

Translation

The Federal Government

**Action Plan**  
**of the Government of the**  
**Federal Republic of Germany**  
on the  
Implementation of United Nations  
Security Council Resolution 1325  
for the Period 2013 – 2016

Berlin, 19 December 2012

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*“Nowhere in the world can conflicts be solved if half the population is not contributing to the solution, and if their needs are ignored. The Federal Government is committed to strengthening the role of women in peace processes. This is not only about protecting human rights, it is also about fostering stable societies and economic growth, thereby creating the basis for sustainable development.”*

Markus Löning, Federal Government Commissioner for Human Rights Policy and Humanitarian Aid at the Federal Foreign Office

## I. Introduction

The purpose of Security Council Resolutions 1325 (2000) and 1820 (2008) is to increase the participation of women in crisis prevention, conflict management and post-conflict peacebuilding to protect them against gender-based violence and in particular sexual violence in situations of armed conflict. These targets were given sharper focus and further development with the follow-up Security Council Resolutions 1888 (2009), 1889 (2009) and 1960 (2010) as well as through various statements of the Security Council Presidency.

The adoption of Resolution 1325 on 31 October 2000 marked a watershed in the approach to security policy issues in the United Nations. With Resolution 1325, the Security Council calls for women to play an active role in all phases of conflict management and prevention.

*The Security Council deals regularly with the topic of “women, peace and security”. The four follow-up resolutions to Resolution 1325 and the statements of the Security Council Presidency emphasize the importance of this topic. While Resolutions 1325 and 1889 place emphasis on the role of women in post-conflict peacebuilding and the integration of women in all phases of peace processes as an essential prerequisite for sustainable peace and security, Resolutions 1820, 1888 and 1960 deal in particular with the protection against sexual violence and with putting an end to impunity.*

Resolution 1325<sup>1</sup> addresses a number of different stakeholders with a broad range of demands. It is directed at the Secretary-General of the United Nations, at the member states of the United Nations, as well as at parties to armed conflicts, donors and mediators in conflict situations. It calls for, inter alia, the increased participation of women in national and

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<sup>1</sup> “Resolution 1325” will hereafter be referred to even when the other above-mentioned resolutions are also meant.

international institutions involved in conflict management, the appointment of more women as Special Representatives of the UN Secretary-General and the strengthening of the role of women in United Nations peace missions, as well as the integration of a gender perspective in United Nations peacekeeping operations and reconstruction and reintegration measures. It emphasizes the special responsibility of parties to a conflict to involve women in the peace processes, to respect the rights of women and girls in conflicts and to take specific measures to ensure their protection while combating sexual violence and abuse. All stakeholders involved in processes of peacekeeping and conflict resolution are called upon to respect the special needs of women and girls in conflict situations and in reconstruction processes, to put an end to legal impunity and to promote women's peace initiatives. Even if all of the demands of Resolution 1325 have by no means been implemented yet, significant progress has been made since the resolution was adopted: Today, the participation of women and other aspects of gender mainstreaming are a part of the planning and recruiting of UN and EU peace missions.

*The Action Plan incorporates recent findings from gender studies that already play a role in the follow-up resolutions to Resolution 1325. In order to counteract a simplified man-woman polarization and the related problematic perpetrator-victim labelling, the Action Plan's strategies and measures also take into account men and boys who are victims of sexual violence. In addition, the plan addresses the problem that exists in some areas of the world stemming from predominant notions of masculinity, and makes the communication of this topic a key component of gender-sensitive training and further training measures.*

Resolution 1325 continues to have implications for the decisions and measures taken in the foreign and security policy of the Federal Republic of Germany, the European Union, the Organization for Security and Co-operation in Europe (OSCE), of NATO as well as of other international organizations. During its membership in the United Nations Security Council in the years 2011-2012 for example, Germany supported a comprehensive consideration of Resolution 1325 in the decisions of the Security Council.

The Federal Government's Action Plan is aimed at providing a comprehensive and coherent approach to the implementation of Resolution 1325 and its follow-up resolutions. This approach takes into account both civilian and military aspects and ensures that the activities of all relevant stakeholders are well coordinated. Individual areas of the resolution are already covered by the Federal Government's reports on the implementation of Security Council Resolution 1325, the Action Plan "Civilian Crisis Prevention", Action Plans I and II of the Federal Government to combat violence against women and the Development Policy Action

Plan on Gender. Nevertheless, the Federal Government, by initiating its own action plan, intends to redouble the strategic orientation of its efforts in the implementation of Resolution 1325. Through the plan, it will anchor the topic more solidly than has so far been the case as a cross-sectoral element in its foreign, security and development policy and give its measures a uniform frame of reference. In the process, the Federal Government hopes to achieve added synergy and mobilization effects and to communicate its activities more effectively both to the interested public and to international partners.

