the Action Plan.

Finland promotes open, timely and reliable information about the implementation of the Resolution.

### **OBJECTIVE 10: Finland promotes studies, research and information on Resolution 1325**

#### *At the national level*

- Finland supports relevant 1325 assessments and studies as well as scientific research. Finland produces and issues topical research data, especially on the gender impact of conflicts, the roles and decision-making power of women in peace processes and conflict resolution as well as in crisis management organisations and operations. In this work, special attention is devoted to the status and rights of the most vulnerable individuals. Finland uses research results in order to meet the objectives of the Action Plan both at the national and international levels.
- Finland strives to promote and support research and publishing cooperation among public authorities, universities and research institutes, companies and non-governmental organisations.
- Finland strives to promote and support hands-on research that can be useful in the development of crisis management preparedness and capabilities. The main objective of the cooperation is to produce research data that enhances the capacity of crisis management personnel to identify trafficking in human beings, sexual exploitation and other situations involving human rights violations as well as to make intervention easier in these situations.
- Finland will collect and distribute lessons learned and best practices from the implementation of Resolution 1325. Finland intends to create standardised information collection tools and indicators that would enable long-term impact assessment. Statistics differentiated by gender on Finland's own actions will be developed.

- In Finnish development policy and development cooperation, cross-cutting objectives are promoted by providing training and guidance for the personnel, by developing effective and practical tools for each objective as well as by making use of Finland's earlier extensive know-how of cross-cutting objectives. Information systems are developed and external evaluations are used systematically in order to apply and distribute the best practices.
- Finland will produce quantitative and qualitative gender-differentiated data on its actions for the implementation of Resolution 1325. Finland will inform actively and regularly on Resolution 1325 and on its implementation for example through seminars, publications and regular reporting. In addition, the know-how on Resolution 1325 within each administrative branch will be strengthened through in-house training.
- Finland supports the work of non-governmental organisations to raise awareness of Resolution 1325.

*The key parties responsible for these issues: Ministry for Foreign Affairs, Ministry of Defence, Ministry of the Interior, Ministry of Social Affairs and Health, Ministry of Education and Culture*

#### ***At international and local levels***

- Finland encourages international organisations, the European Union and its partners to collect, compile statistics and analyse data differentiated by gender. Finland promotes the development and use of comparable gender-related indicators in connection with reporting concerning programmes and operations.
- Finland encourages international organisations to develop the collection of lessons learned and best practices of the implementation of Resolution 1325. Finland utilises the research data, lessons learned and best practices gathered at the national level actively in its international efforts. Finland supports impact assessments of peace-building and crisis management activities undertaken by the international community. The activities are developed also within Nordic Defence Cooperation and within its framework at the Nordic Centre for Gender in Military Operations, established in Sweden.
- Finland informs actively on Resolution 1325 and its own activities to the international public through seminars, training, publishing and public diplomacy.

*The key parties responsible for these issues: Ministry for Foreign Affairs, Ministry of Defence, Ministry of the Interior*



