

# Women, Peace & Security

Sweden's National Action Plan for  
the implementation of the UN Security  
Council Resolutions on Women, Peace  
and Security 2016–2020



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# Foreword

Sweden's feminist foreign policy has a clear focus on supporting women as actors for peace and security. The influence and meaningful participation of women in peace and security is both about rights and effectiveness. Sweden's National Action Plan – for the implementation of UN Security Council Resolution 1325 and subsequent resolutions on Women, Peace and Security – is an agenda for change. To promote change courage, perseverance and political will are prerequisites.

Sweden will have clear political leadership to further the Women, Peace and Security agenda. The focus is on implementation and achieving tangible change in cooperation with partners, nationally and globally.

Sweden wants to ensure that the Women, Peace and Security agenda is integrated into all peace and security work. This must not constitute a peripheral issue that relies on a few committed individuals for its implementation. It must be integrated into regular activities, analyses, implementation, follow-up and reporting, as clarified through this National Action Plan. An annual report on Sweden's overall work for Women, Peace and Security will be drawn up.

To ensure that the National Action Plan is based on conditions and perspectives in conflict-ridden areas, Sweden has held consultations in five conflict and post-conflict countries. The action plan also identifies 12 countries specially prioritised for the implementation.





# 1. Content of the action plan

This is Sweden's third National Action Plan for the implementation of UN Security Council Resolution 1325 and its subsequent resolutions. It spans 2016–2020. The National Action Plan is adopted through a Government decision, thereby ensuring political responsibility for implementing and following up the plan.

At the Government Offices of Sweden the following ministries have particular responsibility for implementing the action plan: the Ministry for Foreign Affairs, the Ministry of Defence and the Ministry of Justice. The plan also affects certain parts of the activities of the Ministry of Health and Social Affairs and the Ministry of Education and Research. The Ministry for Foreign Affairs has cohesive responsibility for following up the implementation of the plan.

The following government agencies will contribute their expertise in their respective areas of activity to implementing the action plan: the Swedish National Courts Administration, the Folke Bernadotte Academy (FBA), the Swedish Armed Forces, the Swedish Defence University, the Swedish Prison and Probation Service, the Swedish Coast Guard, the Swedish Civil Contingencies Agency (MSB), the Swedish Police Authority, the Swedish International Development Cooperation Agency (Sida), the Swedish Defence Research Agency (FOI) and the Swedish Prosecution Authority.

The National Action Plan clarifies **what** Sweden prioritises and it establishes the overall strategic focus. The plan also identifies **who**, i.e. which actors, will implement the plan and it establishes the allocation of responsibilities and roles. One important starting point is that the senior management of each ministry and agency are directly responsible for ensuring that the action plan is implemented. The plan also states focus countries in which Sweden will be particularly active.

**How**, i.e. the practical activities, is established by responsible actors within their regular operational planning work, based on the prioritised strategic themes established in sections 4.1–4.4. A matrix for the implementation and follow-up of the action plan will be drawn up under the leadership of the Ministry for Foreign Affairs in cooperation with relevant government agencies. The Ministry for Foreign Affairs is also responsible for drawing up an annual report on the implementation of the action plan.

## 2. UN Security Council Resolution 1325 and subsequent Resolutions on Women, Peace and Security

UN Security Council Resolution 1325 on women, peace and security was unanimously adopted by the Security Council in 2000. Seven subsequent resolutions have been adopted.<sup>1</sup> Together the eight resolutions comprise the international agenda for Women, Peace and Security. The resolutions establish that women's increased participation – in preventing, managing and resolving conflicts, and in peacebuilding and post-conflict reconstruction efforts – is a prerequisite for attaining sustainable international peace and security. The resolutions highlight the necessity of taking account of the different needs and perspectives of women, men, girls and boys as a starting point in work to manage and resolve armed conflicts and to protect women and girls from violence and the impact of conflicts more effectively. The resolutions condemn conflict-related sexual violence and emphasise the responsibility of the Member States to combat impunity for such violence that constitutes crimes against humanity and war crimes. The resolutions also confirm that gender equality forms a key part of building peaceful communities, which means that efforts to ensure full enjoyment of human rights by women are an important part of conflict prevention.

As commissioned by the UN Security Council in Resolution 2122, a Global Study has evaluated the implementation of Resolution 1325 over the past 15 years. The study demonstrates certain steps taken in the right direction, such as a higher number of references to women in peace agreements and an improved normative framework regarding conflict-related sexual violence. The study also paints a clear picture of the remaining challenges and presents several conclusions and recommendations, with a clear focus on the need to prioritise conflict prevention work and the fact that women's participation is crucial to sustainable peace processes. The study also emphasises the need to bolster the financing of the agenda for Women, Peace and Security and reinforce a gender perspective within humanitarian work in conflict areas. Conclusions and recommendations from the Global Study have guided the work on drawing up the Swedish action plan.<sup>2</sup>

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

<sup>2</sup> A Global Study on the Implementation of United Nations Security Council resolution 1325, Preventing conflict transforming justice securing the peace, 2015, <http://wps.unwomen.org/en>

