

# Women, Peace and Security

Switzerland's Fourth National  
Action Plan to Implement UN  
Security Council Resolution 1325  
(2018 – 2022)

"Mali needs peace  
and security for its  
reconstruction and for  
the prosperity of its  
people, and I want to  
be part of this."

Fatoumata Yah Keita, a participant in the  
peace circles project in Mali.



Schweizerische Eidgenossenschaft  
Confédération suisse  
Confederazione Svizzera  
Confederaziun svizra

Federal Department of Foreign Affairs FDFA

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## Peace circles in Mali

Since 2015 Switzerland has supported the peace circles project in Mali run by the organisation ‘Women in Law and Development in Africa’ (WILDAF). The aim of the project is to encourage and enable women to play an active role in the country’s peace and reconciliation process.

The project started out by setting up ‘peace circles’, where women from all over the country – irrespective of status, origin, religion or politics – come together to discuss the future of Mali. They also receive training in mediation and reconciliation, for which they earn a recognised certificate.

The women are now also involved in spreading awareness and understanding of the peace agreement among the general public. As part of their work, they go out and visit communities throughout the country and explain the content of the agreement. They discuss it with the communities using a summarised version that has been translated into several of Mali’s languages. Here they make direct use of the knowledge acquired in the project to work towards national reconciliation and social cohesion.

# Foreword

The unanimous adoption by the UN Security Council of Resolution 1325 on Women, Peace and Security (UNSCR 1325) in the year 2000 was a historic turning point. It was the first time the Security Council passed a resolution on the role of women in war, conflict and peacebuilding, underscoring their risk of becoming victims of armed conflict and especially their potential as actors in peace processes. With this resolution, security was no longer seen in exclusively military terms, but also from the point of view of the individual.

Years of persistent lobbying work by civil society organisations and peace activists paved the way for UNSCR 1325. But it was by no means only women who campaigned to have the resolution adopted. The campaign gained much traction thanks to the efforts of male government representatives, especially from the countries of the Global South.

Eighteen years on, the demands made in UNSCR 1325 have yet to be fulfilled: sexual violence against women and girls, but also against men and boys, remains widespread, particularly in war contexts. When an armed conflict is over, it is usually men who negotiate peace conditions, although studies have shown that peace agreements are more sustainable when women participate in the negotiations. Women are greatly under-represented in security policy-making, even though it has been well established that mixed teams achieve better results.

Consequently, UNSCR 1325 and its seven follow-up resolutions are still crucially important for Switzerland. First, because peace, security and the promotion of gender equality are central pillars of our foreign policy. Second, because these pillars reinforce one another: the more gender equality there is in a given society, the more peaceful it is. And third, because Switzerland always benefits from contributions to global peace and security.

In this document, Switzerland presents its Fourth National Action Plan 1325 (NAP 1325). It is the product of close cooperation between civil society, political decision-makers and four Federal Administration departments. This partnership enables us to use synergies and strengthen ties between our peace work on the ground, political decision makers in Switzerland and the Swiss public. Since the first version was adopted in 2007, NAP 1325 has furthered a constructive interaction between foreign and domestic policy. NAP 1325 was also visionary in this respect. This interaction has also been applied to other areas, including counter-terrorism.

Finally, don't be misled by the title 'Women, Peace and Security'. NAP 1325 is also addressed to men.

With this in mind, I wish all of us every success in implementing the National Action Plan.



**Pascale Baeriswyl**, State Secretary  
Federal Department of Foreign Affairs



# Introduction

In 2000, the UN Security Council passed Resolution 1325 (UNSCR 1325), endorsing demands which activists and peace organisations had been making for decades. UNSCR 1325 stresses the importance of equal participation by women and men in the prevention of violent conflicts, peace processes and the reconstruction of state structures. It also calls for the comprehensive protection of women and girls, who are particularly affected by sexual and gender-based violence<sup>1</sup> in conflicts. Seven further resolutions have been passed to date complementing the Women, Peace and Security Agenda.<sup>2</sup>

In 2007, Switzerland adopted its first National Action Plan on Women, Peace and Security (NAP 1325). Since then, Switzerland has passed three national action plans.<sup>3</sup> The report on the final implementation phase (2015–16) provides an overview of the comprehensive measures Switzerland has taken to promote gender equality in the context of peace and security.<sup>4</sup> The report and its findings were discussed with the two parliamentary foreign affairs committees and served as the basis for the fourth version of NAP 1325.

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1 The current NAP 1325 defines 'sexual and gender-based violence' as violence committed against a person because of their gender and as a result of unequal power relations between men and women. Examples of sexual or gender-based violence include sexual exploitation or abuse, sexual assault, rape, female genital mutilation, child and forced marriage and other harmful traditional practices, trafficking in women and forced prostitution. Gender-based violence can be directed against women, men, boys and girls, but women and girls are disproportionately affected. For a precise definition, see the UN General Assembly Declaration on the Elimination of Violence against Women (1993); CEDAW General Recommendations nos. 19 and 35; and Art. 3 of the Council of Europe Convention for the Prevention and Suppression of Violence against Women and Domestic Violence.

2 UNSCR 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), 2242 (2015)

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3 The terms of the previous three action plans were: 2007–09, 2010–12, 2013–16

4 Report on implementation of the National Action Plan on Women, Peace and Security (2015–16)

# Developments since the Third National Action Plan 1325 (2013–16)

Switzerland helped to fund a **global UN study** marking the 15th anniversary of UNSCR 1325 which showed where implementation had been successful and where further action was needed.<sup>5</sup>

Since the Third National Action Plan was launched in 2013, the UN Security Council has adopted **Resolution 2242**, which Switzerland has also endorsed. This resolution calls for greater participation by women in the prevention of violent extremism.

In 2015, the international community adopted the **2030 Agenda for Sustainable Development**. Two of its 17 Sustainable Development Goals are particularly relevant to National Action Plan 1325: SDG 5 (achieve gender equality and empower all women and girls) and SDG 16 (promote peaceful and inclusive societies). In line with the 2030 Agenda, the **Dispatch on Switzerland's International Cooperation 2017–2020** gives consideration to gender equality across all areas and formulates a stand-alone goal for gender equality and the strengthening of women's rights. In fragile contexts and post-conflict situations in particular, the political and economic empowerment of women is an essential prerequisite for sustainable recovery and economic development.