# MONITORING AND REPORTING

## OBJECTIVE 11:

### Finland will report on implementation of Resolution 1325

- The National Action Plan has been drafted in cooperation between the state authorities and the civil society. The responsible parties mentioned in the Action Plan undertake to implement the Action Plan for their own part and regularly follow-up on it, as well as to reserve adequate resources and funding for that. The civil society has valuable knowledge, which brings added value to the implementation of the Action Plan. The 1325 Network of the non-governmental organisations has an important role in the monitoring and evaluation of the Action Plan. The administrative branches must provide financial support to NGOs' 1325 work.
- The preparation of more detailed plans for different administrative branches and actors promotes the effective and concrete implementation of the Action Plan. These implementation plans with their own focused indicators support the monitoring of and the reporting on the National Action Plan. On the basis of the objectives and indicators of the National Action Plan, the administrative branches will develop the collection of relevant information and the compilation of statistics differentiated by gender.
- The implementation of the National Action Plan is being monitored systematically. The overall monitoring of the Action Plan will continue in the national Follow-up Group led by the Ministry for Foreign Affairs, which coordinates and monitors the implementation of the Action Plan. Representatives of different ministries and subordinate agencies as well as non-governmental organisations and the research community participate in the Follow-up Group.
- The implementation is monitored on the basis of the objectives and indicators set out in the Action Plan. Parties named responsible are to report on the progress made to the national Follow-up Group at least once a year. A standardised reporting template will be developed to facilitate monitoring of the implementation of the Action Plan. International attention for the implementation of Resolution 1325 has increased significantly. Different organisations have followed the UN's example and worked out indicators for the monitoring of the implementation of the Resolution, which has led to more effective international monitoring. Organisations require more developed and regular national reporting than before.
- Based on the reporting of the responsible parties and the work of the Follow-up Group, the Ministry for Foreign Affairs drafts a yearly report to Parliament (the Foreign Affairs Committee) on the implementation of the Action Plan. More comprehensive evaluations will be prepared when the Action Plan's programme period is halfway and at the end of the period. These texts will be translated into Swedish and English.
- Finland will respond to international organisations' requests for reports on the implementation of Resolution 1325. Information about the implementation of Resolution 1325 is also included in the reporting to the CEDAW Committee as well as in the Universal Periodic Review of the UN Human Rights Council.

*Sam Karvonen*



# INDICATORS

The purpose of the indicators of the National Action Plan is to measure the implementation in relation to the set objectives. The indicators support the increased consistency of the follow-up by creating a basis for future reporting both nationally and internationally. The table below contains cross-references to the 1325 indicators of the UN and the EU, where applicable (The UN indicators were put forward by the Secretary-General in October 2011, and the EU indicators were adopted by the Foreign Affairs Council in July 2010).

The chosen indicators do not constitute an exhaustive list of the measures of the Action Plan. The indicators may not be seen as a summary of the Action Plan or a complete list of measures, but they should be read in conjunction with the text of the Action Plan.

During the implementation, it will be necessary to further refine the application of the indicators through complementary guidelines regarding, for instance, sources and collection of information, verification and analysis.

## **Responsible parties**

CMC	Crisis Management Centre Finland
FDF	Finnish Defence Forces
MEC	Ministry of Education and Culture
MFA	Ministry for Foreign Affairs
MoD	Ministry of Defence
MoI	Ministry of the Interior
MoJ	Ministry of Justice
MSAH	Ministry of Social Affairs and Health

## Indicator 1. Policies and mandates

Description of activities/reporting	Responsibility	Objective	UN/EU indicators
A. National strategies giving cross-cutting attention to 1325 - the number of strategies - the contents of the strategies: how clearly 1325 issues are taken into account and do they steer the activities (possible implementation reports and evaluations)	MFA, MoD, MoI, MoJ, MSAH, MEC	1	UN: 5b
B. Finnish proposals, initiatives, statements and other activity (such as working group activity), endeavouring to safeguard - a human rights based implementation of Resolution 1325 - mainstreaming and follow-up of the gender perspective through the policies, strategies and actions of international organisations and treaty bodies, incl. the utilisation and funding of the indicators of the organisations and bodies. Confirmed results of the efforts (such as amendments and additions to the aforementioned documents and practices)	MFA, MoD, MoI, MoJ, MSAH	1, 3, 4, 7, 8, 9	UN: 6, 7, 13 EU: 1, 2, 3, 5
C. Initiatives, statements and working group activity aiming at influencing mandates of operations and missions and the documents steering them, as well as the reporting on operations for the implementation of 1325 objectives. Confirmed results of the efforts (such as amendments and additions to the aforementioned documents and practices)	MFA, MoD, MoI	4	UN: 2, 6, 13 EU: 13

## Indicator 2. Dialogues and partnerships

Description of activities/reporting	Responsibility	Objective	UN/EU indicators
A. Nordic 1325 cooperation: joint appearances, initiatives and projects	MFA, MoD, MoI	1-10	
B. Attention given to the 1325 objectives in development cooperation: - the dialogues and consultations with development partners (incl. Finland's negotiation mandates and final conclusions of negotiations) - the areas of focus of country-specific programmes and in the programme planning as a cross-cutting theme	MFA	2	
C. Support for the elaboration and realisation of national action plans. Twinning and other partnership projects: number of projects and total value. The impact of the projects, e.g. enhanced coordination at the country level and strengthening of national ownership	MFA	1	EU: 1, 3, 4

