



NAP  
1325

# Women, Peace and Security

Report on the Implementation  
of Switzerland's Fourth National  
Action Plan on Women,  
Peace and Security (NAP 1325)

Implementation Phase 2018–2019

2018–2019



# Table of Contents

---

<b>List of Abbreviations</b>	<b>4</b>
------------------------------	----------

---

<b>1 Introduction</b>	<b>5</b>
-----------------------	----------

---

<b>2 Implementation of the Fourth NAP 1325</b>	<b>7</b>
Goal 1: Effective involvement of women in conflict prevention	8
Goal 2: Women’s participation in and influence on conflict resolution and peace processes	10
Goal 3: Protection against sexual and gender-based violence in conflict, refugee and migration contexts	12
Goal 4: Women’s participation in peace missions and security policy	14
Goal 5: Multi- and bilateral commitment by Switzerland to women, peace and security	16

---

<b>3 Assessment of the Implementation to date of the Fourth National Action Plan 1325 and Outlook for 2020–2021</b>	<b>18</b>
---	-----------

# List of Abbreviations

CEDAW	Committee on the Elimination of Discrimination against Women
DDPS	Federal Department of Defence, Civil Protection and Sport
DRC	Democratic Republic of the Congo
ESCWA	United Nations Economic and Social Commission for West Asia
EU	European Union
FDFA	Federal Department of Foreign Affairs
FOJ	Federal Office of Justice
FOPH	Federal Office of Public Health
GBV	Gender-based violence
GNWP	Global Network of Women Peacebuilders
HSD	Human Security Division
ICAN	International Civil Society Action Network
IDWG	Interdepartmental Working Group
LGBTQI*	Lesbian, gay, bisexual, transgender, queer, intersex and others
NAP	National Action Plan on Women, Peace and Security (NAP 1325)
NATO	North Atlantic Treaty Organization
NGO	Non-governmental organisation
NGOWG	NGO Working Group on Women, Peace and Security
OSCE	Organization for Security and Co-operation in Europe
PVE	Prevention of violent extremism
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goal
SEA	Sexual exploitation and abuse
SEM	State Secretariat for Migration
SGBV	Sexual and gender-based violence
SOGI	Sexual orientation and gender identity
UN	United Nations
UNIDIR	United Nations Institute for Disarmament Research
UNODA	UN Office for Disarmament Affairs
UNSCR	United Nations Security Council Resolution
WILDAF	Women in Law and Development in Africa
WILPF	Women's International League for Peace and Freedom
WPS	Women, Peace and Security
WPS-FPN	Women, Peace and Security-Focal Point Network

# 1 Introduction

UN Security Council Resolution 1325 on Women, Peace and Security (UNSCR 1325) and related resolutions acknowledge that armed conflict affects women and men differently and call for equal participation of women at all decision-making levels in peacebuilding and security processes. In 2007, Switzerland was one of the first countries to adopt an initial National Action Plan (NAP 1325) for the implementation of UNSCR 1325. Switzerland's long-standing commitment to peacebuilding and humanitarian action makes it a reliable actor in matters relating to women, peace and security.

The Interdepartmental Working Group (IDWG 1325)<sup>1</sup> developed and launched the Fourth NAP 1325 (2018–2022) in October 2018 based on recommendations put forward in previous reports and by UN agencies<sup>2</sup>, other countries and civil society<sup>3</sup>. The Fourth NAP 1325 was also aligned with Switzerland's foreign policy priorities and other action plans and strategies addressing similar issues.<sup>4</sup>

The Fourth NAP 1325 has five thematic priorities:

- 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.**

The Fourth NAP 1325 seeks to involve women fully and actively in local, national and international decision-making processes. Methods of achieving this include providing basic funding to national and international women's rights organisations, ensuring public recognition of women human rights defenders, and undertaking targeted projects in selected contexts (e.g. Mali, Myanmar, Ukraine). The Fourth NAP 1325 also calls for more effective involvement of women in mediation processes by implementing targeted training initiatives. Furthermore, the Fourth NAP 1325 advocates greater protection for LGBTQI\* activists. It is therefore one of the few national action plans in the world to explicitly refer to different sexual orientations and gender identities (SOGIs), albeit only in a footnote.