### 3. Lessons learned

Since Resolution 1325 was adopted, Sweden has actively worked on the agenda for Women, Peace and Security. Sweden's first action plan was adopted in 2006. Knowledge has been amassed. Lessons have been learned and experiences drawn upon. It is important to build on this work. An external evaluation was conducted in conjunction with drawing up Sweden's third National Action Plan; the recommendations from the evaluation have been incorporated into this action plan.<sup>3</sup> Some of the most important lessons and conclusions are that the previous action plan had a large number of sub-objectives and detailed activities that did not all have a clear allocation of responsibilities regarding who was expected to implement, report on and follow up the activities. This has reduced the relevance of the action plan to the work that has been performed at Sweden's foreign missions in conflict and post-conflict countries. The indicator-based reporting that has been used has not included the activities of the Government Offices of Sweden or the foreign missions. Nonetheless, the action plan has had a positive impact on the commitment and skills development of affected government agencies

in the area of Women, Peace and Security. To ensure the relevance, firm establishment and feasibility of the third action plan, a broad consultation process has taken place in Sweden, and – for the first time – also in five conflict and post-conflict countries<sup>4</sup>. The participants in these consultations included representatives from women's rights organisations, peace organisations, the academic world, the business community, the security sector, governments, government agencies, other donors and the UN.<sup>5</sup> In these consultations it emerged that people expect Sweden to actively further the work for Women, Peace and Security. The high-priority themes identified in the consultations are reflected in the action plan.

<sup>3</sup>The Government's Action Plan for 1325. An evaluation prior to the drafting of a new action plan from 2016, Krister Eduards and Marika Fahlén, 2015.

<sup>4</sup>Afghanistan, Colombia, the Democratic Republic of the Congo, Liberia and Palestine

<sup>5</sup>Consultation processes: Kvinna till Kvinna; Women, Peace and Security in Swedish Foreign Policy; Recommendations from Afghanistan, Colombia, Liberia and Palestine on how Sweden can support effective implementation of the women, peace and security agenda, 2015. International Alert; Swedish National Action Plan on UNSCR 1325; Report on the consultation in the Democratic Republic of the Congo, 2015; the Women's International League for Peace and Freedom (WILPF); Consultation report on Sweden's implementation of UN Security Council Resolution 1325 and the agenda for women, peace and security, 2014.

To obtain a clear action plan for Sweden's overall work for Women, Peace and Security, this third National Action Plan contains the following amendments:

- The Government Offices of Sweden (under the leadership of the Ministry for Foreign Affairs) takes clear political leadership and responsibility for following up the implementation of the action plan.
- The action plan states countries specially prioritised for the implementation, which enables context-specific activities and strengthened partnerships.
- The implementation of the action plan is integrated into regular operational planning to achieve maximum impact and avoid parallel structures.
- Sweden's overall work on the Women, Peace and Security agenda will be reported annually based on the matrix for implementation and follow-up that is drawn up.
- Under the leadership of the Ministry for Foreign Affairs, a reference group comprising representatives of Swedish government agencies and civil society organisations has contributed to drawing up the action plan (see annex). This reference group will continue to contribute to implement and follow up the plan; see section 7 for more information on this.



## 4. Strategic focus and thematic priorities

Today's global security challenges encompass a growing number of conflicts, a large proportion of which are intrastate, as well as new threats such as increased violent extremism and extensive, prolonged humanitarian crises. New approaches with a sharper focus on conflict prevention, inclusive peace processes and sustainable peacebuilding are required to tackle these challenges. The work for sustainable peace and security must take account of entire populations and communities for it to be effective. Statistics clearly show that women make up just nine per cent of peace negotiators, four per cent of signatories to peace agreements and a mere two per cent of mediators.<sup>6</sup> Peace agreements are important but at the same time only constitute the starting point for more comprehensive peace and security work that must include women, men, girls and boys. Women perform peace work on a daily basis alongside the formal peace processes, often in conflict-stricken situations where they might be exposed to threats, violence and abuse. This peace building and conflict prevention work often takes place without formal support and with limited visibility. It is important that women gain greater political and public influence because a lack of women in the peace negotiation phase also adversely affects women's opportunities to take part in political, legal and socio-economic development processes in the post-conflict phase.<sup>7</sup> When women's right to political participation and influence is not respected, peace agreements and peacebuilding lose legitimacy, quality and sustainability.

The overall Swedish priority is therefore to make visible and strengthen women's influence and meaningful participation as actors for peace and security.

To enable increased participation, a holistic approach to peace and security is required in which the activity must be based on and integrate gender perspectives and conflict analysis. Sweden must also take an intersectional perspective and take account of the fact that women, men, girls and boys are not homogeneous groups; instead, they have different identities, needs, influence and living conditions. The agenda for Women, Peace and Security aims to increase women's participation, but additional factors other than gender must also be considered in Sweden's work, such as age, geographic location, socio-economic status, gender identity and gender expression, sexual orientation, ethnic affiliation, disability, education level, faith and religion. The analysis should be completed by adding an assessment of the prevailing power relationships for various groups in the relevant context. Sweden will use gender-specific statistics and reporting in its work.

Sweden will also actively pay attention to the issue of resource allocation as a key part of ensuring women's influence and meaningful participation in peace processes and peacebuilding.

Sweden has the following priorities within the framework of the National Action Plan. The right-hand column identifies the responsible actors.