The **Committee on the Elimination of Discrimination against Women** (CEDAW Committee) made three recommendations to Switzerland in 2016 relating to women, peace and security which have been integrated into the present National Action Plan:

1. Women should be involved in conflict resolution negotiations and mediation, including at the highest level.
2. Strategies to prevent violent extremism and combat terrorism should have a clear gender perspective.
3. The illicit trafficking in and misuse of small arms should be monitored and controlled, in particular in light of its negative impact on women and girls.

Since 2017, the Federal Department of Foreign Affairs (FDFA) has had a **strategy on gender equality and women's rights** (FDFA Gender Strategy) which includes a pillar on peace and security. The present National Action Plan is part of this strategy. The other pillars of the FDFA Gender Strategy – enhancing women's economic empowerment and political participation, combating all forms of gender-based violence and promoting sexual and reproductive health and rights – are also key prerequisites for the implementation of UNSCR 1325.<sup>6</sup>

Furthermore, since 2013 Switzerland has adopted a series of strategies with a link to women, peace and security (Table 1). To avoid duplication, the current National Action Plan contains references to these strategies. The **Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention)**, which entered into force in Switzerland on 1 April 2018, is particularly relevant in this respect.<sup>7</sup>

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5 UN WOMEN. Global Study on the Implementation of United Nations Security Council resolution 1325. New York: 2015

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6 Unlike previous versions, the 4th NAP 1325 does not assess the effectiveness of equal opportunity measures at institutional level, an aspect that is included in the FDFA Gender Strategy.

7 An Interdepartmental Working Group (IDWG) headed by the Federal Office for Gender Equality is responsible for implementing the Istanbul Convention.



## Table 1: National strategies relating to women, peace and security

- FDFA Strategy on Gender Equality and Women's Rights (2017)
- Foreign Policy Strategy (2016–19)
- Humanitarian Demining Strategy (2016–19)
- Switzerland's Health Foreign Policy
- Foreign Policy Action Plan on Preventing Violent Extremism (2016)
- National Action Plan to Fight Human Trafficking (2017–20)
- FDFA Human Rights Strategy (2016–19)
- Switzerland's Strategy for the International Fight Against the Illicit Trade in and Misuse of Small Arms and Light Weapons (2017–20).
- Strategy on the Protection of Civilians in Armed Conflicts
- Strategy on Dealing with the Past and the Prevention of Atrocities (2017–20)
- Guidelines on the Protection of Human Rights Defenders

"Apart from a better education and more job opportunities, we – the young people of Mali – also need specific skills to play an active part in the positive changes happening around us. That's why I'm involved in the project."

Fady Traoré, a former participant and currently a facilitator in the peace circles project in Mali.



# 4<sup>th</sup> National Action Plan 1325

The Fourth National Action Plan is based on recommendations made during the last implementation phase, findings from the civil society alternative report<sup>8</sup> and exchanges with other states. It was drawn up by the Interdepartmental Working Group (IDWG 1325)<sup>9</sup> in consultation with Swiss representations abroad, Swiss civil society and partner organisations. Following its adoption by the Peace Core Group, the Fourth National Action Plan was submitted to the Federal Council for information.

## Recommendations from the Implementation Report (2015–16) and the '1325 Reloaded' civil society alternative report

1. Plan fewer but more concrete measures.
2. Simplify reporting by means of clear quantitative or qualitative indicators.
3. Continue to plan activities on the basis of gender-sensitive context analyses.
4. Include representations abroad and civil society in the consultation and implementation process.
5. Where possible establish a link to domestic aspects.
6. Ensure complementarity with existing national programmes and policies.
7. Link CEDAW to the National Action Plan and to the reporting.
8. Strengthen objectives and activities in the field of security policy.
9. Take economic empowerment into consideration as a prerequisite for participation.
10. Step up efforts to prevent sexual exploitation and abuse in international deployments.
11. Place greater focus on the prevention of extremism.

## Thematic priorities of the 4<sup>th</sup> NAP 1325:

1. Effective involvement of women in conflict prevention
2. Women's participation in and influence on conflict resolution and peace processes
3. Protection against sexual and gender-based violence in conflict, refugee and migration contexts
4. Women's participation in peace missions and security policy
5. Multi- and bilateral commitment by Switzerland to women, peace and security

## Working approaches of the 4<sup>th</sup> NAP 1325:

**Civil society is a competent partner:** Civil society was and remains an important partner for the development and evaluation of Switzerland's NAP 1325. For the 4th NAP 1325, Swiss civil society is for the first time involved in the implementation of NAP 1325. This partnership helps to establish strong links with civil society organisations in partner countries and to enhance communication with the general public and political decision makers in Switzerland on the subject of women, peace and security.

**Give consideration to local structures through conflict and gender analysis:** A systematic conflict and gender analysis helps us to understand and build on local conditions and the perspectives of different population groups. To do justice to the complex reality of conflict and post-conflict regions in particular, it is crucial to understand the local history and the interests of the various stakeholders.

**Linkage with the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW):** CEDAW provides the international legal framework for the protection and promotion of women's rights and is the basis of UNSCR 1325. Switzerland has been a state party to the Convention since 1997 and is therefore required to submit a report to the CEDAW Committee every four years. 'General Recommendation no. 30 on Women in Conflict Prevention, Conflict and Post-conflict Situations' extends the application of the Convention to conflict prevention, conflict and post-conflict situations. Since General Recommendation no. 30 was issued, the CEDAW review mechanism and UNSCR 1325 have been explicitly linked. The CEDAW Commit-

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8 Women, Peace, Security – reloaded. Civil Society Alternative Report on the National Action Plan 1325 as seen from the Gender Perspective. Impulses and Inputs for Actors in Politics, Administration and Civil Society. Bern, 2016.

9 Members of the IDWG 1325 are representatives of the services responsible in the following four departments: the Department of Foreign Affairs (FDFA), the Federal Department of Defence, Civil Protection and Sport (DDPS), the Federal Department of Home Affairs (FDHA) and the Federal Department of Justice and Police (FDJP).

tee's recommendations to Switzerland on the theme of women, peace and security are for the first time being implemented as part of NAP 1325.