---

1 The IDWG 1325 is composed of representatives from the relevant services in the Federal Department of Foreign Affairs (FDFA), Federal Department of Defence, Civil Protection and Sport (DDPS), Federal Department of Home Affairs (FDHA), and Federal Department of Justice and Police (FDJP).

2 E.g. the UN Committee on the Elimination of Discrimination against Women (CEDAW).

3 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.

4 These include the FDFA Strategy on Gender Equality and Women's Rights (2017), foreign policy strategy (2016–19), Mine Action Strategy (2016–19), Swiss foreign policy on health, Switzerland's Foreign Policy Action Plan on Preventing Violent Extremism (2016), National Action Plan to Fight Human Trafficking (2017–20), FDFA Human Rights Strategy (2016–19), The international combat against the illicit trade in and misuse of small arms and light weapons: Switzerland's strategy 2017–20, Strategy on the protection of civilians in armed conflicts, Strategy on dealing with the past and the prevention of atrocities (2017–20), Swiss Guidelines on human rights defenders.

As in comparable<sup>5</sup> national action plans, the Fourth NAP 1325 also gives prominence<sup>6</sup> to protecting sexual and gender-based violence (SGBV) in conflict, refugee and migration contexts. Switzerland has commissioned a number of studies which have contributed insights and led to ongoing improvements in implementation measures to date. In producing the Fourth NAP 1325, Switzerland foregrounds two crucial issues: the gender aspects of preventing violent extremism (PVE) and the particular situation of women in the contexts of migration, refugees and human trafficking. By cooperating closely with civil society, it has been possible to build specific expertise in these areas, which is now being used to promote international dialogue, debate and policy initiatives. In line with recent UN Security Council resolutions, projects supported by Switzerland (for example in Mongolia, Myanmar and Nepal) also address men and masculinities, both as victims of sexual violence in conflicts and in the context of preventing violence. Alongside these projects, specific training in properly addressing and preventing sexual and gender-based violence is being provided to civilian, police and military personnel in Switzerland who are posted on missions abroad. As in the previous NAP 1325, a key thematic priority is preventing sexual exploitation and abuse (SEA). The latest NAP 1325 also includes the prevention of sexual harassment.

At multilateral level, 2019 was a year of progress and setbacks for the women, peace and security agenda. Despite growing criticism and attacks on women's rights defenders, it has been possible to advance the women, peace and security agenda. In 2019 alone, the UN Security Council adopted two new resolutions on this subject,<sup>7</sup> which affirm, for example, the importance of victim-centred measures and compensating victims of sexual violence in armed conflicts. For the first time, one of the resolutions provides for the option of using sanction mechanisms in response to systematic SGBV and acknowledges that men and boys can also be victims of sexual violence. It also emphasises the need to protect human rights defenders, which is particularly important for women's rights activists who face mounting criticism in many countries. The political backlash on women's rights, especially in relation to reproductive health, has also been evident at international level, for example while negotiations were under way on the resolution referred to above. Against this backdrop, Switzerland is particularly keen to reaffirm and extend its commitment to women, peace and security. Implementing the commitments through the NAP 1325 is one of a series of measures aimed at achieving this.

This report highlights the ways in which Switzerland implemented UNSCR 1325 between October 2018 and the end of 2019 by describing selected measures and the initial results. This is the first report on the Fourth NAP 1325. It provides examples of national, bilateral and multilateral activities aimed at implementing the five objectives as well as action taken within the Federal Administration. One measure identified as particularly successful is summarised in a separate box at the end of each section. The findings in this report are intended to provide an overview of the progress made and serve as a basis for further implementation and adjustment of measures where necessary.

---

5 E.g. from other European countries

6 Antonakis, Anna. Popovic, Nicola. Centring War's 'Side Effects': The Institutionalisation of Conflict-Related Sexual and Gender-Based Violence in International Law and Its Translation into National Action Plans. In *Gender Roles in Peace and Security*, eds. Scheuermann, Zürrn, Springer, pp. 103–126, 2019.

7 UN Security Council Resolution 2467. Women and peace and security: Sexual violence in conflict. S/RES/2467 (2019). New York: 23 April 2019. UN Security Council Resolution 2493. Women and peace and security. S/RES/2493 (2019). New York: 29 October 2019.