The Action Plan helps promote human rights and the rule of law around the world. The implementation of Resolution 1325 contributes to the enforcement of the human rights of women and girls as is laid out in the United Nations International Bill of Human Rights, in the United Nations Convention on the Elimination of All Forms of Discrimination against Women (Women's Rights Convention CEDAW), including the therein contained possibility of temporary special measures,<sup>2</sup> as well as in other human rights instruments. The Action Plan therefore complements the Federal Government's Human Rights Action Plan, which underlines the universality of human rights and the significance of the rule of law, including the significance of the rule of law in international relations. It reinforces the integration of a gender perspective in the process of building structures based on the rule of law as well as promoting an independent judiciary, and it seeks to advance equal access to justice.

The National Action Plan is meant to contribute, among other things, to the compliance with and the strengthening of international law. In addition, it contributes to the implementation of the Beijing Platform for Action adopted by the Fourth World Conference on Women in 1995, in particular with regard to areas of concern such as the prevention of violence against women and women in armed conflict.

*In 2010, both the United Nations Security Council and the EU developed indicators for the implementation of Resolutions 1325 and 1820, which are based on the priority areas of prevention, participation, protection, reconstruction and reintegration. The EU indicators build upon the four indicators that were developed by the EU in the year 2008 to promote the implementation of the critical area of concern "Women and armed conflict", as established in the Beijing Platform for Action. Germany was involved in the development of these indicators. The Federal Government's National Action Plan on Resolution 1325 is a*

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<sup>2</sup> CEDAW, Art. 4 (1) ("Adoption by States Parties of temporary special measures aimed at accelerating de facto equality between men and women shall not be considered discrimination as defined in the present Convention, but shall in no way entail as a consequence the maintenance of unequal or separate standards; these measures shall be discontinued when the objectives of equality of opportunity and treatment have been achieved.") and General recommendation No. 25 ([http://www.un.org/womenwatch/daw/cedaw/recommendations/General%20recommendation %2025%20%28English%29.pdf](http://www.un.org/womenwatch/daw/cedaw/recommendations/General%20recommendation%2025%20%28English%29.pdf)).

*contribution to fulfilling the indicators of both the United Nations and the EU (see EU indicators in the annex).*

*The Federal Government supports the implementation of Resolution 1325 in the EU's common foreign and security policy and in NATO, and has been active in the development of the NATO action plan on Resolution 1325. In the OSCE as well, the Federal Government is promoting the incorporation of the targets of Resolution 1325 in the organization's activities. It supports the Gender Section in the OSCE Secretariat with the aim of integrating a gender perspective in all phases of the "OSCE conflict cycle".*

Positive reciprocal effects can be expected not only in conjunction with the National Action Plans, but also with the strategies on development for peace and security, gender equality, engagement in fragile states as an investment in peace, good governance and human rights put forward by the Federal Ministry for Economic Cooperation and Development (BMZ), as well as with the "EU Action Plan on Gender Equality and Women's Empowerment in Development 2010 to 2015".

## II. Targets

In its third report to the German Bundestag on the implementation of the United Nations Security Council Resolution 1325 in the period July 2007 to July 2010, the Federal Government set four strategic targets, which in light of the particular strengths of the German set of tools and in the interest of a continuity of German activities, shall continue to apply to this Action Plan:

- *Increased involvement of women in national, regional and international institutions and mechanisms aimed at preventing and managing conflicts*
- *A high awareness level regarding gender-specific issues among staff participating in conflict prevention, conflict management and post-conflict peacebuilding*
- *Heightened and appropriate attention to gender perspectives and participation of women in the negotiation and implementation of peace agreements*
- *Heightened and appropriate attention to the needs of women in the planning and carrying out of disarmament, demobilization and reintegration activities (DDR)*

The overarching topic of these strategic priorities is the participation of women in crisis prevention, conflict management and post-conflict peacebuilding. Besides this, there are other important targets that the National Action Plan pursues:

- *Effective protection of women and girls against human rights violations*
- *Effective protection of women and girls in conflicts against sexual violence and abuse*
- *Effective prosecution of sexual violence and other crimes against women and girls*

### III. Measures

The National Action Plan's measures address the four priority areas of Resolution 1325 (prevention, participation, protection and reconstruction) and add to these the priority areas mission preparation and criminal prosecution.<sup>3</sup> Based on the phases of a conflict, the order of action areas is as follows: prevention, mission preparation, participation, protection, reconstruction and prosecution. As described above, the aspect of participation is of particular significance.

#### 1. Prevention

The Federal Government promotes reform processes in partner countries in the areas of democracy and the rule of law, with the aim of establishing a just inclusion of the entire population, in particular of women, in politics, development processes as well as in the creation or consolidation of peaceful means for conflict avoidance and settlement. This includes the prevention of conflicts that are frequently accompanied by gender-based violence. Whenever possible, women's peace groups should be consulted in all phases of prevention work.

Effective prevention of violence is unthinkable without the promotion of legal and social equality. Measures that promote the economic *strengthening* of women's positions are an essential component of any *empowerment* of women. The dismantling of legislation that commonly discriminates against women and girls, in particular in the area of inheritance law, land rights and property rights, is an important component of the Federal Government's efforts to promote the legal and social equality of the sexes.