**Women have a wide range of identities and roles:** Women are not a homogeneous group. They are members of particular political parties or social groups, some serve in uniform, and others are displaced. Women and girls play important roles in securing peace and security, and are themselves also affected by violence. They are not particularly vulnerable per se but often find themselves in precarious situations during conflict and displacement. Some women are doubly and triply disadvantaged because they belong to an ethnic minority or a lower social class. This fact should also be taken into account.

**Getting men involved in work on women, peace and security:** Men can also find themselves in precarious situations when they join an armed group because of social expectations or are unable to obtain help after being subjected to sexual violence. That is why the Women, Peace and Security Agenda is not just about women. It concerns all of society. Providing help for men and boys who are victims of sexual violence in conflict situations and working with men who have become perpetrators are essential to breaking the cycle of violence.



“Joining the peace circles helped me to find inner peace and to become more aware of the situation, so now I am actively helping to bring positive change in my community.”

Makory Idbalmass, a participant in the peace circles project in Mali



# Thematic priorities

## 1 Effective involvement of women in conflict prevention

In light of its own historical experience, Switzerland is convinced that promoting political processes that allow all population groups to participate is an effective means of preventing violent conflict. A certain level of economic security is a prerequisite for participation in political and peace processes. During armed conflicts, economic insecurity is often an insurmountable obstacle, especially for women who are legally barred from owning land and are busy looking after children and doing household work. What measures can be taken to ensure the economic empowerment of women should be examined in selected contexts.

Switzerland is working to ensure that the causes of violent extremism are carefully examined and addressed. It is doing so on the basis of Resolution 2242, which calls for women's inclusion in efforts to prevent violent extremism. It is essential to recognise the different roles played by women as actors in prevention efforts and as participants in or victims of extremist violence, and to coordinate efforts accordingly.

Women human rights defenders often put their lives on the line to fight for social justice. Their stories deserve to be told. Wherever possible, they should also receive diplomatic protection and logistical support.

## 2 Women's participation in and influence on conflict resolution and peace processes

The demand for women's equal participation in peace negotiations is based on the normative legal framework to combat discrimination, the CEDAW. Furthermore, studies have shown that peace processes that take the concerns of all population groups into consideration lead to more stable and lasting peace. This raises the question of how peace processes – which are frequently complex, lengthy and politically sensitive – can take due account of a diverse range of social interests. One of the goals of NAP 1325 is to examine where and how women's participation in and influence on peace processes can be strengthened at all levels, whether through contributions by local civil society organisations or through women's participation in high-level negotiation teams.

Switzerland seeks to ensure equal opportunities in education and training and gender-sensitive transfer of knowledge for mediators. Targeted efforts should be made to promote Swiss women engaged in mediation activities.

Discussions in Dar es Salaam on the implementation of UN Resolution 1325 and its impact on the daily lives, protection, rights and political participation of women. Organised by UNAMID, the joint African Union–UN peace mission, and the North Darfur women's organisation. November 2011.  
© Albert Gonzalez Farran/ UNAMID



### 3 Protection against sexual and gender-based violence in conflict, refugee and migration contexts

Sexual and gender-based violence – including rape and sexual abuse – remains widespread and is systematically inflicted on individuals to assert power and authority. Belligerent parties use sexual violence against and the torture and humiliation of women and girls, as well as men and boys, as tactics of war.

Switzerland intends to offer people affected by sexual and gender-based violence protection and at the same time ensure effective criminal prosecution of perpetrators. Meeting the protection needs of victims in criminal proceedings and while they give witness statements and testify in court is a priority in this context. Preventing such violence requires identifying institutions and groups that promote violence and the abuse of power. Breaking the cycle of violence also requires working with everyone who is affected by and involved in violence, including the perpetrators.

Cases of sexual exploitation and abuse by military personnel in peacekeeping operations or in the context of international humanitarian or civilian missions must be condemned with particular vehemence. Such abuses exploit the unequal balance of power between personnel deployed to carry out humanitarian or civilian missions and the local population. Switzerland advocates zero tolerance for sexual violence and is establishing the legal and personnel framework necessary to prevent and effectively prosecute cases of sexual violence. To this end, the training of deployed personnel is being reviewed, rules of conduct are being revised and steps are consistently being taken to ensure compliance.

### 4 Women's participation in peace missions and security policy

Women hold positions of responsibility in the armed forces and the police and help frame and carry out security policy. But they are a minority compared with men in these sectors, often work in marginalised domains and have to contend with gender stereotypes and traditional power structures. Women who are interested in working in defence and security policy-related areas should be supported and encouraged. Switzerland supports a training programme of the Organization for Security and Co-operation in Europe (OSCE) on disarmament and arms control which is targeted at young women and has attracted considerable interest.

Equitable participation by women and men in the armed forces and the police makes it possible to adopt more wide-ranging defence and security measures. Women are often well placed to approach local people – particularly other women and children, but also men who have suffered violence. At the same time, understanding the different roles and perspectives of local women and men puts peacebuilding efforts on a more solid foundation. For example, to obtain important information about the location of various minefields in a given locality, it is often not enough to ask the members of the local village council (who are usually men) but also the women at the local market. Peace and security personnel should be prepared accordingly for missions abroad.

Switzerland continues to support security-sector reforms that take account of different security needs, such as protection against gang violence, domestic violence or human trafficking.



Members of a liaison and monitoring team (LMT) from the Swiss Armed Forces on patrol in Prizren, Kosovo.  
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## 5 Multi- and bilateral commitment by Switzerland to women, peace and security

At the multilateral level, Switzerland is working to link the National Action Plan on Women, Peace and Security with the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). It is active in international networks like the Women, Peace and Security National Focal Points Network and Group of Friends of 1325 in New York and Geneva. It helps to ensure better use of synergies in International Geneva and also between New York and Geneva. Through its network of representations, Switzerland is engaged in multi-lateral dialogue, where it draws on its experience in implementing National Action Plan 1325 via its missions to the UN and other international organisations in Geneva, at UN headquarters in New York, the UN and OSCE offices in Vienna, NATO headquarters in Brussels and the headquarters of the African Union in Addis Ababa.

Switzerland also discusses the topic of women, peace and security bilaterally with partner countries, for example during political and human rights dialogues. It has also established thematic partnerships with other countries in preparation for a peer review of NAP 1325.