# 2 Implementation of the Fourth NAP 1325

The IDWG 1325 is responsible for coordinating the implementation of planned measures under the auspices of the FDFA's Human Security Division (HSD). Switzerland believes it is essential that the process for developing, implementing and assessing the current NAP 1325 is fully inclusive and accessible. For the first time, Swiss civil society is also directly involved in implementation and is in regular contact with the IDWG 1325. A key priority is engaging in dialogue and networking effectively with local organisations in partner countries, Swiss representations abroad, the Swiss public and politicians. Each organisational unit represented on the IDWG 1325 is responsible for planning, financing and implementing the activities assigned to it. Measures, results and reporting methods will be reviewed on an ongoing basis by holding regular meetings and referring to this interim report and an internal monitoring spreadsheet, enabling adjustments in line with national, international and institutional requirements to be made where necessary. The current NAP 1325 should therefore be viewed as a 'living document' that allows for adjustment and reinterpretation during the implementation period. The quantitative and qualitative indicators help gauge the progress of measures in relation to planning and implementation. Internal recommendations have also been made regarding the reporting methodology and the usefulness of indicators so that appropriate adjustments can be made in time for the final report.

A recent study on national action plans in the OSCE region (2020)<sup>8</sup> endorsed this interactive, coordinated monitoring approach, the subsequent evaluation of the Swiss NAP 1325, and the involvement of civil society. Actively involving civil society has facilitated a wide-ranging discussion of crucial issues and better integration of the practices of other countries into the various processes. In addition, following exchanges between Parliament and Swiss civil society [Sibel Arslan](#), [Yvonne Feri](#), [Rosemary Quadranti](#) and [Carlo Sommaruga](#) have also put themselves forward as 1325 ambassadors. They subsequently submitted four parliamentary procedural requests on the issue of women, peace and security, including the impact of Swiss arms exports from a gender perspective.

---

## Linking the NAP 1325 to the CEDAW

In developing the Fourth NAP 1325, due consideration has been given to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and, in particular, recommendation no. 30 on women in conflict prevention, conflict and post-conflict situations.<sup>9</sup> The recommendations on women, peace and security of the Committee on the Elimination of Discrimination against Women to Switzerland will for the first time be implemented through the NAP 1325. The Fourth NAP 1325 also takes up the Committee's recommendations on arms trading and its impact on gender-based violence (GBV), which include looking into possible connections between future arms exports and GBV.

Switzerland is providing funding as well as political and substantive input to assist the Committee in preparing a 'general recommendation' regarding trafficking in women and girls. It also supports the mandate of the UN Special Rapporteur on trafficking in persons, which has in turn contributed to recommendation 30.

Finally, Switzerland supports the role of civil society organisations and assists them in producing shadow reports. For example, it assisted the Global Network for Women Peacebuilders (GNWP) in preparing a paper on strengthening synergies between CEDAW and UNSCR 1325.<sup>10</sup>

---

8 Implementing the Women, Peace and Security Agenda in the OSCE Region, Henri Myrntinen, Laura Shepherd and Hannah Wright (2020), Vienna/London: OSCE/LSE WPS Centre <https://www.osce.org/secretariat/444577>.

9 [https://tbinternet.ohchr.org/\\_layouts/15/treatybodyexternal/Download.aspx?symbolno=CEDAW/C/GC/30&Lang=en](https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/Download.aspx?symbolno=CEDAW/C/GC/30&Lang=en).

10 GNWP. Strengthening synergies between CEDAW and Women, Peace and Security Resolutions. Policy Brief 2018: [https://gnwp.org/wp-content/uploads/PolicyBrief-GNWP-2018\\_13Sept\\_2018.pdf](https://gnwp.org/wp-content/uploads/PolicyBrief-GNWP-2018_13Sept_2018.pdf).