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<sup>3</sup> With the inclusion of the action areas "mission preparation" and "criminal prosecution", the Federal Government is following a proposal of the German civil society alliance "Bündnis 1325" ([www.un1325.de](http://www.un1325.de)).

- *The Federal Government is committed to a stronger role for gender-based aspects in preventive diplomacy and is increasingly incorporating these aspects in briefings, discussions, concept papers and strategies. (AA)<sup>4</sup>*
- *It makes sure that indicators in early warning systems incorporate gender-specific issues. (AA, BMZ)*
- *It supports initiatives by men who are committed to combating violence against women. (AA, BMZ)*
- *It supports the access of women and girls to the judiciary system, in particular with regard to questions of property rights, ownership and usage rights of land, water and other natural resources, for example within the context of resettlements and reforms of inheritance law, land rights and property rights. (AA, BMJ, BMZ)*
- *The Federal Government is committed to developing projects in the fields of disaster prevention and strengthening pre-crisis response capabilities that consider gender-specific issues. (AA, BMZ)*

## **2. Preparation of operations, basic, advanced and continuing training**

In national and international activities of peacekeeping, disarmament, demobilization and reintegration (DDR), security sector reform (SSR) and peacebuilding in which Germany is involved, the Federal Government takes the gender perspective into consideration at the earliest stages of situation review, decision-making, planning and preparation.

*In April 2007 the German EU Council Presidency, together with the Hungarian Ministry of Defence, carried out the first EU-internal training on the question of gender-specific aspects in missions conducted within the framework of the Common Security and Defence Policy (CSDP). During the German Council Presidency, the EU checklist for the implementation of Resolution 1325 was incorporated into the planning documents for future civilian CSDP missions and in the field reports from the missions.*

*Germany supported a study on the implementation of Resolution 1325 in the area of peacekeeping, which was presented at the German House in New York on 8 February 2011. Additionally, in March 2008, new guidelines for the involvement of women in mediation processes drawn up by the UN Secretariat's Political Department were presented at the German House.*

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<sup>4</sup> The ministries named in parentheses are responsible for the respective areas.

Translator's note: AA=Federal Foreign Office, BMZ=Federal Ministry for Economic Cooperation and Development, BMJ= Federal Ministry of Justice



Before any individual measures can be taken, a gender-specific analysis of a conflict must be carried out, including an analysis of the particularities of the respective area of operations and of the possible larger impacts of the conflict. A key aspect of further training measures must be the dismantling of gender stereotypes. Taking into consideration the findings of the analysis, a tailor-made and mission-oriented training is then planned out. This also includes awareness-building measures for mission staff regarding trauma and its possible repercussions.

- *The Federal Government ensures the adherence to a gender perspective in the mission-oriented training for German civilian and military staff to be deployed on such missions, and is committed to an appropriate integration of the gender perspective starting already in basic training and carrying on into further and advanced training. (AA, BMI, BMVg, BMZ)<sup>5</sup>*
- *In the Bundeswehr's general career training, in particular in the field of leadership, soldiers are educated as to the significance of a gender perspective in realizing their tasks, and their awareness of the topic is trained. (BMVg)*
- *In order to ensure that soldiers in their pre-deployment training are taught not only the necessary military skills, but also receive additional social and intercultural competencies, particularly regarding the sensitive treatment of gender-specific issues, the Federal Government takes measures to establish an appropriate level of awareness and experience. This entails imparting knowledge about the causes and course of a conflict, as well as knowledge of the social, political and cultural circumstances on the ground. Other topics include measures for the protection against sexual crimes and the rights and special needs of women and children. This applies to
  - seminars for military leaders at all levels within the framework of their pre-deployment training,
  - staff carrying out training courses at the locations in the respective area of operations, as well as
  - pre-deployment training of soldiers of all ranks. (BMVg)*
- *Within the framework of their basic training for international peace missions in the respective police training centres, police officers are sensitized to the topic of human rights and women's rights. The Federal Government is working toward ensuring that the contents of Resolution 1325 become an integral part of the police force's general preparatory training for deployment abroad. (BMI)*

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<sup>5</sup> Translator's note: BMI=Federal Ministry of the Interior, BMVg= Federal Ministry of Defence

- *The Federal Government ensures that the preparation of civilian staff sent to areas of operation which require crisis prevention, conflict management or post-conflict peacebuilding measures is in line with the targets of Resolution 1325. This applies, inter alia, to the staff of ministries and German missions abroad, to implementing organizations in the field of development cooperation as well as to the Center for International Peace Operations (ZIF). (AA, BMI, BMZ)*

*The ZIF coordinates the project ENTRi (Europe's New Training Initiative for Civilian Crisis Management), which is partly funded by the EU. The aim of ENTRi is the standardization of training programmes offered by the various European training institutions. In this context, a course on "Women, Peace and Security" and "Leadership and Gender" has also been certified. (The courses are not carried out by the ZIF, but by European partner organizations).*