High-level Review  
on Resolution 1325  
within the UN Security  
Council. October 2015.  
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Brown



# Implementation, reporting and evaluation

The Interdepartmental Working Group 1325 (IDWG 1325), headed by the FDFA's Human Security Division, is responsible for implementing the measures during the 2018–22 period. Civil society is involved in the implementation of NAP 1325 through a specific project which aims among other things to raise awareness among policy-makers and the public.

Each organisational unit is responsible for implementing the activities assigned to it, allocating a budget for the activities and submitting year-end reports. The IDWG meets at least twice a year to review implementation, exchange knowledge and if necessary adapt the NAP. Under the joint leadership of the United Nations and International Organisations Division (UNIOD) and the Human Security Division (HSD), a brief annual report is drawn up setting out the most important successes and difficulties in implementing the NAP. This annual report provides input for the UN Secretary-General's report and, where relevant, for the country report to the CEDAW. An external evaluation of the NAP is carried out as part of a peer-review process.

The implementation table below details the measures taken for the five thematic areas. The sub-goals, activities and qualitative and quantitative indicators ensure transparent reporting. The table also includes references to basic international documents, national strategies and other indicators commonly used internationally.

The authors of the NAP are aware of the complexity and multidimensional nature of peace policy: whether the set goals are achieved or not depends on a multiplicity of factors besides Switzerland's efforts. NAP 1325 therefore stresses the importance of appropriate communication about the successes achieved and difficulties encountered and also strives to clarify and expand on specific aspects of the NAP during its implementation. It is therefore a living document. Because Switzerland considers it particularly important to ensure that the NAP is developed, implemented and evaluated in a participatory process, it encourages exchanges with local organisations, civil society and its network of Swiss representations abroad.



# Goal 1

# Effective involvement of women in conflict prevention

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## Sub-goal 1

**Civil society participation is recognised and reinforced as an important contribution to conflict prevention and transformation.**

### Measures

- › Identify local civil society initiatives on the basis of conflict and gender analyses.
- › Support women’s organisations and local civil society initiatives in post-conflict contexts, e.g. to implement peace agreements, conduct constitutional reforms and elections, and monitor security institutions.

### Reporting indicators

- › Concrete examples of the effective participation of local women in political decision-making processes, especially in fragile contexts.

### Responsibility<sup>9</sup>

FDFA  
Civil society (CS)<sup>10</sup>

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## Sub-goal 2

**The political and economic situation allows women to participate in political and peace processes.**

### Measures

- › Collect and evaluate experiences: political and socio-economic conditions for effective participation of women in political processes in conflict and post-conflict contexts, with a focus on care work.

### Reporting indicators

- › Recommendations on context-specific socio-economic empowerment of women as a prerequisite for their participation in political processes.

### Responsibility

CS  
FDFA

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## Sub-goal 3

**The rights, needs and different roles of women in efforts to prevent violent extremism and to address terrorism are taken into account, with linkage to local initiatives.**

### Measures

- › Collect and evaluate experiences: opportunities and risks stemming from the different roles played by women in preventing violent extremism and dealing with terrorism.
- › Integrate gender-sensitive strategies and aspects in dealing with violent extremism and terrorism.
- › Strengthen and consult with women’s networks and women actors whose context-specific knowledge contributes to the prevention of violent extremism, e.g. the International Civil Society Action Network (ICAN).

### Reporting indicators

- › Measures to address violent extremism and terrorism which take account of the rights, needs and roles of women ('do no harm').
- › Concrete examples of cooperation with local and regional initiatives which specifically contribute to the gender-sensitive prevention of violent extremism.

### Responsibility

FDFA  
FDHA  
CS

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<sup>9</sup> Members of the IDWG 1325 such as the Department of Foreign Affairs (FDFA), the Federal Department of Defence, Civil Protection and Sport (DDPS), the Federal Department of Home Affairs (FDHA) and the Federal Department of Justice and Police (FDJP) as well as Civil Society (CS).

<sup>10</sup> Civil society (CS) is explicitly identified as an actor in the sub-goals for which it has primary responsibility in the project to implement the 4th NAP 1325. CS also contributes to the achievement of numerous other sub-goals without being explicitly identified as an actor.

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#### Sub-goal 4

**Efforts to prevent serious violations of human rights and international humanitarian law<sup>11</sup> are gender-sensitive and systematically ensure the equal participation of women and men.**

Measures	Reporting indicators	Responsibility
› Promote the systematic consideration of a gender perspective in political and operational-level efforts to prevent serious violations of human rights and international humanitarian law (e.g. as part of the Global Action Against Mass Atrocity Crimes).	› National prevention policy and structures established or further developed with Swiss support are gender-sensitive.	FDFA

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#### Sub-goal 5

**Former child soldiers are integrated into society through gender-sensitive measures.**

Measures	Reporting indicators	Responsibility
› Support measures to reintegrate and rehabilitate former child soldiers, taking their specific needs into account.	› Programmes to reintegrate and rehabilitate former child soldiers, systematically taking their specific needs into account.	FDFA

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#### Sub-goal 6

**The precarious situation of human rights defenders is explicitly recognised and their work is protected.**

Measures	Reporting indicators	Responsibility
› Disseminate and implement the Swiss Guidelines on the Protection of Human Rights Defenders and develop gender-sensitive measures to protect human rights defenders. › Identify human rights defenders who can serve as role models.	› Systematic inclusion of the Swiss Guidelines on the Protection of Human Rights Defenders in pre-deployment briefings and in the activities of the representations abroad. › Stories of human rights defenders supported by Switzerland.	FDFA

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#### References and other indicators<sup>12</sup>

##### International references:

UNSCR 1325  
UNSCR 2242<sup>1</sup>  
CEDAW recommendations 17b) , 33

##### National strategies:

Switzerland's Foreign Policy Action Plan on Preventing Violent Extremism  
Swiss Guidelines on the Protection of Human Rights Defenders  
Swiss Strategy on Dealing with the Past and the Prevention of Atrocities (2017–20)  
Strategy on the Protection of Civilians in Armed Conflicts

##### International indicators:

UN: 12, 23, 25(a)  
NATO: 13  
SDG: 5.5.1, 5.5.2, 16.7.2, 16.9.1

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<sup>11</sup> These include the prevention of atrocities (genocide, crimes against humanity, ethnic cleansing and war crimes).