<sup>6</sup> The Global Study on the Implementation of United Nations Security Council Resolution 1325, Preventing conflict, transforming justice, securing the peace, 2015, page 45

<sup>7</sup> Björkdahl & Mannergren Selimovic, Gendering agency in transitional justice, *Security Dialogue*, 46 (2), 2015; pp. 170–171

## 4.1 Inclusive peace processes and peacebuilding

Sweden will make visible and strengthen women's influence and meaningful participation in peace processes, including peace negotiations and mediation, as well as in broader peacebuilding and statebuilding.

A central part of this work consists of involving both women and men, as women's participation must be viewed within the framework of existing norms, attitudes and structures.

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### Make visible and strengthen women's influence and meaningful participation in peace processes and in peacebuilding and statebuilding

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Actively contribute to and support women's participation in peace talks, in the implementation of peace agreements, and in peacebuilding and statebuilding including transitional justice

The Ministry for Foreign Affairs; the Swedish International Development Cooperation Agency, the Folke Bernadotte Academy  
The Ministry of Justice; the Swedish Police Authority  
The Ministry of Defence; the Swedish Armed Forces  
Foreign missions in focus countries

Support civil society organisations in conflict and post-conflict countries that are working on peace processes and peacebuilding, with a special focus on women's rights organisations.

The Ministry for Foreign Affairs; the Folke Bernadotte Academy, the Swedish International Development Cooperation Agency, Foreign missions in focus countries

Strive to ensure the inclusion of a gender perspective in peace agreements, mediation and in peacebuilding and statebuilding processes, and contribute to strengthened gender expertise in these processes

The Ministry for Foreign Affairs; the Folke Bernadotte Academy, the Swedish International Development Cooperation Agency. The Ministry of Justice; the Swedish Police Authority  
The Ministry of Defence; the Swedish Armed Forces  
Foreign missions in focus countries

Develop and support women as mediators and build up mediation expertise

The Ministry for Foreign Affairs;  
the Folke Bernadotte Academy

Support women's influence and meaningful participation in drawing up and implementing the security sector reform (SSR) and programmes for disarmament, demobilisation and reintegration (DDR). Also contribute to ensure that these take account of the needs, perspectives and conditions of women, men, girls and boys, and support women's increased participation in the security sector

The Ministry for Foreign Affairs; the Folke Bernadotte Academy, the Swedish International Development Cooperation Agency  
The Ministry of Justice; the Swedish Police Authority  
The Ministry of Defence; the Swedish Armed Forces  
Foreign missions in focus countries

Work to ensure women's influence and meaningful participation in discussions and negotiations about disarmament and non-proliferation, including in international organisations in the area of disarmament

The Ministry for Foreign Affairs



## 4.2 Conflict prevention

Sweden will work to prevent conflicts and violence by addressing structural root causes of conflict. Sweden will contribute to the inclusion of women, men, girls and boys in the conflict prevention work. Promotion of women's and girls' full enjoyment of human rights and reinforced gender equality work

are basic components in preventing violence against women and girls in peacetime as well as during and in the aftermath of conflicts to prevent a resurgence of conflict.

Table – see overleaf.

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## Conflict prevention – include women and men to address structural root causes of conflict and violence

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Contribute to ensure that women are included and that their experiences are taken into account in designing mechanisms and systems for early warning of conflicts and in conflict analyses. Also strive to ensure the inclusion of gender perspectives in measures intended to counteract and prevent conflict, radicalisation and violent extremism.

The Ministry for Foreign Affairs; the Swedish International Development Cooperation Agency, the Folke Bernadotte Academy  
Foreign missions in focus countries  
The Ministry of Defence; the Swedish Armed Forces.  
The Ministry of Justice; the Swedish Police Authority

Support civil society organisations in conflict and post-conflict countries that are working on dialogue, trust-building measures and conflict prevention work, with a special focus on women's rights organisations

The Ministry for Foreign Affairs; the Folke Bernadotte Academy, the Swedish International Development Cooperation Agency, Foreign missions in focus countries

Contribute to developing the capacity of local government agencies and institutions that work on preventing violence and conflict and on maintaining security and safety among the population. Contribute to the inclusion of both women and men in this work.

The Ministry for Foreign Affairs; the Folke Bernadotte Academy, the Swedish International Development Cooperation Agency  
The Ministry of Justice; the Swedish Prison and Probation Service, the Swedish Police Authority  
The Ministry of Defence; the Swedish Armed Forces  
Foreign missions in focus countries

Support programmes for economic recovery that strengthen women's economic empowerment in conflict and post-conflict countries

The Ministry for Foreign Affairs; the Swedish International Development Cooperation Agency  
Foreign missions in focus countries

Contribute to establishing greater participation of boys and men in conflict prevention work and measures to increase gender equality, and in counteracting gender-based violence – including conflict-related sexual violence.<sup>8</sup>

The Ministry for Foreign Affairs; the Folke Bernadotte Academy, the Swedish International Development Cooperation Agency  
The Ministry of Justice; the Swedish Civil Contingencies Agency, the Swedish Police Authority  
The Ministry of Defence; the Swedish Armed Forces  
The Ministry of Education and Research; the Swedish Defence University  
Foreign missions in focus countries

Contribute to ensuring that a gender perspective is integrated into discussions, final documents and relevant resolutions in the area of disarmament and arms control, and in their interpretation and implementation, particularly regarding small arms and light weapons

The Ministry for Foreign Affairs

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<sup>8</sup> This refers to men and boys in the population. For men in professional functions and positions, this includes clear responsibility for working from a gender perspective and for gender equality.