## Goal 1

# Effective involvement of women in conflict prevention

Switzerland believes that including all population groups, especially women, in political processes is an effective way of preventing armed conflicts. But for women's involvement to have an impact, impediments, such as economic insecurity and structural gender inequalities, need to be removed. Switzerland supports international and civil society organisations that empower women to participate more actively in political decision-making processes. This includes funding specific projects and contributing to organisations' core budgets. Financing core budgets can be vital to women's and human rights organisations around the world as their sphere of action becomes more limited and increasingly problematic. Switzerland is making substantial contributions to the core budgets of UN Women, the UN Peacebuilding Fund and the UN Economic and Social Commission for Western Asia (UN ESCWA). Switzerland also makes core contributions to international NGOs and networks, such as the Global Network of Women Peacebuilders (GNWP), the International Civil Society Action Network (ICAN), the UNSCR 1325 NGO Working Group (NGOWG), the Women's International League for Peace and Freedom (WILPF), and International Women's Rights Action Watch. Funding is also provided to a range of local organisations and networks in conflict regions and fragile states around the world. In addition, Switzerland supports specific projects in Afghanistan, the Democratic Republic of the Congo (DRC), Honduras, Cameroon, Nepal and Myanmar which aim to achieve women's active participation in local decision-making processes. The 'Femmes actrices de paix' project in northern Cameroon, for example, facilitates contact and dialogue between women and young people affected by violence with security forces and political decision-makers. Finally, Switzerland's [Guidelines on human rights defenders](#), as amended, calls on its representations abroad to grant special protection to human rights defenders.

### Selected Results:

- ▶ Various analyses and studies have enabled the FDFA and swisspeace to identify civil society actors working for women, peace and security in a number of countries, for example in northern Cameroon. Mapping the various actors helps to identify women's organisations involved in mediation for future funding and support.
- ▶ The HSD helped the Cameroon Women's Media Network set up the project 'Women as actors in the cause of peace: strengthening solidarity and empowering women who are victims of extreme violence to become actors in the cause of peace'. Women affected by violent extremism are encouraged to be actors in the cause of peace, take action to promote peace and prevent violence, and support each other by holding regular group meetings and attending special training courses.
- ▶ The SDC promotes inclusive dialogue forums in Myanmar and Nepal to involve civil society organisations and, increasingly, women in local decision-making processes.
- ▶ The SDC's Afghanistan Urban Peacebuilding Programme aims to step up grassroots activities to improve urban safety at neighbourhood level. The meetings and discussions held as part of the project generated over 100 proposals for improving the local security situation. Roughly 50% of those participating were women.
- ▶ Working with civil society organisation Paung Ku, the SDC initiated discussions and over 400 training courses in Myanmar focusing, among other things, on security sector reforms, where at least a third of the participants were women.



---

## Report on the role of women in preventing violence and in PVE programmes

A report on the relationship between ‘women, peace and security’ and the prevention of violence was produced<sup>11</sup> as part of the civil society project for the implementation of the NAP 1325. Civil society organisations<sup>12</sup> conducted a field study in Kenya to better understand the ways in which the role of women intersects with preventing violent extremism (PVE). The findings from this study were then compared with experiences in Afghanistan, Bangladesh, India, Kyrgyzstan, Mali, Palestine, the Philippines, the United Kingdom and Switzerland.

The resulting critical report on the implications of the women’s rights link and the role of women in PVE programmes was used as a basis for policy dialogue with the IDWG 1325 and discussions with international and national, state and civil society actors at the conference ‘Women, Peace and Security: Reclaim Prevention’, which was held in Bern in autumn 2019. The report made specific recommendations for gender-sensitive PVE interventions and called for an approach to violence prevention grounded in human rights which contributes to gender equality.

---

11 Mesok, Elizabeth (2019). Women, Peace and Security and the Prevention of Violence: Reflections from Civil Society in the Context of the Fourth Swiss National Action Plan 1325. Policy Brief. November 2019, Bern: PeaceWomen Across the Globe (PWAG), KOFF (the Swiss Platform for Peacebuilding) at swisspeace and cfd (a feminist peace organisation). <https://www.swisspeace.ch/assets/publications/downloads/Reports/bfe9095801/20190827reportnap1325.pdf>

12 PeaceWomen Across the Globe (PWAG), KOFF (the Swiss Peacebuilding Platform), swisspeace and cfd (a feminist peace organisation).

## Goal 2

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

Studies have shown that peace processes that address the concerns of all population groups lead to a more stable and sustainable peace.<sup>13</sup> Switzerland's Fourth NAP 1325 is therefore increasing women's active participation at all stages of peace processes, both at local level and at the highest diplomatic levels. In delivering mediation training courses, for example, every effort is made to ensure that course materials are centred around gender issues and that admissions procedures achieve an appropriate gender balance. Courses are designed to cover gender-sensitive mediation issues and ensure equal representation of women and men among future mediators.