### Indicator 3. Projects and programmes

Description of activities/reporting	Responsibility	Objective	UN/EU indicators
A. Funding of NGO projects with a gender objective (gender marker 1 and 2): number of projects and total value	MFA	1-10	UN: 23a, 23b EU: 5
B. Funding for conflict prevention and peacebuilding projects of non-governmental organisations with a gender objective: number of projects and total value	MFA	1	EU: 5
C. Mediation related projects which consider the 1325 objectives: number of projects and total value	MFA	1	EU: 9
D. Funding for DDR and SSR programmes with a clear gender component	MFA	1	UN: 16, 17, 26a, 26b EU: 5
E. Funding for green economy projects, projects regarding public finances or Aid for Trade projects with a gender objective (gender marker 1 or 2): number and total value	MFA	2	
F. Funding for women's participation delegates in international climate and other environment cooperation	MFA	3	
G. Support to humanitarian aid and disaster risk reduction, which takes into account the perspective of women and girls	MFA, MoI	1, 3	EU: 5
H. Funding for UN Women	MFA	1, 9	
I. Support to international criminal courts, incl. the ICC Trust Fund for Victims: number of projects and total value	MFA	8, 9	
J. Funding and technical support for action against sexual violence	MFA	9	
K. Justice Rapid Response project: funding (also for the participation of Finnish experts in JRR missions) as well as activity in the Steering Committee	MFA	8	

#### Indicator 4. Personnel, expertise and accountability

Description of activities/reporting	Responsibility	Objective	UN/EU indicators
A. Finland has presented women as candidates for international assignments, especially as special representatives, mediators, to leading positions in crisis management: number and women and their share in relation to men. Finland has supported women candidates of other countries.	MFA, MoD, MoI	1, 4	UN: 9, 11a, 11b EU: 8
B. Finnish personnel in civilian crisis management and election observation has a minimum share of 40 % of either gender	CMC, MoI, MFA	4	EU: 11
C. Increased share of women in Finnish military crisis management as well as monitoring of the development of the number and share of women	FDF, MoD	4	EU: 11
D. Initiatives, statements and working group activity influencing the establishment of a position as human rights and/or gender advisor, or at least a designated gender focal point, in all international operations	MFA, MoD, MoI	4	UN: 10
E. Gender experts: number of trained experts, candidates presented by Finland and number of appointments	MFA, MoD, FDF, MoI, CMC, MSAH	4	UN: 10 EU: 14
F. All Finnish crisis management troops have a designated national gender focal point, and the gender perspective is mainstreamed into the activities of the troops	FDF, MoD	4	

Description of activities/reporting	Responsibility	Objective	UN/EU indicators
G. Gender equality and human rights issues (incl. codes of conduct and criminal liability) integrated into basic training, pre-deployment training and specialisation training and in exercises: - training plans and guidelines - realized hours and training events - utilisation of existing, internationally recognised training contents	FDF, MoD, CMC, MoI	5, 6	EU: 12
H. Assignment of women to training preparing for expert and leading positions	MFA, MoD, FDF, MoI, CMC	5	
I. Training modules or training events integrating 1325 issues offered by Finland for international use	FDF, MoD, CMC, MoI, MFA	5	
J. Attention given to 1325 know-how and objectives in the recruitment and evaluation requisites for leading positions, their targeted results and evaluation, as well as the attention given to 1325 objectives in discussions with the leadership of operations and missions	MoD, FDF, MoI, MFA	5	UN: 5a
K. Reports on violations of codes of conduct, investigated cases and disciplinary action by employers. Suspected cases of exploitation: number of investigated cases and punishments	FDF, MoD, CMC, MoI	6	UN: 4 EU:15