### 4.3 Strengthen protection of women and girls

Sweden will contribute to strengthen protection of women and girls from all types of violence in conjunction with and following armed conflict. Sweden will strive to contribute to that international humanitarian law

and international criminal law are interpreted and applied from a gender perspective with the aim of ensuring that their protection, obligations and rights are implemented effectively and without discrimination.

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#### **Strengthen protection of women and girls from all types of violence in conjunction with and following armed conflict**

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Combat impunity for gender-based violence – including conflict-related sexual violence and contribute to strengthen cooperation between local actors, states and international actors. Focus on survivors’ right to truth, reparations, access to justice, adequate healthcare, trauma counselling and services.

The Ministry for Foreign Affairs; the Swedish International Development Cooperation Agency, Foreign missions in focus countries. The Ministry of Justice; the Swedish Police Authority

Strengthen the physical integrity of women and girls and counteract all forms of violence, force and violations of women’s and girls’ bodies and integrity, and strengthen the opportunities for sexual and reproductive health and rights before, during and after conflicts.

The Ministry for Foreign Affairs; the Swedish International Development Cooperation Agency Foreign missions in focus countries The Ministry of Justice; the Swedish Police Authority

In conflict and post-conflict countries, support women’s human rights defenders and women leaders who are particularly exposed to violence and threats due to their function in the community. Highlight the importance of adequate protection mechanisms and support the creation of these.

The Ministry for Foreign Affairs; the Swedish International Development Cooperation Agency. Foreign missions in focus countries The Ministry of Justice; the Swedish Police Authority The Ministry of Defence; the Swedish Armed Forces

Contribute to ensure that women affected by conflict have the opportunity to influence the design, implementation and evaluation of humanitarian assistance. Require humanitarian partners to integrate a gender perspective and prevention of gender-based violence into their activities.<sup>9</sup>

The Ministry for Foreign Affairs; the Swedish International Development Cooperation Agency. Foreign missions in focus countries. The Ministry of Justice; the Swedish Civil Contingencies Agency

Work towards improving data collection and gender-specific statistics on how armed violence affects women, men, girls and boys in different ways.

The Ministry for Foreign Affairs; the Swedish International Development Cooperation Agency. The Ministry of Justice; the Swedish Police Authority. The Ministry of Defence; the Swedish Armed Forces. Foreign missions in focus countries

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<sup>9</sup> According to the IASC Inter-Agency Standing Committee, Gender-Based Violence Guidelines

## 4.4 Leadership and expertise

The implementation of the action plan is based on clear ownership of the issues among the senior management of each actor. The senior management must ensure that the action plan is translated into operational plans, that resources are allocated, that the activities are followed up and that skills in this field are continuously developed. One crucial factor

for furthering the agenda for Women, Peace and Security is the integration of a gender perspective into all peace and security activities. This requires active leadership with accountability which ensures that gender expertise and analyses are integrated in regular activities.

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### Reinforced gender perspective and expertise in the work for peace and security.

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Ensure that the agenda for Women, Peace and Security along with gender perspectives are integrated into policy documents, appropriation directions, strategies, operational planning, implementation, follow-up and reporting of peace and security activities.

The Ministry for Foreign Affairs, the Swedish International Development Cooperation Agency, the Folke Bernadotte Academy  
The Ministry of Defence; the Swedish Armed Forces, the Swedish Defence Research Agency  
The Ministry of Justice; the Swedish Prison and Probation Service, the Swedish Coast Guard, the Swedish Civil Contingencies Agency, the Swedish Police Authority  
The Ministry of Education and Research; the Swedish Defence University

Government agencies that work within the framework of the Total Defence concept must take account of a gender perspective and act in accordance with the agenda for Women, Peace and Security in their national and international operations, exercises, cooperation and coordination.

The Ministry of Defence; the Swedish Armed Forces  
The Ministry of Justice; the Swedish Coast Guard, the Swedish Civil Contingencies Agency  
The Ministry of Education and Research; the Swedish Defence University

Identify obstacles and conditions for the equal participation of women and men and implement measures to attain a more even gender distribution in decision making and leadership positions within peace and security. Additionally, pursue an active organisational and HR policy that creates non-discriminatory organisational structures

The Ministry for Foreign Affairs; the Swedish International Development Cooperation Agency, the Folke Bernadotte Academy  
The Ministry of Defence; the Swedish Armed Forces, the Swedish Defence Research Agency  
The Ministry of Justice; the Swedish Prison and Probation Service, the Swedish Civil Contingencies Agency, the Swedish Police Authority  
The Ministry of Education and Research; the Swedish Defence University

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Ensure skills development for managers and employees regarding the agenda for Women, Peace and Security and what a gender perspective entails in peace and security work. The Gender Coach programme is one of the resources used for training managers.