- *The entities responsible for pre-deployment training share experience and knowledge and offer training for course leaders that integrates gender-specific aspects into the preparation for peace support operations. (AA, BMVg, BMZ)*
- *Appropriate interministerial further training measures offered by entities responsible for pre-deployment training ensures that gender-based aspects are integrated into the basic, advanced and continuing training of teaching staff, and that a harmonization of the training programme regarding these aspects is achieved. (AA, BMI, BMVg, BMZ)*

*In July 2012, the Baden-Württemberg Police Academy in Wertheim hosted the first-ever course on "Women, Peace, and Security". This course, which was conceived of by the ZIF, the police force and the Bundeswehr, is open to participants from civil society, from the Bundeswehr and from the police forces. It focuses primarily on the gender-specific requirements that exist in conflicts and will be included in the regular selection of courses.*

- *The Federal Government allows foreign participants to take part in appropriate training and further training measures relating to Resolution 1325. (AA, BMI, BMZ)*
- *The Federal Government, at UN, EU, OSCE and NATO levels, promotes the development and application of uniform guidelines for appropriate conduct by mission staff (code of conduct). It supports the United Nations' "Ten Rules: Code of Personal Conduct for Blue Helmets". In addition, at EU level, it supports the*

*“Generic Standards of Behaviour for Common Security and Defence Policy Operations” and at NATO level the “NATO Standards of Behaviour”. (AA, BMI, BMVg)*

- *It is committed to an appropriate sanctioning of its own staff for violations of relevant rules of conduct, taking national laws into account. (BMI, BMVg)*
- *The Federal Government ties its support for German aid organizations to their commitment to uphold binding rules of conduct. (AA)*
- *The Federal Government fundamentally supports the establishment of internationally staffed gender advisor positions for peace missions. (AA, BMVg)*

### **3. Participation**

There must be greater participation of women in all aspects of crisis prevention, conflict management and post-conflict peacebuilding. A number of reports by the United Nations Secretary-General have shown that the participation of women leads to more advantageous and long-term results. To this end, the top positions in international peace missions and mediator positions in peace negotiations must be staffed to a greater degree by women. Women and men must ensure the integration of gender-specific issues in the work of the United Nations and of other international organizations. Peace missions must involve local women and women’s organizations and incorporate gender-specific topics. Networking with and between local and regional peace organizations is a key to long-term success.

- *The Federal Government supports initiatives that improve the career opportunities of women within the framework of gender equality in the security sector. (AA, BMI, BMVg)*
- *It promotes measures aimed at increasing the proportion of women on German military, police and civilian staff in conflict management operations abroad, and in doing so devotes particular attention to the special needs of women. (AA, BMI, BMVg)*

*Since 2001, women have had the possibility of conducting voluntary service in the Bundeswehr. According to the Act on the Enforcement of Equal Opportunities for Female and Male Military Personnel of the Bundeswehr, the aim is a proportion of 50% female soldiers in the medical corps and 15% female soldiers in all other career paths.*

- *The Federal Government actively supports the appropriate involvement of women and women's groups at local, regional and national levels in entities charged with the implementation of peace agreements. Insofar as possible, it ties its funding to the equal consideration of both sexes. It promotes measures that allow women and women's groups to play a role in peace processes. In this context, it supports further training programmes, panel discussions and capacity-building measures for women in the areas of security and defence as well. (AA, BMI, BMVg, BMZ)*
- *The Federal Government supports the involvement of women's rights organizations and women's peace organizations at provincial and municipal levels in the development and implementation of regional peace plans and processes. (AA, BMFSFJ, BMI, BMZ)<sup>6</sup>*
- *At the same time it is committed to facilitating and promoting the participation of women who, due to insufficient language competency or lack of knowledge of decision-making structures and ways to be involved, are excluded from processes of international crisis management. (AA, BMZ)*
- *The Federal Government promotes the political participation of particularly disadvantaged women, for example of internally displaced women, handicapped women or members of ethnic or other minorities. (AA, BMZ)*

*The Federal Ministry for Economic Cooperation and Development (BMZ), together with the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), organized the workshop series "Promoting the participation of women in peace negotiations and political processes following the end of violent conflicts". In this context, women from different countries had the chance to participate in an exchange on successful approaches to promote the participation of women in peace processes and to define common strategies.*

- *Wherever it is involved in a peace mission, the Federal Government systematically promotes the contact between peace missions and local women's organizations, thus activating unused networks to attain the targets of peace support operations and building an awareness among the mission's staff of the special needs of women. (BMI, BMVg)*

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<sup>6</sup> Translator's note: BMFSFJ=Federal Ministry for Family Affairs, Senior Citizens, Women and Youth

#### 4. Protection

The protection of the civilian population in conflicts, in particular the protection of women and children, is an issue of great concern to the Federal Government. Women and girls must be protected against gender-based violence, and in particular sexual violence, which they are increasingly exposed to during and after conflicts. In addition to women and girls, boys and men who are victims of such violence must also receive psychosocial support and have access to the judiciary system and to fair treatment. Sexual crimes against men, often a taboo issue, need to be addressed. The fight against these crimes means breaking the cycle of victim and perpetrator.