### Indicator 5. Ratification of international conventions and their national implementation

Description of activities/reporting	Responsibility	Objective	UN/EU indicators
A. Ratification of the CAHVIO Convention and the Council of Europe Convention on Action against Trafficking in Human Beings	MFA	9	UN: 15
B. Results of the implementation of the revised National Plan of Action against Trafficking in Human Beings and progress of the legislative project drafting a special act on trafficking	MoI	9	UN: 15
C. Results of the National Action Plan on the Reduction of Violence against Women	MSAH	9	

### Indicator 6. Evaluation, results and research

Description of activities/reporting	Responsibility	Objective	UN/EU indicators
A. Studies and research produced: coverage of subject matters, number and total value	MFA, MoD, MoI, MoJ, MSAH, MEC	10	
B. Collection of and availability of lessons learned and best practices nationally. Distribution of lessons learned and best practices internationally and participation in the development of these practices.	MFA, MoD, MoI, MoJ, MSAH	4, 10	
C. Confirmed utilisation of results and recommendations, for instance, attention given to them in the development of crisis management preparedness and capabilities	MFA, MoD, MoI, MoJ, MSAH	4, 5, 10	
D. Improvement of norms and guidelines in development cooperation, evaluations	MFA	2, 10	



### Indicator 7. Statistics and communications

Description of activities/reporting	Responsibility	Objective	UN/EU indicators
A. Availability of gender-disaggregated statistics in different areas of implementation	MFA, MoD MoI, MoJ, MSAH, MEC	10	
B. Materials and publications produced, as well as actions taken to increase knowledge about 1325 issues, incl. by internal and external information on crisis management	MFA, MoD, FDF, MoI, CMC, MoJ, MSAH, MEC	10	
C. Strengthening of 1325 expertise in in-house training within the different administrative branches	MFA, MoD MoI, MoJ, MSAH, MEC	10	

### Indicator 8. Monitoring and reporting

Description of activities/reporting	Responsibility	Objective	UN/EU indicators
A. Regular meetings of the National Follow-up Group	Members of the Follow-up Group	11	
B. Yearly report to the Parliament (the Foreign Affairs Committee)	MFA, Follow- up Group	11	
C. Realised international reporting on the basis of the indicators of the UN, EU, NATO and other organisations, incl. reporting to the CEDAW Committee	MFA, MoD, MoI	11	
D. Funding for NGO's 1325 work	MFA, MoI, MoD, MEC	11	UN: 23a, 23b

# RESOLUTIONS ON WOMEN, PEACE AND SECURITY AT THE UN SECURITY COUNCIL

## **1325 (2000) Women, Peace and Security**

### **1820 (2008)**

- Sexual violence in conflict
- Measures for protection and prevention
- Sexual violence as a method of warfare
- Fight against impunity

### **1888 (2009)**

- The establishment of a Special Representative on Sexual Violence in Conflict
- The establishment of the team of experts on the rule of law
- The increase of the number of women in peace processes

### **1889 (2009)**

- Women's participation in peacebuilding
- Women's participation in political and economic decision-making
- Elaboration of a global set of indicators for Women, Peace and Security

### **1960 (2010)**

- Monitoring, analysis and reporting mechanism on conflict related sexual violence
- Use of sanctions against parties perpetrating systematic sexual violence

**UN Security Council Resolution 1325 (2000)**  
**Passed on 31 October 2000**

## **WOMEN, PEACE AND SECURITY**

### **The Security Council,**

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

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

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

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

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

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

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

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

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

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

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

1. *Urges* Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;
2. *Encourages* the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes;
3. *Urges* the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;
4. *Further urges* the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;
5. *Expresses* its willingness to incorporate a gender perspective into peacekeeping operations and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;

6. *Requests* the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;
7. *Urges* Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children's Fund, and by the United Nations High Commissioner for Refugees and other relevant bodies;
8. *Calls* on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia:
  - (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction;
  - (b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements;
  - (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;
9. *Calls* upon all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention Security Council - 5 - Press Release SC/69424213th Meeting (PM) 31 October 2000 on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court;
10. *Calls* on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;

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



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