The Ministry for Foreign Affairs; the Folke Bernadotte Academy, the Swedish International Development Cooperation Agency  
The Ministry of Defence; the Swedish Armed Forces, the Swedish Defence Research Agency  
The Ministry of Justice; the Swedish Prison and Probation Service, the Swedish Coast Guard, the Swedish Civil Contingencies Agency, the Swedish Police Authority  
The Ministry of Education and Research; the Swedish Defence University

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Strive to obtain more even gender distribution and, where applicable, increase the proportion of women deployed by Sweden to contribute to peace keeping, peace building and civil crisis management initiatives.<sup>10</sup>

The Ministry of Defence; the Swedish Armed Forces  
The Ministry of Justice; the Swedish Prison and Probation Service, the Swedish Coast Guard, the Swedish Civil Contingencies Agency, the Swedish Police Authority  
The Ministry for Foreign Affairs; the Folke Bernadotte Academy, the Swedish International Development Cooperation Agency

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Ensure that staff deployed to perform peace keeping, peace building and crisis management work have knowledge of the agenda for Women, Peace and Security and that the training is adapted to the specific assignment

The Ministry for Foreign Affairs; the Folke Bernadotte Academy, the Swedish International Development Cooperation Agency  
The Ministry of Defence; the Swedish Armed Forces  
The Ministry of Justice; the Swedish National Courts Administration, the Swedish Prison and Probation Service, the Swedish Coast Guard, the Swedish Civil Contingencies Agency, the Swedish Police Authority, the Swedish Prosecution Authority

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Support and conduct evidence-based studies and research into the field of Women, Peace and Security

The Ministry for Foreign Affairs; the Folke Bernadotte Academy, the Swedish International Development Cooperation Agency  
The Ministry of Defence; the Swedish Defence Research Agency. The Ministry of Education and Research; the Swedish Defence University

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Sweden will actively endeavour to ensure that the Women, Peace and Security agenda is implemented and that a gender perspective is integrated into the work for peace and security within international organisations such as the EU, the Council of Europe, the UN, NATO and the Organization for Security and Co-operation in Europe (OSCE).<sup>11</sup>

The Ministry for Foreign Affairs, the Ministry of Defence, the Ministry of Justice. Sweden's representation in Brussels, Geneva, New York and Strasbourg, Sweden's OSCE delegation in Vienna, Sweden's delegation at NATO

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<sup>10</sup> For more detailed information, see the Resultatstrategi för internationell civil krishantering (Results Strategy for International Civil Crisis Management).

<sup>11</sup> For more details, see section 5 on actors and partnerships for the implementation of the action plan.





## 5. Actors and partnerships

Sweden aims to ensure broad partnerships in the implementation of the action plan. The work in conflict and post-conflict countries is based on the priorities and conditions of each country. The global objectives for sustainable development in the 2030 Agenda with clear objectives for gender equality and inclusive peacebuilding and statebuilding constitute key starting points for the joint international commitment to promoting the Women, Peace and Security agenda.

The implementation of Resolution 1325 and subsequent resolutions implies promoting changes that requires the broad involvement of women, men, girls and boys. This is necessary because the issue of women's participation must always be viewed within the framework of existing norms, attitudes and structures. Women's participation in peace and security still encounters opposition, both nationally and internationally. Sweden therefore acknowledges the importance of persistent, strategic, clear and context-specific leadership to further the issues, at strategic level and in daily operations.

Within the Government Offices of Sweden, the Ministry for Foreign Affairs, the Ministry of Defence and the Ministry of Justice will implement the action plan. The plan also affects certain parts of the activities of the Ministry of Health and Social Affairs and the Ministry of Education and Research.

Since 2015 Sweden has an Ambassador for gender equality who also coordinates the feminist foreign policy. This function reinforces Sweden's profile in the Women, Peace

and Security agenda. The Ambassador for gender equality will contribute to represent Sweden as an active actor for Women, Peace and Security in both national and international contexts.

Sweden's third National Action Plan for Women, Peace and Security places greater focus on Sweden's Foreign Service and our foreign missions regarding both the implementation of the plan and reporting on work performed. Sweden must have a coherent and context-specific message and actively drive the implementation of Resolution 1325 and subsequent resolutions. This will be achieved within, among other things, the framework of the feminist foreign policy and with the tools and methods described in this action plan.<sup>12</sup> In addition to the foreign missions mentioned in section 6, Sweden's representations in Brussels, Geneva and New York are key players in driving the issues. Sweden's OSCE delegation in Vienna, Sweden's delegation at NATO and Sweden's representation at the Council of Europe also contribute to implement the action plan.

As mentioned in section 1, the following government agencies contribute to implementing the National Action Plan: the Swedish National Courts Administration, the Folke Bernadotte Academy, the Swedish Armed Forces, the Swedish Defence University, the Swedish Prison and Probation Service, the Swedish Coast Guard, the Swedish Civil Contingencies Agency, the Swedish Police Authority, the Swedish International Development Cooperation Agency, the Swedish Defence Research Agency and the Swedish Prosecution Authority.

<sup>12</sup> For more information, see the Foreign Service action plan for feminist foreign policy 2015–2018, pp. 16–19, which describes analysis and data collection, accountability efforts, agenda-setting, functions, delegations and visits, alliance-building, groups of friends, dialogue for influence and data collection, promotion and skills development, negotiations, monitoring mechanisms and reviews, routines for grant management, meetings, reporting, positions in international organisations, institutions and peace operations.

Actors in civil society and the academic world in Sweden and conflict and post-conflict countries are key partners in the work on Women, Peace and Security. The skills, commitment and experience of civil society actors will be supported and included in the implementation of Sweden's action plan.

Continual knowledge development is required to enable efficient and relevant work on Resolution 1325. Information initiatives, method development and evidence-based research in this field are important tools in this joint development that concerns both policy and training. The actors involved in this work include the Folke Bernadotte Academy, the Swedish Defence University, the Swedish Defence Research Agency and the Swedish International Development Cooperation Agency.