- *The Federal Government is committed to expressly incorporating the protection of women and girls in particular against sexual crimes in the missions of the United Nations, NATO, the OSCE and other organizations, and to combating sexual violence as a component of conflict strategies (for example in the form of mass rape), in particular by employing civilian instruments. (AA, BMFSFJ, BMI, BMJ, BMVg, BMZ)*
- *It supports measures aimed at educating the population in conflict or post-conflict regions, making clear that rape or other forms of sexual violence of a similar gravity committed within the framework of widespread or systematic attacks against the civilian population are, as defined by the Rome Statute of the International Criminal Court, considered crimes against humanity or war crimes. (AA, BMFSFJ, BMI, BMJ, BMVg, BMZ)*

*On 9 March 2012, a guidebook for United Nations mediators developed by the Department of Peacekeeping Operations (DPKO) in the United Nations Secretariat was presented at the German House in New York. It contains key principles for mediators and negotiation partners who are meant to ensure that the topic of “sexual violence” within the framework of peace processes is dealt with in a comprehensive manner. The guidebook will be included in the training of mediators.*

- *It supports the work of the Special Representatives of the United Nations Secretary-General on sexual violence in conflicts, on children and armed conflicts, on violence against children, and supports the work of the NATO Secretary General’s Special Representative for Women, Peace and Security. (AA, BMI, BMJ, BMZ, BMVg)*

- *It is committed to providing psychological and medical care for female ex-combatants,<sup>7</sup> especially minors. (AA, BMZ)*
- *It is committed to ensuring the protection of women and girls in refugee camps, for example during the search for water and firewood. Such protection can, for example, be ensured by security guards in and around refugee camps or through the establishment of an appropriate infrastructure, such as setting up separate sanitary facilities in refugee camps in order to prevent attacks on women and girls. (AA, BMVg, BMZ)*
- *It supports the building of suitable facilities that offer protection to women, for example women's shelters. (AA, BMZ)*
- *It supports the creation of contact points in conflict regions where the civilian population can report on the conduct of mission staff and, if necessary, file complaints. (BMI, BMVg)*
- *In addition, it supports an effective system to investigate disciplinary offences in peace operations. (BMI, BMJ, BMVg)*
- *It promotes the implementation of specific measures for male youths in order to lower the propensity for violence by learning methods of non-violent conflict management. (AA, BMZ)*
- *The Federal Government is working toward integrating a gender perspective into international efforts to curb the proliferation of small arms. Following the end of a conflict, small arms often remain available and affordable and increase the risk of both domestic and sexual violence. The Federal Government makes sure that its project work to combat illegal small arms also takes in consideration gender-specific issues, and in particular secures the involvement of women in the control of small arms. (AA)*

*Germany heads the “Group of Interested States in Practical Disarmament Measures” (GIS). This group provides a forum for exchange through project work and political measures, with the aim of supporting implementation of the United Nations’ Programme of Action on Small Arms and Light Weapons, which regularly deals with gender-specific issues. The Federal Government examines projects dealing with the control of small arms with regard to their gender-based relevance, thereby underlining the significance of this aspect.*

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<sup>7</sup> A female combatant is not meant here in the narrow sense of the term according to the Geneva Conventions, but refers instead to any female participant in an armed conflict.

- *The Federal Government is actively committed to combating crimes that can occur in intervention areas such as rape and other forms of abuse of minors as well as human trafficking for purposes of sexual exploitation, which may, for example, also be carried out by intervention forces or other international actors. In this context, a key task lies in providing awareness-building measures and appropriate training for medical staff and social workers for the special needs of those affected, while giving special attention to their traumatization. (AA, BMI, BMZ)*
- *It encourages the strengthening of concrete social, medical, psychological and legal support services for victims of rape, abuse of minors and human trafficking for purposes of sexual exploitation, also when the perpetrators are members of the intervention forces, and supports non-governmental organizations that help reintegrate these persons into social and economic life. (AA, BMFSFJ, BMZ)*

*A good example of such activities is the project supported by the Federal Government “Social integration of victims of human trafficking/supra-regional” in Bosnia and Herzegovina, Kosovo, Macedonia and Serbia. Its aim is to enable victims of human trafficking and socially vulnerable high-risk groups to profit from improved social services and programmes for age- and gender-specific target groups. The project thereby helps foster the social integration of victims of human trafficking.*

- *Since a working health service has a beneficial effect on the protection of women and girls in the event of a crisis or a conflict, the Federal Government supports partner countries in the improvement of quality, availability and accessibility of these services for women and girls. (AA, BMZ)*
- *It makes sure that education about HIV and AIDS is incorporated into the preparation and implementation of peace support activities. (AA, BMI, BMVg, BMZ)*
- *It is committed to ensuring the protection of local activists fighting for women’s rights and promoting networking between them. (AA, BMZ)*
- *It supports civil society organizations in their activities to prevent violence against women and educate the population about such violence. In this context, it also supports men’s groups that are actively fighting violence against women. (AA, BMZ)*

*The Federal Government supports the CERCAPAZ programme in Colombia, which aims at changing the stereotypical gender roles and violent forms of “machismo”. For this purpose, the programme employs a group of young men who call themselves “Los Pelaos”. This group uses various forms of communication to educate the population about violence against*

*women and to promote a new form of manhood among the younger population by questioning traditional and cultural roles, thereby helping to decrease levels of violence against women.*

## **5. Reintegration and reconstruction**

Women and men must be equally involved in the building of a democratic and just social order.