The following three examples show Swiss women in leadership positions making a significant contribution to international peace and security efforts: Ambassador Christine Schraner Burgener was appointed UN Special Envoy to Myanmar in 2018. Mô Bleeker chairs the Transitional Justice and Reconciliation Commission as part of the normalisation process in the Philippines. Finally, Ambassador Heidi Grau was appointed Special Representative of the OSCE Chairperson-in-Office in Ukraine and Chair of the Trilateral Contact Group in Minsk at the end of 2019. These experienced women who are playing a key role in resolving the most high-stakes conflicts of our time demonstrate the reputation and quality of Swiss expertise in these areas. One of the objectives of the NAP 1325 is ensuring that women and men are equally represented in negotiating delegations and mediation teams. In order to achieve this, efforts are being made to encourage women to join negotiating teams at multilateral level and in the context of specific conflicts.

Switzerland is also actively involved in 'women, peace and security' and related initiatives undertaken by regional and international bodies, including the UN, OSCE and NATO. Switzerland supports the UN Secretary-General's gender strategy for high-level UN procedures and the secondment of women experts to the UN, OSCE and other international organisations. To achieve this objective, the Swiss expert Talia Wohl has been seconded to the OSCE Conflict Prevention Centre where she works as Mediation Support Officer. She is responsible, among other things, for 'women's inclusion in peace processes' and has been working with the Gender Section to develop an OSCE-specific toolkit<sup>14</sup>. The toolkit makes specific proposals

and identifies measures to close the gaps between informal processes and formal negotiations.

In peace processes it supports, Switzerland works to ensure that both women and men serve in parties' delegations at both local and national level. In other countries, Switzerland encourages the inclusion of young women in local peace initiatives and conflict resolution mechanisms. The HSD project 'Tujenge Amani' ('Let's build peace!') in the DRC supports young women's participation in conflict resolution discussions with decision-makers, enhancing the role and influence of women and young people in society and increasing their awareness of the need to take responsibility.

### Selected Results:

- ▶ The HSD 'Tujenge Amani' project has enabled women in the DRC to be more actively involved in local decision-making processes.
- ▶ Mediation training courses are now exploring gender issues in greater depth. UNSCR 1325 is an important component of the HSD-sponsored 'Mediation in Peace Processes' Master of Advanced Studies programme at ETH Zurich.
- ▶ HSD selection procedures give preference to women mediators and specific deployment options are identified with a view to involving women more actively in peace negotiations in the long term.

<sup>13</sup> UN Women. Preventing Conflict, Transforming Justice, Securing the Peace. A Global Study on the Implementation of UNSCR 1325. UN Women. New York: 2015. <https://wps.unwomen.org>.

<sup>14</sup> See <https://www.osce.org/secretariat/440735>.

---

### **Women in local peace groups are contributing to national reconciliation in Mali**

Switzerland is working with the local NGO WiLDAF, to promote peacebuilding dialogue in Mali. The project started by establishing peace groups,<sup>15</sup> giving women from all over Mali an opportunity to discuss the future of their country, irrespective of status, origin, religion or party affiliation. Training in mediation and reconciliation is provided to women involved in peace groups. Those who complete the course receive a recognised certificate.

Some of these women are now engaging in dialogue within their communities to raise awareness of the peace agreement among the wider population. This is an opportunity for them to put what they have learned to practical use and actively contribute to national reconciliation and social cohesion. However, women are only involved to a limited extent at national level. No strategies are in place for incorporating the recommendations of local actors into the formal peace process.

---

<sup>15</sup> See: [https://www.youtube.com/watch?time\\_continue=34&v=2\\_ba8hoQsLl&feature=emb\\_logo](https://www.youtube.com/watch?time_continue=34&v=2_ba8hoQsLl&feature=emb_logo).

## Goal 3

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

Switzerland is working at various levels to secure protection for those affected by sexual and gender-based violence (SGBV), while ensuring that the offences committed are actually prosecuted. The UN Secretary-General, in particular, has called out and condemned incidents of sexual exploitation and abuse.<sup>16</sup> Switzerland has a zero tolerance policy on sexual exploitation and abuse (SEA), which includes providing comprehensive training and support to Swiss personnel in the field. In 2018, the FDFA adopted a code of conduct for employees working abroad and disseminated this through various channels. A FAQs section was later added to the code.<sup>17</sup> Switzerland has also joined the UN Secretary-General's SEA Compact initiative and contributes financially to the UN Trust Fund in Support of Victims of Sexual Exploitation and Abuse.