Training and courses on the subject for Swedish and international staff are given by, among others, the Folke Bernadotte Academy, the Swedish Defence University, the Swedish Armed Forces and the Swedish International Development Cooperation Agency. Sweden will endeavour to maintain its leading position in the world regarding gender perspectives on military operations/activities and will continue to offer training and concepts through the Swedish Armed Forces in cooperation with regional and international organisations.

Sweden's participation in crisis management, peacekeeping and peace building missions are other important tools with which to implement the action plan.

There is broad support in the Riksdag (Swedish Parliament) for the implementation of Resolution 1325 and subsequent resolutions. The Swedish Government's Commit-

tee on Foreign Affairs will be kept informed of the implementation of the action plan.

International alliances and partnerships in the work on the Women, Peace and Security agenda

### **The Nordic countries**

Together with our Nordic colleagues, Sweden will work towards strengthening Nordic co-operation within this field, with more extensive exchange of information and experience and joint action. This will partly take place within the framework of the Nordic Women Mediators' Network. Sweden will also work towards ensuring that robust joint Nordic action continues within the framework of the 1325 activities within the UN.

### **EU**

As an EU Member State, Sweden will be a driving force in the EU's combined effort to implement Resolution 1325 and subsequent resolutions. Sweden will actively work to ensure that the Women, Peace and Security agenda is integrated in the EU's work for peace and security. Sweden will participate in continually following up the EU's work in the area of Women, Peace and Security.

Sweden will work to ensure that a gender perspective permeates the EU's civil and military crisis management missions and operations – from policy documents and reporting on missions to activities in the field. In this respect, Sweden will particularly emphasise and promote the leadership's responsibility. With the aim of supporting the EU's work, Sweden will also promote the use of the Folke Bernadotte Academy's module for 1325 and the gender perspective in mission preparation

training within the EU as well as training in the EU's missions and vis à vis the European External Action Services (EEAS).

Sweden will follow and contribute to the EU's work on combatting conflict-related sexual violence.

Sweden will contribute to ensuring that the EU's principal advisor on gender equality and /Women, Peace and Security – a post that Sweden has actively worked to establish – will be given good conditions with which to fulfil its mandate, for example by initially seconding a Swedish expert in the field to the advisor's staff. Sweden will also work towards increasing the proportion of women in EU missions, also in leading positions.

Sweden will work towards ensuring that the EU's regulations on civil and military missions and operations are strengthened and complied with to clarify zero tolerance of sexual harassment and abuse for staff operating in the field.

The EU's plan for gender equality and women's empowerment in the EU's external relations (2016–2020) highlights the EU's strong ongoing commitment to Women, Peace and Security. The plan contains activities related to 1325 that will be followed up and reported annually – also at country level. Sweden will actively follow this work. Sweden will also take part in the EU's Task Force for 1325.

### **The Council of Europe**

Sweden's representation at the Council of Europe in Strasbourg will actively participate in the Council's norm-building work and will strive to have additional countries to accede to the conventions. The Council of Europe's work on human rights also includes its work on gender equality and women's

participation in all areas of society. The Council of Europe has a leading normative role in this work. Sweden will continue to proactively work for gender equality in the Council of Europe and its Member States, and ensure that the Council's conflict prevention and crisis management initiatives comply with Resolution 1325. There is a special focus on following up measures for women's participation. Within the framework of the Women, Peace and Security agenda, Sweden will in particular follow the work on the Convention on preventing and combating violence against women and domestic violence. This convention applies in both peacetime and during armed conflict.

### **UN**

Sweden will safeguard and actively strive to strengthen the UN's peace and security work. As a Member State engaged in this issue, Sweden will actively support and expedite the UN's work on implementing the agenda for Women, Peace and Security. The Women, Peace and Security agenda will be a prioritised issue for dialogue. Sweden will above all prioritise the following themes:

The UN's peace building activities. The implementation of 1325 and subsequent resolutions is to be a clear and integral part of the mandate for the UN's peace building and peace keeping activities and their implementation, and for the UN's activities in conflict and post-conflict countries. Protection of civilians will be based on gender analysis that takes account of special perspectives and protection needs for women, men, girls and boys, respectively.

Sweden will continue to maintain a high profile in the issue of zero tolerance of sexual abuse and exploitation in UN contexts, in both the

long term and the short term, and will continue to work on several fronts to achieve improvements. Gender-based and conflict-related sexual violence are unacceptable, and the UN and its Member States must never be perceived to lack the ability to take action or adequate mechanisms with which to hold those responsible accountable, irrespective of who the perpetrator is. Sweden will strive to ensure that preventive measures are taken and will encourage whistleblowers and promote their protection.

Sweden will strive to increase the proportion of women in peace building and peace keeping – including at managerial and decision-making levels.

Sweden will also comply with the CEDAW Convention<sup>13</sup> (recommendation 30) in its work for Women, Peace and Security.

## **NATO**

Within the framework of its partnership with NATO, Sweden will work proactively to further develop and strengthen the application of Resolution 1325 by NATO and its partners. For example, Sweden will actively participate in continually reviewing the policy and action plan for Security Council Resolution 1325. Sweden has continually contributed as a partner country to NATO's policy development in this field ever since NATO started drawing up guidelines and an action plan.