In order to overcome the maximum levels of hardship and to create provisional structures in the aftermath of a conflict, it is essential in particular that the competencies and the participation of women be quickly utilized and reinforced. By this phase of the conflict *at the latest*, humanitarian aid also plays a central role; of great significance is not only the consideration of women's special needs, but also their participation in the current decision-making process. The same applies to measures regarding reparations, reconciliation and truth-finding, as well as to those measures of development cooperation that take on an increasingly important role in the continuing post-conflict phase.

- *The Federal Government takes account of the needs and competencies of women in the humanitarian aid measures it supports, considering them to be a cross-sectoral task within the context of the so-called cluster approach to humanitarian aid coordinated by the United Nations. The needs of women are part of the assessment of humanitarian requirements. (AA, BMZ)*
- *For humanitarian aid measures, financial support by the Federal Government is tied to award procedures that ensure the equal participation of women and take into account their special interests and needs. (AA)*
- *Within the framework of its funding strategy, the Federal Government obligates project partners to take into account gender-specific needs in the supplying of relief goods, and to report on the humanitarian measures taken for the respective target group. (AA, BMZ)*
- *The Federal Government is committed to securing appropriate psychosocial support for victims of sexual violence in conflicts. (AA, BMFSFJ, BMZ)*
- *It promotes the reintegration of women who have been expelled or banished, for example after having become pregnant due to sexual violence. (AA, BMFSFJ, BMZ)*
- *It supports the reintegration of female ex-combatants<sup>8</sup> into society, in particular of minors. (AA, BMFSFJ, BMZ)*

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<sup>8</sup> Here again, the term female combatant is not meant in the narrow sense of the term according to the Geneva Conventions, but instead refers to any female participant in armed conflicts.



*In Uganda, the Federal Ministry for Economic Cooperation and Development supports the non-governmental organization “Youth Social Work Association”, which promotes the reintegration of female ex-combatants into society through economic integration and empowerment. In doing so, it applies a holistic approach that uses further training measures, social work, income-generating measures and psychosocial care to meet the needs of particularly vulnerable women.*

- *The Federal Government attaches particular significance to dealing with changes in gender roles that come about as a result of violent conflict, as well as to the shifting relations between the sexes and the resulting problem of domestic violence. (AA, BMFSFJ, BMZ)*
- *It supports women in conflict situations who are without male family members, in order to keep them from drifting into poverty or illegality. This includes supporting women in their pursuit of self-employment and land ownership. (AA, BMZ)*
- *Within the framework of development cooperation, it ensures that reconstruction measures are especially oriented to the needs of women. (AA, BMZ)*
- *The Federal Government is committed to the equal access of women to national systems of basic social protection. (AA, BMZ)*
- *The Federal Government, also during the phase of reconstruction, is committed to attaining the maximum possible participation of women in the decisions to be made on the ground, as well as a greater proportion of women in leadership positions. (AA, BMZ)*
- *It promotes appropriate forms of transitional justice such as truth and reconciliation committees and encourages dialogue between such commissions and women’s rights organizations. (AA, BMZ)*
- *Insofar as possible, it also is committed, within the framework of transitional justice, to ensuring that reparations and reconciliation take into account the needs of women and girls, and that the topic of “sexual crimes” is not ignored, but rather that these violations of the right to sexual self-determination are dealt with accordingly. (AA, BMFSFJ, BMJ, BMZ)*
- *In post-conflict areas, it also supports the reconstruction of institutions of the judiciary and security sectors, while working in particular toward the appropriate investigation into injustice and violence against women in order to prevent an increase and an escalation of violence and discrimination against women. (AA, BMFSFJ, BMI, BMJ, BMZ)*

- *It promotes awareness-building measures and supports the training of staff of government institutions in conflict countries (in particular staff working in the judiciary and security sectors) with regard to women's rights and gender-based violence, as well as the special requirements of women in post-conflict societies. (AA, BMFSFJ, BMZ)*

## **6. Criminal Prosecution**

Effective criminal prosecution during and after conflicts not only makes a decisive contribution toward strengthening the rule of law, it can also help cement long-term peace. Women benefit to a particular degree from the expansion of international penal jurisdiction in and after conflicts, which is something the Federal Government has been actively supporting for years.