<sup>12</sup> For comparison with international impact measurements, see the following reference frameworks: (1) Report of the UN Secretary-General on Women, Peace and Security (2010); (2) EU Indicators for the Comprehensive Approach to EU Implementation of 1325 and 1820 (2010); (3) NATO Action Plan on Women, Peace and Security; (4) 2030 Agenda for Sustainable Development (Sustainable Development Goals 5 and 16).

## Goal 2

# Women's participation in and influence on conflict resolution and peace processes

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### Sub-goal 1

**Women and men are equally represented in negotiation delegations and mediation teams.**

<b>Measures</b>	<b>Reporting indicators</b>	<b>Responsibility</b>
<ul style="list-style-type: none"><li>› Promote women's participation in negotiation teams at multilateral level and where possible in negotiation teams in conflict situations.</li><li>› Promote networking opportunities for Swiss women mediators and initiatives to identify potential deployment of Swiss women mediators, including in conflict situations.</li><li>› Provide practising mediators with knowledge of gender issues and with diplomatic, technical and negotiation skills, specifically through the Peace Mediation Course and the Master of Advanced Studies ETH Mediation in Peace Processes.</li></ul>	<ul style="list-style-type: none"><li>› Number of women and men involved in peace and mediation processes supported by Switzerland.</li><li>› Number of women and men participating in negotiation delegations and mediation teams or receiving appropriate training.</li></ul>	FDFA

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### Sub-goal 2

**Inclusive, gender-sensitive mediation processes enable the perspectives of all actors involved to be included.**

<b>Measures</b>	<b>Reporting indicators</b>	<b>Responsibility</b>
<ul style="list-style-type: none"><li>› Raise key persons' awareness of the advantages and effectiveness of inclusive teams in mediation processes.</li><li>› Develop, implement and evaluate training modules on gender in mediation.</li><li>› Briefings and debriefings for practising mediators on gender-relevant issues in mediation.</li></ul>	<ul style="list-style-type: none"><li>› Number of contacts with key persons to raise awareness of inclusive mediation processes.</li><li>› Thanks to training and briefings, Swiss mediators feel prepared to tackle gender-relevant issues in mediation and are able to apply acquired knowledge.</li></ul>	FDFA

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### Sub-goal 3

#### Civil society contributions are incorporated into preparation and content of peace negotiations and taken into account in outcome document.

Measures	Reporting indicators	Responsibility
<ul style="list-style-type: none"><li>› Support local peacebuilding initiatives, especially those undertaken by women's organisations, to ensure access to informal and formal peace negotiations.</li><li>› Find out reasons for insufficient inclusion of women and their concerns in peace negotiations and identify concrete opportunities for their participation.</li></ul>	<ul style="list-style-type: none"><li>› Outcome documents of peace negotiations or processes call attention to influence of civil society initiatives supported by Switzerland.</li><li>› Findings on success factors for and obstacles to the participation of women in peace processes.</li></ul>	FDFA

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### Sub-goal 4

#### Dealing with the past and reconciliation processes are gender-sensitive and take the equal participation of women and their perspectives into account.

Measures	Reporting indicators	Responsibility
<ul style="list-style-type: none"><li>› Promote the systematic consideration of a gender perspective in dealing with the past and reconciliation processes.</li></ul>	<ul style="list-style-type: none"><li>› National gender-sensitive prevention policy and structures established or further developed with Swiss support.</li><li>› Number of women and men participating in training courses or reconciliation processes supported by Switzerland.</li></ul>	FDFA

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### References and other indicators

#### International references:

UNSCR 1325

UNSCR 1889

UNSCR 2106

CEDAW recommendation 17a)

UN Secretary-General report on mediation

Guidance on Gender and Inclusive Mediation Strategies

On Gender - The Role of Norms in International Peace Mediation

#### International indicators:

UN: 8, 11 (a, b), 23, 25(a)

NATO: 13, 2.3.1

EU: 8



## Goal 3

# Protection against sexual and gender-based violence in conflict, refugee and migration contexts

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### Sub-goal 1

**Women and girls affected by sexual and gender-based violence receive medical and psychological support and access to justice.**

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#### Measures

- › Introduce measures to provide access to medical and psychological support and to promote sexual and reproductive health for women and girls affected by violence, e.g. support for the Women's Initiatives for Gender Justice in the DRC and Uganda.
- › Improve victim-centred and gender-sensitive access to justice and fair treatment for women and girls affected by sexual and gender-based violence.
- › Combat impunity, e.g. through support for truth-finding missions, prosecutions by local courts and the International Criminal Court.
- › Support international initiatives such as the Call to Action on Protection from Gender-based Violence in Emergencies and help coordinate the activities of various humanitarian actors and care services (health, nutrition, protection, education, etc.), taking the needs of the people affected into account.

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#### Reporting indicators

- › Examples of access to medical and psychological support and of victim-centred, gender-sensitive access to justice and fair treatment for women and girls affected by sexual and gender-based violence.
- › Information on the prosecution of sexual and gender-based violence cases tried by the International Criminal Court.
- › Functioning of coordination mechanisms and care services supported by Switzerland.

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#### Responsibility

FDFA

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## Sub-goal 2

### **The protection of women and girls against sexual and gender-based violence is firmly embedded in migration foreign policy and humanitarian policy.**

<b>Measures</b>	<b>Reporting indicators</b>	<b>Responsibility</b>
<ul style="list-style-type: none"><li>› In its migration foreign policy and humanitarian policy Switzerland works to ensure the protection of the rights of women and girls (e.g. in the negotiations for the Global Compact for Safe, Orderly and Regular Migration and the Global Compact on Refugees).</li><li>› Map migration and refugee flows, taking the different situations of women and men as well as girls and boys into account.</li></ul>	<ul style="list-style-type: none"><li>› Swiss contributions and initiatives in international forums, e.g. the Global Compact for Safe, Orderly and Regular Migration and the Global Compact on Refugees.</li><li>› Results of mapping of migration and refugee flows.</li></ul>	FDFA