The SDC and HSD are helping to fund civil society-led centres delivering services to victims of sexual violence and torture in Kosovo, Iraq, Jordan, Lebanon, Syria and the Great Lakes region. In 2018 and 2019, the State Secretariat for Migration (SEM) co-financed the OIKOS project for refugees and migrants in Greece run by the NGO Zeuxis. OIKOS is both a day centre for families and a reception centre for unaccompanied minors seeking asylum, where girls are protected from psychological and physical violence and receive appropriate care. In Mongolia, Myanmar and Nepal, violence prevention and family planning projects have also been set up that are specifically aimed at men. Switzerland's work involves, in particular, raising public awareness of SGBV and preventing SGBV in relation to all members of the community, including men, women, girls, boys, older people, and people with disabilities. An SDC project in Afghanistan supports victim-centred law enforcement and facilitates access to justice for SGBV victims. At multilateral level, Switzerland makes substantial financial contributions to the enforcement of international humanitarian law through the International Criminal Court.

Switzerland is committed to achieving greater protection for individuals through information-based decision-making and fact-based policymaking. The HSD helps to fund analytical methods of determining the migration patterns of women and men, for example.

Another key concern of the Fourth NAP 1325 is supporting multilateral bodies and projects in their efforts to stop human

trafficking, such as [FIZ Advocacy and Support for Migrant Women and Victims of Trafficking](#).

SWISSINT, the Swiss Armed Forces Centre of Excellence for Peace Support Missions Abroad provides training to all members of the armed forces involved in voluntary international peacekeeping efforts. The specific training provided depends on the type of mission and the international body overseeing operations, i.e. UN missions, UN, NATO and EUFOR mandated missions and humanitarian missions. Three different basic training courses are provided: Swiss United Nations Military Observer Course (SUNMOC) for military observers and staff officers, training course for Kosovo and liaison and observation teams in Bosnia and Herzegovina (SWISSCOY/LOT), and an introductory course for peace support operations. All three courses include theory modules and practical exercises in dealing with SGBV prevention.

Following CEDAW's recommendations in 2016, Switzerland is committed to closer monitoring of the use of small arms. The UN Office for Disarmament Affairs (UNODA) and the OSCE have launched a training project, supported by Switzerland, which aims to facilitate women's access to arms control and disarmament processes and relevant mentoring programmes. Other UNODA programmes promote dialogue and discussion forums (UNIDIR High-Level Political Forum 2019, UN Small Arms Programme) to encourage information-sharing on disarmament issues.

<sup>16</sup> See for example: [https://www.youtube.com/watch?v=oXuAyCqGZrA&feature=emb\\_title](https://www.youtube.com/watch?v=oXuAyCqGZrA&feature=emb_title).

<sup>17</sup> See FDFA website <https://www.eda.admin.ch/respect/en/home.html>.

### Selected Results:

- ▶ In 2018, the HSD made a commitment to addressing gender issues at the Third Review Conference of the UN Programme of Action to prevent, combat and eradicate the illicit trade in small arms and light weapons. The resulting final document includes seven paragraphs explaining the gender-specific effects of the illicit trade in small arms.
- ▶ The systematic inclusion of topic-based modules in introductory and advanced training courses has enhanced the capacity Swiss Humanitarian Aid staff to prevent sexual abuse.
- ▶ In the Great Lakes region, an SDC project gave 25,500 people affected by violence (72% of whom were women) access to psychosocial support programmes.
- ▶ An SDC project has also enhanced the capacity of the Afghan Ministry of Justice to enact and review legislation and review court decisions in line with international human rights standards.
- ▶ The HSD-backed programme 'Women's Initiatives for Gender Justice' (WIGJ) has given victims of sexual violence in Uganda and the DRC access to transit houses and courts.
- ▶ Guidelines have been in force since March 2019 requiring all federal asylum centres in Switzerland to take account of women's specific accommodation needs and help prevent SGBV in the centres.