One important input value is that a gender perspective must not only form a natural part of planning, design, implementation and evaluation of the missions, but also be integrated

when NATO and its partners increase the extent to which they perform exercises together and implement political dialogue.

Sweden will continue to be involved in the form of the policy, concept and training work run by the Nordic Centre for Gender in Military Operations – based in Sweden – in the role based on its special status as Department Head for gender within NATO. Sweden will also continue its involvement in the form of providing the opportunity to second gender advisors to NATO.

Sweden will strive to ensure that the experiences drawn on within the framework of its partnership with NATO are also related to ongoing work within other organisations, not least the EU, with the intention of disseminating knowledge and developing best practice.

## **OSCE**

In the Organization for Security and Co-operation in Europe (OSCE) the work on Women, Peace and Security is largely performed within the framework of the activities at OSCE's field offices, the Gender Section at the Secretariat in Vienna and the OSCE Office for Democratic Institutions and Human Rights (ODIHR). Within the OSCE, Sweden will attempt to increase knowledge and awareness in the organisation regarding the need for and the aim of the agenda for Women, Peace and Security and strengthen the implementation of the agenda in all affected parts of the OSCE.

Sweden will continue to work proactively towards ensuring the implementation of the ministerial decision from 2005 concerning

<sup>13</sup>This refers to men and boys in the population. For men in professional functions and positions, this includes clear responsibility for working from a gender perspective and for gender equality.

women in conflict prevention, crisis management and post-conflict rehabilitation. There is a special focus on:

The implementation of the OSCE's action plan for gender equality, which also includes the implementation of Security Council Resolution 1325.

Sweden will also work on further developing ways of identifying and nominating women candidates – especially for leadership and decision-making positions.

Furthermore, Sweden will help develop and adjust projects, strategies and initiatives so that they fulfil obligations within the agenda for Women, Peace and Security and the OSCE's gender equality plan.

Sweden will also aim to ensure that all of OSCE's field missions report on their work on implementing Security Council Resolution 1325 and its follow-up resolutions, and that OSCE implements the recommendation issued by the gender advisor at the OSCE Secretariat that the deputy head in all OSCE field missions should be made the focal point for 1325.

Sweden will continue to work for the introduction of a gender perspective in the OSCE's follow-up of the implementation of the Code of Conduct on Politico-Military Aspects of Security. Sweden will also strive to have the Gender Section of the OSCE upgraded to form its own department.

### **Internationally**

In implementing the action plan for Women, Peace and Security, Sweden will also cooperate with other regional and multilateral actors such as the African Union (AU), the International Committee of the Red Cross (ICRC) and the International Criminal Court (ICC).

## 6. Geographic priority

Sweden attaches great importance to the work for Women, Peace and Security and intends to focus in particular on a number of countries in which the foreign missions, along with partners, are to have an active role, and where country-specific results can be followed up and contribute to learning. Sustainable results require national ownership and broad commitment by various actors as well as context-specific objectives. On an annual basis, the foreign missions in the prioritised countries will contribute to Sweden's overall reporting on the implementation of the action plan.

The countries below are particularly prioritised within this action plan. In light of the rapid changes that take place in conflict countries, there is flexibility to make possible amendments during the period of validity of the action plan:

**Africa:** The Democratic Republic of the Congo, Liberia, Mali and Somalia

**Asia:** Afghanistan and Myanmar

**Europe:** Bosnia-Herzegovina and Ukraine

**Latin America:** Colombia

**The Middle East:** Iraq, Palestine and Syria

In addition, the Women, Peace and Security agenda is followed within the framework of the Cyprus peace process.

Focus countries entail a prioritisation of the measures, but this does not limit government agencies' work in other countries. The action plan's priorities in terms of countries do not govern the agencies that send staff to locations where they perform crisis management, peace keeping and peace building activities.

The broad operations of civil society that bolster the agenda for Women, Peace and Security are not governed by this action plan and are thus not affected by the prioritisation of countries either.

## 7. Financing

The implementation of the Women, Peace and Security agenda must constitute an integral part of the operation, and financing takes place within the framework of regular budget allocation. This is designed to counteract a scenario in which the agenda for Women, Peace and Security is overshadowed by, or sidestepped in favour of, other issues and activities. To enable women's increased participation in peace and security, the implementation of Security Council Resolution 1325 and subsequent resolutions must be included where regular decisions are made, resources are allocated and norms are created.

The activity carried out in focus countries will above all be financed within the framework of Sweden's international development cooperation and the strategies that govern this activity. Sweden has a long tradition of generous and ambitious development cooperation.

Swedish development cooperation must be clear in its values and courageous in its actions. The objective is that the development cooperation budget will reach one per cent of Sweden's gross national income. The Swedish International Development Cooperation Agency (Sida) has been commissioned to ensure an integrated conflict perspective and gender equality perspective in all development cooperation.

During the period of the action plan, the Government also intends to implement a special catalytic initiative to support women as actors for peace: women as mediators, women as actors in peace processes and peacebuilding, and women's human rights defenders in conflict-stricken countries.



# 8. Implementation, follow-up and evaluation

Sweden has a feminist government and applies feminist foreign policy based on an action plan establishing that the agenda for Women, Peace and Security is a priority for Sweden.

The current national action plan for Women, Peace and Security expands on how the work on the agenda will be performed and it brings together Sweden's overall priorities in this field. The Ministry for Foreign Affairs has cohesive responsibility for following up the implementation of the plan.