- *The Federal Government supports the prosecution of violent offences against women in conflicts, as well as the organization of an adequate witness protection programme, and encourages the psychological support of witnesses in preparation for court proceedings. (AA)*

*The pre-deployment courses offered by the ZIF for operations abroad in the area of establishing and supporting the rule of law place particular emphasis on the prosecution of sexual crimes and on measures for raising awareness of gender-based violence.*

- *The Federal Republic of Germany is committed to the universality and integrity of the Rome Statute of the International Criminal Court, it advocates the signing of the statute around the world and provides support for its ratification. (AA, BMJ)*
- *It is active internationally in promoting an effective implementation of the decisions made by the Kampala Review Conference of the Rome Statute of the International Criminal Court (ICC) and creates, the prerequisites for adapting national criminal law accordingly, when this seems appropriate with respect to the principle of complementarity. (AA, BMJ)*
- *With regard to the assignment of legal staff within the framework of international prosecution and jurisprudence, it makes sure that staff are sufficiently aware of gender-specific issues. (AA, BMJ)*

*Crimes committed in violation of international law against sexual self-determination and physical integrity are subject to punishment in Germany under the Code of Crimes Against International Law (CCAIL) as crimes against humanity (Sec. 7 CCAIL) or as war crimes (Sec. 8 CCAIL). Although the crimes are described in gender-neutral terms, women and children in particular benefit from this legal protection.*

*Criminal offences falling under the Code of Crimes Against International Law can also be subject to criminal prosecution in Germany even if they have been committed abroad and have no domestic reference. The prosecution lies in the jurisdiction of the Public Prosecutor General at the Federal Court of Justice. This highlights the significance of the objectives pursued with the CCAIL. The Federal Government is therefore optimistic that the prerequisites exist for an effective criminal prosecution of those responsible for crimes against humanity and war crimes, and expressly also such crimes as are committed in conjunction with sexual violence and other forms of violence against women and girls.*

- *The Federal Government promotes the education of women concerning their rights, as well as concerning their access to justice. (AA, BMFSFJ, BMJ, BMZ)*
- *It supports government and local authorities in the investigation and prosecution of cases of gender-based violence. (AA, BMZ)*
- *It supports legal reforms with the aim of recognizing rape and other forms of gender-based violence as criminal offences. (AA, BMFSFJ, BMJ, BMZ)*
- *It offers foreign judicial authorities legal assistance in criminal cases involving sexual violence or other forms of violence against women and girls, as well as in criminal cases before international courts of justice against those responsible for genocide, crimes against humanity and war crimes. (AA, BMJ)*

*Within the framework of Germany's cooperation with the African Court on Human and People's Rights (AfCHPR), the Federal Government promotes the appointment of women as prosecutors and judges. It is working toward ensuring that investigations on the ground are carried out by staff trained in gender-specific questions – preferably by female staff.*

- *The Federal Government is working toward ensuring that women and girls, as victims and witnesses to gender-based violence, enjoy sufficient protection in the respective court proceedings. For this purpose, it supports women's organizations on the ground that organize witness protection programmes. (AA)*

*The “Council of Europe Convention on preventing and combating violence against women and domestic violence”, adopted on 11 May 2011 with the active participation of the Federal Government, stipulates an end to impunity for those responsible for violence against women and domestic violence, and provides for comprehensive assistance and support for the victims of such violence. It makes clear that there must be protection against gender-based violence and against the impunity of the perpetrators, even in the case of conflicts. Germany signed the convention on 11 May 2011. The Federal Government is currently preparing for the convention’s ratification.*

- *The Federal Government is actively engaged in the fight against corruption in criminal proceedings; this applies to cases of corruption both by and in favour of beneficiaries. (AA, BMI, BMJ, BMZ)*

#### **IV. Principles of implementation**

**Jurisdiction:** In the year 2009, the ministries in Germany that are involved in the implementation of Resolution 1325 in its various action areas, namely the Federal Foreign Office (AA), the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ), the Federal Ministry of the Interior (BMI), the Federal Ministry of Justice (BMJ), the Federal Ministry of Defence (BMVg) and the Federal Ministry for Economic Cooperation and Development (BMZ), established an interministerial working group to coordinate German policy regarding the implementation of Resolution 1325. This working group drafted the present Action Plan in consultation with civil society stakeholders. The implementation of the Action Plan is the responsibility of the Federal Government.

**Resources:** The implementation of Security Council Resolution 1325 and its follow-up resolutions is of great significance to the Federal Government. The ministries working together in the interministerial working group toward the implementation of the resolutions, when employing the funds at their disposal, take into consideration the measures detailed in the National Action Plan.

**Networking:** In its activities toward the implementation of the United Nations Security Council Resolutions on women, peace and security, the Federal Government places great emphasis on the specific perspective and experiences of actors at implementation level, as well as of partner organizations on the ground. In addition to a close networking with civil

society, the Federal Government places particular emphasis on an optimal coordination of activities at international level. For example, in order to avoid redundancies, it supports an efficient coordination of measures between the respective states active on the ground, international organizations and non-governmental organizations.