---

### New findings from a study on the needs of female refugees in Switzerland

A recent [study on the situation of female refugees](#) looked at the needs of women refugees in Switzerland in terms of SGBV. This study, which was commissioned by the Federal Council in 2017, was produced by the SEM in cooperation with the Conference of Cantonal Directors of Social Services (CDSS) and supported by an advisory group comprising members of the FOPH, FOJ, UNHCR and several NGOs. The Asylum Act, as amended, now includes a number of measures, introduced by the SEM, to protect women from SGBV and prescribes appropriate minimum standards of accommodation in federal asylum centres. In October 2019, the Federal Council approved the SEM's detailed official report and a shorter Federal Council report recommending ways in which the situation of female SGBV victims could be improved and SGBV incidents prevented in federal asylum centres.

## Goal 4

# Women's participation in peace missions and security policy

Promoting the equitable participation of both women and men in peacekeeping operations and security policy-making is another key concern of the Fourth NAP 1325. Switzerland highlights the important role of female police officers and servicewomen and seeks to identify, on the basis of analyses, the remaining obstacles to women entering the police and armed forces. Civilian and military personnel engage in targeted information-sharing and attend compulsory 'women, peace and security' training courses during the preparation and follow-up phases to missions abroad. The insights gained from structured debriefings are built into the planning processes for future missions and covered in training courses.

Implementing the legal requirements for the secondment of peacekeeping personnel presents a challenge for Switzerland, given that both military service and peacekeeping service are voluntary for women. Achieving the UN target of 25% female military observers and staff officers deployed on military peacekeeping operations by 2028 poses a further challenge, given that the UN requirement profile differs from that of the Swiss Armed Forces. Women seconded as military observers and staff officers need to complete officer training in the Swiss Armed Forces. The UN, however, has significantly scaled back the requirements and training profile and also accepts female non-commissioned officers. Switzerland still has a relatively large percentage of women serving in military contingents on peacebuilding missions. Switzerland has already achieved the UN target of 15%+ women by 2028.

Women continue to be seriously under-represented in peace negotiations and on bodies responsible for security policy-making. To counteract this, the OSCE UNODA 'Scholarship for Peace and Security' programme offers training to young women in security-related fields, such as arms control, disarmament and non-proliferation, which tend to be male-dominated. In 2019 alone, there were 100 participants in this FDFA co-funded programme, 90 of whom were women.

Switzerland also supports the development and implementation of mediation courses that deliver content and methodology with a gender perspective. In 2018, for example, Switzerland cooperated with the Ecole de Maintien de la Paix (EMP) in Mali on running a mediation course taught by Swiss and international experts. In 2019, Switzerland worked with Canada to deliver another 'women, peace and security' course, where 30% of participants were women.

### Selected Results:

- ▶ The Federal Office of Police (fedpol) has published an article<sup>18</sup> highlighting the contribution of female police officers to establishing an inclusive security policy.
- ▶ In a drive to recruit more women, the Swiss Armed Forces ensures, for example, that a gender perspective is systematically built in to its education and training initiatives.
- ▶ In cooperation with women from business, think tanks and the Federal Administration, the DDPS has set up a working group to identify targeted initiatives for the promotion of women in the armed forces.
- ▶ Finally, in April 2019, the DDPS established a Swiss Armed Forces diversity unit tasked with overseeing diversity and minority affairs and providing relevant advice and information. The diversity unit creates a basis on which all members of the Swiss Armed Forces can perform their military service effectively, regardless of gender, gender identity, sexual orientation, age, language, physiology and psychology, culture, ethnic and social origin, religion, world view or lifestyle.

---

<sup>18</sup> See online article: *Schweizer Polizistinnen für den Frieden in der Welt*  
<https://www.vspb.org/content/docs/003%20Aktuell/1%20Verbandszeitung%20police/10-19%20DE%20Polizistinnen.pdf>.

---

### **Promoting gender-responsive policing in Honduras**

The Citizen Security programme in Honduras promotes gender awareness in the police force by including gender-specific components in strategic planning, delivering police training that covers gender and human rights issues, and actively supporting young female police officers. This SDC-funded programme is designed to make the police force more effective and the civilian population safer.

The programme supports information-sharing between security forces and civil society, promotes the development of local security plans, and actively involves women's groups in planning processes. In the Honduras police force, protocols for appropriate treatment of victims of domestic violence are being established and police stations and processes are being restructured to address the specific needs of both male and female victims of violence.

Community policing working groups were set up in 2019, including an equality group responsible for assessing gender issues within the police force and its work with victims of gender-based violence.