The implementation of the National Action Plan takes place within the framework of regular operational work and mandates, operational planning, reporting and accounting. This aims to ensure that the efforts are not ad hoc and are instead characterised by clear planning, clear leadership and accountability.

All managers at affected ministries, foreign missions, government agencies and educational establishments are responsible for ensuring that the work on the National Action Plan for Women, Peace and Security is integrated into the planning, implementation and reporting of the strategic and operative work for affected units and embassies, representations and delegations.

Some of the remaining challenges and opportunities in the implementation of the third action plan comprise being able to measure changes and the achievement of results. Many actors in various contexts will implement the action plan. Specific activities must therefore be drawn up by each actor in order to be relevant and linked to their regular operations. The objective is that the matrix for implementation and follow-up that is being drawn up during the course of 2016 will enable rele-

vant result-oriented annual reporting. Meanwhile, it remains a challenge to be able to produce an analytic result-oriented report at an aggregate level that describes what has/has not been achieved and what conclusions can be drawn from this. Within the framework of this work the aim is to use existing country-specific analyses, statistics and evidence-based studies. Transparency, broad participation and cooperation with various actors in both the implementation and the reporting are prerequisites for producing relevant reports.

## **In line with the above, the following is required:**

As of 2016 Sweden's Foreign Service will coordinate its reporting so that the work on the objectives in the National Action Plan for Women, Peace and Security is also included in debriefing as part of the feminist foreign policy and its action plan. This includes the following:

- In 2016 the foreign missions in focus countries will supplement the activities that they are planning to implement within the plan for feminist foreign policy with context-specific activities that relate to the implementation of the National Action Plan for Women, Peace and Security.
- The foreign missions that are commissioned via the Swedish International Development Cooperation Agency to implement strategies for development cooperation will use the results of these strategies as a basis when designing context-specific activities for the implementation of the National Action Plan. Where deemed relevant, foreign missions may plan supplementary activities in addition to implementing strategies in

the development cooperation. As of 2017 these expected results and activities will be included in regular operational planning and reporting.

- Foreign missions in focus countries are to contribute to Sweden's annual report on the implementation of the National Action Plan.

Government agencies commissioned to draw up an action plan for gender equality integration may use relevant parts of these plans in their work on the National Action Plan for Women, Peace and Security. In addition:

- Affected government agencies are commissioned to draw up agency-specific activities for the implementation of the action plan, using the established thematic priorities in sections 4.1–4.4 as a starting point. Reports are to be submitted on an annual basis.
- A matrix for the implementation and follow-up of the action plan will be drawn up under the leadership of the Ministry for Foreign Affairs in cooperation with relevant implementing government agencies. This matrix subsequently forms the foundation of Sweden's annual report on the implementation of the National Action Plan.

For continual follow-up of the action plan, and to enable mutual learning and exchange of experience, the Ministry for Foreign Affairs will convene meetings twice a year. Affected ministries and government agencies will be summoned to attend. These follow-up meetings can also be used as an occasion at which to utilise the knowledge and experience gained by staff stationed abroad. The members of the reference group are also invited to these follow-up meetings. These members contribute to follow-up, reporting

and lessons learned concerning the implementation of the action plan. The reference group is thereby transformed into Sweden's working group for implementing the action plan.

At country level in conflict and post-conflict countries, continual coordination and exchange of information and knowledge are expected to take place between the Swedish actors. Existing forums for coordination and cooperation should primarily be used for coordination with national and international actors at country level. In addition there is Rådet för myndighetssamverkan om internationell fredsfrämjande (the council for government agency cooperation on international peace promotion) and its working groups. The implementation of the action plan is to be included within the scope of this work.

An annual report on Sweden's implementation of the National Action Plan will be compiled under the leadership of the Ministry for Foreign Affairs. A midterm review of the action plan will be carried out. In 2020 an external evaluation will take place to evaluate results obtained, identify challenges and lessons learned in preparation for Sweden's next action plan. The review and evaluation will encompass the Government Offices of Sweden and the government agencies that contribute to implement the action plan. Sweden's working group for implementing the action plan will contribute its experiences to the review and evaluation.

## Annex

### **Reference group for drawing up and implementing Sweden's National Action Plan for Women, Peace and Security (UN Security Council Resolution 1325 and subsequent resolutions)**

#### **Participants**

The Swedish National Courts Administration,  
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The Folke Bernadotte Academy,  
Louise Olsson

The Swedish Defence University,  
Robert Egnell and Martina Lindberg

The Swedish Armed Forces, Anna Björsson

The Women's International League for Peace  
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The Swedish Prison and Probation Service,  
Jonas Lindgren

Kvinna till Kvinna, Disa Kammars Larsson

The Swedish Civil Contingencies Agency,  
Maja Herstad

Operation 1325, Annika Schabbauer

The Swedish Police Authority,  
Ann-Marie Orler

The Red Cross, Cecilia Tengroth

The Swedish International Development  
Cooperation Agency, Sofia Dohmen

The Swedish Defence Research Agency,  
Cecilia Hull Wiklund and Adriana Lins De  
Albuquerque

The Swedish Prosecution Authority,  
Linda Billfalk Åkerlund

1325 Policy Group, Emmicki Roos

#### **Under the leadership of the Ministry for Foreign Affairs:**

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