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## Sub-goal 3

### **The situation of men and boys as victims or perpetrators of sexual violence is taken into account.**

<b>Measures</b>	<b>Reporting indicators</b>	<b>Responsibility</b>
<ul style="list-style-type: none"><li>› Involve and ensure the active participation of men and boys in targeted prevention of sexual and gender-based violence.</li><li>› Support research on and documentation of cases of men and boys who are victims of sexual violence in conflicts and promote efforts to raise awareness of this problem.</li><li>› Work with perpetrators, taking their history of violence into account.</li></ul>	<ul style="list-style-type: none"><li>› Information on the number of men or the contribution made by men in programmes to prevent violence.</li><li>› Initiatives and awareness-raising measures on the role of men as partners, victims or perpetrators.</li><li>› Information on the situation of men and boys affected by sexual violence in conflicts.</li></ul>	FDFA

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## Sub-goal 4

### **Swiss personnel on civilian and military peacebuilding missions, Swiss Humanitarian Aid missions abroad and development cooperation deployments comply with standards (zero tolerance policy) and respond appropriately to cases of sexual and gender-based violence.**

<b>Measures</b>	<b>Reporting indicators</b>	<b>Responsibility</b>
<ul style="list-style-type: none"><li>› Offer target group-oriented training modules to train and support deployed military and civilian personnel in dealing with:<ul style="list-style-type: none"><li>a) sexual and gender-based violence in conflict and displacement contexts,</li><li>b) sexual exploitation and abuse by members of peacebuilding missions,</li><li>c) sexual harassment in the workplace.</li></ul></li><li>› Develop an FDFA-wide code of conduct for employees, including mechanisms for reporting abuses and lodging complaints.</li><li>› Assume responsibility within the military chain-of-command in cases of sexual abuse and ensure that military codes of conduct and contractual documents contain instructions and references to the legal bases, ensure that reporting mechanisms exist and are known.</li><li>› Take consistent disciplinary action in cases of sexual harassment, abuse and exploitation.</li></ul>	<ul style="list-style-type: none"><li>› Swiss personnel on civilian and military peacebuilding missions and Swiss Humanitarian Aid and development cooperation staff comply with standards and respond appropriately to cases of sexual and gender-based violence in the workplace.</li><li>› Mechanisms are in place for reporting abuses and lodging complaints and are used.</li><li>› A uniform code of conduct for FDFA staff, including a minimum threshold for reporting cases, has been put in place, is well known and is observed.</li><li>› Sexual and gender-based violence is reported and consistently handled with discretion through a reporting mechanism.</li></ul>	FDFA DDPS FDHA

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### Sub-goal 5

#### Switzerland supports legal and institutional measures against sexual exploitation and abuse in conflicts and international missions.

Measures	Reporting indicators	Responsibility
<ul style="list-style-type: none"><li>› Switzerland supports the zero tolerance policy of the UN Secretary-General and the UN Department of Peacekeeping Operations (UNDPKO) and its implementation within the framework of the 'Circle of Leadership'<sup>13</sup> and the SEA Trust Fund. Clarifications on joining the SEA Compact are under way.</li><li>› Switzerland promotes secondments to international organisations which are relevant to this issue and supports the work of the Special Representative to the Secretary-General on Sexual Violence in Conflicts (SRSG-SVIC).</li><li>› Switzerland works to ensure the systematic implementation of international standards such as the Core Humanitarian Standards (CHS).</li><li>› Work with armed non-state actors to ensure compliance with international humanitarian law and the prohibition of sexual violence through Geneva Call's Deed of Commitment.</li></ul>	<ul style="list-style-type: none"><li>› Swiss contributions and initiatives in relevant UN bodies and other international organisations.</li><li>› Framework agreements and conventions on protection against sexual exploitation and abuse signed by Switzerland.</li><li>› Established collaboration with the SRSG-SVIC.</li><li>› Swiss-supported initiatives to ensure protection against sexual and gender-based violence.</li><li>› Signed Deed of Commitment and dialogue to prevent sexual violence by armed groups.</li></ul>	FDFA

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### Sub-goal 6

#### Control of the small arms trade improves the protection of women and girls.

Measures	Reporting indicators	Responsibility
<ul style="list-style-type: none"><li>› Take gender aspects and the protection of women and girls specifically into account in the implementation of Switzerland's small arms strategy.</li><li>› Support projects that explicitly address the role of women and men in efforts to control small arms.</li></ul>	<ul style="list-style-type: none"><li>› References to gender in speeches and Swiss contributions to discussions, as well as in regional conferences organised as part of the Munitions Initiative.</li><li>› Measures to implement Switzerland's small arms strategy which explicitly take gender aspects and the protection needs of women and girls into account.</li></ul>	FDFA DDPS

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### Sub-goal 7

#### The situation and needs of refugee women in Switzerland are analysed.

Measures	Reporting indicators	Responsibility
<ul style="list-style-type: none"><li>› Draw up a report on the support and housing needs of women and girls seeking asylum, including with respect to sexual and gender-based violence.</li></ul>	<ul style="list-style-type: none"><li>› Knowledge of the situation and needs of women who have sought refuge in Switzerland allows adoption of targeted measures to protect them.</li></ul>	FDJP

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13 SEA: Sexual Exploitation and Abuse in Peacekeeping Operations.

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## References and other indicators

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### International references:

UNSCR 1325

UNSCR 1820

UNSCR 2272

UNDPKO Code of Conduct

CEDAW recommendation 17c)

### National strategies:

Confederation roadmap for the implementation of the CEDAW recommendations

National Action Plan to Fight Human Trafficking (2017–20)

Strategy for the International Fight Against the Illicit Trade in and Misuse of Small Arms and Light Weapons (2017–20)

SDC Humanitarian Aid Implementation Concept on SGBV (2017–20)

Swiss health foreign policy

Confederation roadmap for the implementation of the Istanbul Convention

### International indicators:

UN: 4, 17, 26

EU: 15

NATO: 6, 16

SDG 5.2, 16.2



## Goal 4

# Women's participation in peace missions and security policy

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### Sub-goal 1

**The number of women in civilian peacebuilding missions has increased.**

Measures	Reporting indicators	Responsibility
<ul style="list-style-type: none"><li>› Provide targeted information on events and application procedures for participation in civilian peacebuilding missions.</li><li>› Promote participation of female police officers in UN missions by offering them support during their recruitment, training, deployment and return to Switzerland.</li></ul>	<ul style="list-style-type: none"><li>› Number of women and men in civilian peacebuilding missions.</li><li>› Knowledge of the factors promoting or hindering the participation of female police officers in civilian peacebuilding missions.</li></ul>	<p>FDFA</p> <p>FDJP</p>