*Germany is a member of the informal group “Friends of 1325” and the group of friends on “Children and armed conflicts” at the United Nations in New York, and has supported numerous studies of the Policy Evaluation and Training Division of the Department of Peacekeeping Operations (DPKO) in the United Nations Secretariat on the topic “Mainstreaming a Gender Perspective in Multidimensional Peace Operations”.*

**UN Women:** Of particular importance is the organization UN Women, established by the United Nations in 2010 to support the interests of women and girls, and especially the organization’s action plan that extends across the United Nations system. The Federal Government provides financial support for UN Women and supports the entity in its normative and operative work. At national level, the Federal Government supports and promotes the work of the UN Women national committee, Nationales Komitee Deutschland e. V.

**Civil society:** Resolution 1325 emphasizes the importance of civil society in the implementation of the resolution’s targets. The Federal Government shares this view. It repeatedly puts the contents of Resolution 1325 at the centre of dialogue events in various forums involving civil society actors, in particular women’s organizations. These events include the conference series of the Federal Foreign Office’s “Forum on Global Issues” or the discussion group organized by the Federal Ministry for Economic Cooperation and Development on “Women in Armed Conflict”. In conjunction with international conferences and committee meetings, such as the annual meeting of the United Nations Commission on the Status of Women, an exchange of information and opinions between government representatives and civil society stakeholders takes place, which is to be expanded, also with regard to incorporating the contents of Resolution 1325.

The interministerial working group on the implementation of Resolution 1325 will in the future invite representatives of civil society organizations working on this topic to an annual meeting. In this meeting, participants will share information regarding the status of the Action Plan’s implementation and discuss proposals for its further development.

**Evaluation:** The Federal Government will continually review the targets and measures envisaged in this Action Plan and report to the German Bundestag on its implementation at the end of the respective validity periods. The corresponding report replaces the previous report to the German Bundestag on the implementation of Resolution 1325, which was compiled every three years, but which will be compiled for the last time in its old form at the end of 2013.

## Annex

### Indicators for the comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security

The EU comprehensive approach on the implementation of UNSCR 1325 and 1820 on women, peace and security (doc. 15671/1/08 REV 1) includes a commitment to develop, on the basis of the “Beijing+15” indicators elaborated in 2008, “indicators for progress regarding the protection and empowerment of women in conflict settings and in post-conflict situations”. The comprehensive approach also commits to include “women, peace and security considerations” in different existing reporting mechanisms. In line with the operational conclusions from the COHOM meeting of 12-13 April 2010, the informal EU “Women, Peace and Security Task Force” has prepared a draft set of indicators that are listed below.

#### **Indicators**

##### *A. Action at country and regional level*

- 1. Number of partner countries with whom the EU is engaged in supporting actions on furthering women, peace and security and/or the development and implementation of national action plans or other national policies to implement the UNSC resolutions on women, peace and security**
- 2. Modalities and EU tools, including financial instruments, that the EU has used to support women, peace and security in its partner countries**
- 3. Number of regional level dialogues that include specific attention to women, peace and security in outcome documents, conclusions and targets**
- 4. Number of EU’s partner countries in which work on women, peace and security is coordinated between EU partners and/or with other donors, and type of coordination**

##### *B. Integrating WPS into EU priority sectors*

- 5. Number of projects or programmes in specific sectors – notably SSR, DDR, human rights, civil society, health and education, humanitarian aid and development cooperation – implemented in fragile, conflict or**

post-conflict countries<sup>9</sup> that significantly contribute to gender equality and women's empowerment or have gender equality as their principal purpose; total amount of this funding and its percentage of cooperation programmes in the respective country

**C. *Political support and cooperation with other international actors***

- 6. Number of national action plans or other strategic, national level documents or reporting procedures in EU member states**
- 7. Number and type of joint initiatives and joint programmes at global, regional and national levels with the UN and other organizations such as NATO, OSCE and the African Union or the World Bank and other international financial institutions (IFI) on women, peace and security**

**D. *Women's participation***

- 8. Number and percentage of women mediators and negotiators and women's civil society groups in formal or informal peace negotiations supported by the EU**
- 9. EU activities in support of women's participation in peace negotiations**
- 10. Number and type of meetings of EU Delegations, EU member states' embassies and CSDP missions with women's groups and/or non-governmental organizations dealing with women, peace and security issues**
- 11. Proportion of women and men among heads of diplomatic missions and EC delegations, staff participating in UN peacekeeping operations and CSDP missions at all levels, including military and police staff**

**E. *Common Security and Defence Policy (CSDP)***

- 12. Proportion of men and women trained specifically in gender equality among diplomatic staff, civilian and military staff employed by the member states and Community institutions and military and police staff participating in UN peacekeeping operations and CSDP missions**

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<sup>9</sup> taking into consideration, in particular, the list of countries used by the OECD Development Assistance Committee's international network on conflict and fragility (OECD DAC INCAF)



13. **Number and percentage of CSDP missions and operations with mandates and planning documents that include clear references to gender/women, peace and security issues and that actually report on this**
14. **Number and percentage of CSDP missions and operations with gender advisors or focal points**
15. **Number of cases of sexual abuse or exploitation by CSDP staff investigated and acted upon**
16. **Percentage of EUSR's activity reports that include specific information on women, peace and security**

***F. International protection***

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