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### Sub-goal 2

**The number of women in the defence and security policy sectors and in military peacebuilding missions has increased.**

Measures	Reporting indicators	Responsibility
<ul style="list-style-type: none"><li>› Address information on the Swiss Armed Forces, military service and military peacebuilding missions at young women specifically.</li><li>› Increase the proportion of women in the military justice system.</li></ul>	<ul style="list-style-type: none"><li>› Number of women and men in the Swiss Armed Forces and in military peacebuilding missions.</li><li>› Number of women and men in the military justice system.</li></ul>	<p>DDPS</p>

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### Sub-goal 3

**In preparation for civilian and military missions abroad, information on 'Women, Peace and Security' is systematically provided.**

Measures	Reporting indicators	Responsibility
<ul style="list-style-type: none"><li>› E-learning on 1325 and bilateral gender briefings to prepare seconded personnel for civilian missions abroad, followed by debriefings after their return.</li><li>› Systematic debriefing and surveying of personnel after their return from military missions abroad in order to improve training and continuing education.</li><li>› Support UN-certified regional training centres (e.g. the Kofi Annan International Peacekeeping Training Centre in Ghana and the International Peace Support Training Centre in Kenya) to ensure inclusion of gender aspects in conflict prevention and peacebuilding courses.</li></ul>	<ul style="list-style-type: none"><li>› Number of persons seconded by the Swiss Expert Pool for Civilian Peacebuilding (SEP) who have completed the E-Learning 1325 course (goal: 100%) and their feedback on how useful the course was.</li><li>› Mid- and end-term reports and debriefings providing information on gender-relevant issues and needs after return from civilian and military missions abroad.</li><li>› Contributions to regional training centres and their activities.</li></ul>	<p>DDPS</p> <p>FDFA</p>

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#### Sub-goal 4

### Increased proportion of women and greater consideration of gender aspects in arms control, disarmament and non-proliferation.

Measures	Reporting indicators	Responsibility
<ul style="list-style-type: none"><li>› Support training courses that have a gender perspective and are aimed specifically at women in the disarmament and arms control sectors.</li><li>› Recognise and promote the social roles played by women in controlling small arms in line with the 'do-no-harm' principle.</li></ul>	<ul style="list-style-type: none"><li>› References to gender aspects in arms control, disarmament and non-proliferation training.</li><li>› Information on women's presence in the disarmament sector.</li></ul>	FDFA DDPS

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#### Sub-goal 5

### A gender perspective is systematically integrated into the reform of the security sector; civil society has a say in the security sector.

Measures	Reporting indicators	Responsibility
<ul style="list-style-type: none"><li>› Support gender-sensitive reforms of the security sector carried out in cooperation with civil society in order to ensure its participation in shaping and monitoring the sector.</li><li>› Provide training for women in the police and security forces, e.g. within the NATO PfP in Jordan.</li><li>› Promote dialogue between civil society actors and security institutions and organisations like NATO's Civil Society Advisory Panel.</li></ul>	<ul style="list-style-type: none"><li>› Reports on projects supported by Switzerland and their success factors with respect to gender-sensitive reforms of the security sector.</li><li>› Contributions to projects to promote dialogue between the defence and security sector and civil society.</li></ul>	FDFA Brussels mission

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#### References and other indicators

##### International references:

UNSCR 1325  
UNSCR 1820  
UNSCR 1960  
UNDPKO Code of Conduct

##### National strategies:

Mine Action Strategy of the Swiss Confederation 2016 – 2019

##### International indicators:

UN: 4, 17  
EU: 5, 16  
NATO: 6, 13, 16

## Goal 5

# Multi- and bilateral commitment by Switzerland to women, peace and security

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### Sub-goal 1

**Effective reporting on the implementation of UNSCR 1325 thanks to linkage to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).**

Measures	Reporting indicators	Responsibility
<ul style="list-style-type: none"><li>› Prepare policy briefs on cooperation between the CEDAW Task Force on General Recommendation 30 and the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict.</li><li>› Provide country-based training on CEDAW General Recommendation 30 and the implementation of UNSCR 1325 as part of the CEDAW process in Nepal, Palestine and Yemen.</li><li>› Integrate 1325-relevant topics in human rights dialogues and bodies.</li></ul>	<ul style="list-style-type: none"><li>› Policy briefs containing recommendations for cooperation between the CEDAW process and 1325-relevant forums in New York.</li><li>› Switzerland's country report, the civil society alternative report and reporting on the CEDAW process supported by Switzerland contain references to UNSCR 1325.</li><li>› Number of human rights dialogues in which 1325-relevant topics have been integrated.</li></ul>	<p>FDFA FDHA CS</p>

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### Sub-goal 2

**Swiss nationals, including those in management positions, contribute to the promotion of women, peace and security.**

Measures	Reporting indicators	Responsibility
<ul style="list-style-type: none"><li>› Wherever possible and appropriate, encourage women to take up management positions in international organisations, e.g. International Career Day, young talent programmes like the UN Junior Professional Officer Programme and the UN Youth Volunteers Programme, and targeted secondments.</li></ul>	<ul style="list-style-type: none"><li>› Number of Swiss women and men in international management positions and as junior candidates.</li><li>› Regular exchanges with seconded Swiss nationals specifically on 1325.</li></ul>	<p>FDFA</p>

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### Sub-goal 3

#### **Integration of the theme of women, peace and security into multilateral bodies and normative processes ensures a coherent multilateral commitment.**

<b>Measures</b>	<b>Reporting indicators</b>	<b>Responsibility</b>
<ul style="list-style-type: none"><li>› Switzerland's multilateral policy advocates the integration of the theme of women, peace and security into relevant normative bodies (Human Rights Council, Commission on the Status of Women, etc.).</li><li>› Switzerland places 1325 on the agenda of multilateral processes, thereby strengthening its profile and furthering its candidatures for international bodies, including a non-permanent seat on the UN Security Council (in 2023/24) and the chairmanship of the OSCE Forum for Security Co-operation (January–April 2019).</li><li>› Switzerland is active in multilateral networks like the Women, Peace and Security National Focal Points Network and Group of Friends of 1325, drawing on its experience in bilateral project cooperation and contributing as an innovative partner.</li><li>› Switzerland takes advantage of the dynamism of International Geneva and the international organisations and institutions based in the city (ICRC, ILO, WHO, Geneva Centres) to pursue innovative, cross-cutting approaches in the field of women, peace and security.</li><li>› Provide political support for UN reforms in the areas of peace and security, management and development on the basis of Switzerland's activities on women, peace and security.</li></ul>	<ul style="list-style-type: none"><li>› Switzerland's initiatives in and contributions to multilateral organisations and processes (UN, OSCE, NATO, African Union, etc.).</li></ul>	<p>FDFA</p> <p>Missions in NY, Geneva, Vienna, Brussels, Addis Ababa</p>

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### Sub-goal 4

#### **Bilateral exchange of experience with other countries on the implementation of UNSCR 1325 contributes to better implementation.**

<b>Measures</b>	<b>Reporting indicators</b>	<b>Responsibility</b>
<ul style="list-style-type: none"><li>› Identify opportunities for technical exchanges with other countries to ensure effective implementation of NAP 1325.</li><li>› Identify a partner for the peer review at the conclusion of the NAP 1325 implementation period.</li><li>› Assist partner countries in developing national action plans and 1325-relevant measures at their request.</li></ul>	<ul style="list-style-type: none"><li>› Established partnerships with other countries for the exchange of experience.</li><li>› Identified partners for the peer review.</li><li>› Identified partners to assist in the implementation of UNSCR 1325.</li></ul>	<p>FDFA</p>

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Sub-goal 5

**The topic of women, peace and security is firmly embedded in the external network.**

<b>Measures</b>	<b>Reporting indicators</b>	<b>Responsibility</b>
<ul style="list-style-type: none"><li>› Involve Swiss representations abroad in the implementation of NAP 1325.</li><li>› Swiss representations abroad take concrete measures to implement NAP 1325.</li></ul>	<ul style="list-style-type: none"><li>› Practical guidelines for the representations abroad on the implementation of NAP 1325.</li><li>› Initiatives and small projects launched by the representations abroad on women, peace and security.</li></ul>	FDFA

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**References and other indicators**

**International references:**

CEDAW General Recommendation no. 30 on Women in Conflict Prevention, Conflict and Post-conflict Situations

Guidebook on CEDAW general recommendation no. 30 and the UN Security Council resolutions on women, peace and security

**International indicators:**

EU: 7

# End notes

- I UNSCR 2242, Art. 11 Calls for the greater integration by Member States and the United Nations of their agendas on women, peace and security, counter-terrorism and countering-violent extremism which can be conducive to terrorism (...); Art. 13 Urges Member States and the United Nations system to ensure the participation and leadership of women and women's organizations in developing strategies to counter terrorism and violent extremism which can be conducive to terrorism (...)
- II CEDAW recommendation 17b): Strengthen its efforts to include a gender perspective in strategies to prevent violent extremism and build the capacity of women and girls, including women civil society groups. to engage in efforts to counter terrorism.
- III CEDAW recommendation 33: The Committee recommends that the State party ensure full implementation of the Guidelines on the Protection of Human Rights Defenders, and ensure that foreign policy actors are fully aware of the Guidelines and adequately trained to address situations involving women human rights defenders.
- IV By making women a strategic priority in its activities to prevent violent extremism, Switzerland is seeking to encourage the involvement of women as actors, stakeholders and target groups. Switzerland supports the participation of women in policy-making processes, among other objectives in order to meet its obligations under the current National Action Plan to implement United Nations Security Council Resolution 1325. Women should be included at operational level in political processes, including political dialogue and local governance. Switzerland is also helping to make certain that gender aspects are systematically incorporated into strategies and action plans to prevent violent extremism and in the governance of the security sector (see the Foreign Policy Action Plan on Preventing Violent Extremism, p. 21).
- V Swiss representations are urged to be committed to supporting women HRDs and all of those who actively promote the rights of women and of other particularly vulnerable groups, such as ethnic minorities, indigenous peoples, migrants, LGBTI and land rights activists (see Swiss Guidelines on the Protection of Human Rights Defenders, p. 10).
- VI CEDAW recommendation 17a): Intensify efforts to include women in negotiations and mediation activities, including at the senior level, and provide technical assistance in conflict resolution processes to countries emerging from conflict and promote women's effective participation.
- VII United Nations activities in support of mediation. Report of the Secretary-General (A/72/115, 2017, p. 17 ff.)
- VIII UNDP: Guidance on Gender and Inclusive Mediation Strategies <https://peacemaker.un.org/sites/peacemaker.un.org/files/1.%20English%20-GIMS.pdf>
- IX Swisspeace: On Gender - The Role of Norms in International Peace Mediation [http://www.swisspeace.ch/fileadmin/user\\_upload/Media/Publications/Essentials/1\\_2016\\_online.pdf](http://www.swisspeace.ch/fileadmin/user_upload/Media/Publications/Essentials/1_2016_online.pdf)
- X UNDPKO Zero Tolerance Policy <https://conduct.unmissions.org/>
- XI CEDAW recommendation 17c): Monitor the impact of the misuse and illicit trade of small arms and light weapons on women, including those living in conflict zones, and ensure that arms producing corporations monitor and report on the use of their arms in violence against women.
- XII "Switzerland will support the enhancing of gender-specific aspects in the combat of the illicit trade in and misuse of small arms to reduce armed violence including sexual and gender based violence. It will also promote the role of women in projects and activities in the field of small arms control" (The international combat against the illicit trade in and misuse of small arms and light weapons: Switzerland's strategy 2017 – 2020, p. 20)
- XIII Including the UN Special Committee on Peacekeeping Operations (SCPKO), General Assembly Administrative and Budgetary Committee (Fifth Committee), NATO Partnership for Peace (PfP), UN Human Rights Council, Organization for Development and Co-operation in Europe (OSCE).
- XIV Victims of crimes against sexual integrity have the right to be heard by members of their own sex at all stages of the proceedings (Art. 84d Federal Military Criminal Procedure Code).
- XV CEDAW General Recommendation 30 <http://www.ohchr.org/documents/hrbodies/cedaw/gcomments/cedaw.c.cg.30.pdf>
- XVI UN-Women: Guidebook on CEDAW general recommendation no. 30 and the UN Security Council resolutions on women, peace and security <http://www.unwomen.org/en/digital-library/publications/2015/8/guidebook-cedawgeneralrecommendation30-womenpeacesecurity>



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