## Goal 5

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

Switzerland is also committed to the consistent implementation and development of the women, peace and security agenda at bilateral and multilateral levels by supporting specific projects and regional and international organisations such as the UN and OSCE. Switzerland has been making core contributions to UN Women, the United Nations entity dedicated to gender equality and the empowerment of women, since it was established in 2010. In addition, Swiss nationals have been seconded to organisations such as the UN Department of Political and Peacebuilding Affairs (DPPA), the Office of the United Nations High Commissioner for Human Rights (OHCHR) and the African Union to assist with work on gender equality issues. In contributing to the open debates of the UN Security Council and serving on the UN Human Rights Council and other UN bodies, Switzerland regularly calls for women, peace and security issues to be addressed and implemented. Ensuring that these issues are closely linked to CEDAW's rules and legal mechanisms is the primary means of achieving this. In various parts of the NAP 1325, Switzerland calls for the development, implementation and visibility of relevant rules and standards (see box 'Linking the National Action Plan 1325 to the CEDAW').

As an established international dialogue partner, Switzerland works with like-minded countries as part of networks such as the Group of Friends of 1325. Co-chairing the Women, Peace and Security-Focal Point Network (WPS-FPN) in 2021 with South Africa will enable Switzerland to shape and drive forward the international women, peace and security agenda.

In addition, under the current NAP 1325, Switzerland continues to support strategically relevant civil society organisations such as the NGO Working Group on Women, Peace and Security (NGOWG), the Global Network of Women Peacebuilders (GNWP), the Women's International League for Peace and Freedom (WILPF) and PeaceWomen Across the Globe (PWAG). These umbrella organisations bring together women's rights defenders from all over the world, helping to advance the women, peace and security agenda internationally and critically assess progress achieved in the implementation of related resolutions in the respective countries.

Finally, Switzerland is encouraging other countries, through multilateral and bilateral channels, to adopt National Action Plans with a view to systematically implementing the women, peace and security agenda. Expertise and funding is being provided to some partner countries to assist in the preparation of NAPs on UNSCR 1325 (see box 'Global women's network provides comprehensive expertise to assist Chad in

developing an NAP 1325'). Switzerland also provides financial assistance to the Centre for Women of the United Nations Economic and Social Commission for Western Asia (ESCWA), which is working to develop and improve NAPs in the MENA region. ESCWA promotes networking and raises awareness of women, peace and security in the region by delivering thematic training programmes and facilitating regional exchanges<sup>19</sup>.

### Selected Results:

- ▶ The FDFA-backed GNWP has published a civil society concept paper on the links between CEDAW and UNSCR 1325, raising awareness of the potential interrelationship between these two mechanisms.
- ▶ The GNWP has also strengthened the capacity of local women's organisations in Ukraine, enabling them to produce clearer CEDAW shadow reports and tie these in to women, peace and security issues.
- ▶ The High Commissioner for Human Rights, the GNWP and UN Women staged a side event at the 72nd Session of CEDAW at the UN in Geneva. The panel discussion focused on the efforts to date to strengthen synergies between CEDAW and the women, peace and security agenda and the challenges faced by states, CEDAW and the UN Security Council.

<sup>19</sup> See the UN ESCWA website <https://www.unescwa.org/events/high-level-conference-women-peace-and-security-measuring-progress-and-addressing-gaps>.



---

**Global women's network provides comprehensive expertise to assist Chad in developing a NAP 1325**

In cooperation with the GNWP, the FDFA is assisting the government and Ministry for Women in Chad in implementing the women, peace and security agenda nationally. Thanks to the GNWP's experience in this area, technical and content expertise is being made available to Chad and knowledge from other countries used for NAP 1325 development. A context analysis, national consultations with local civil society and bilateral meetings with ministries, for example, have already been completed. A review process will be undertaken, which should help define implementation goals and processes. In future, the GNWP will help the government of Chad to formulate its own NAP 1325 and engage in consultations that actively involve as many stakeholders as possible.

Government representatives have signalled a strong political commitment to advancing the NAP 1325 in a fully inclusive and participative manner in the months ahead. As a result, the process, not just the NAP document as such, will make a major contribution to raising awareness and reinforcing national capacity in relation to women, peace and security.

---

**Seconded to NATO – Report by Rachel Gasser**

Swiss national Rachel Gasser is a consultant in the Office of the Special Representative on Women, Peace and Security at NATO (Human Security Unit), building on 15 years of work experience in this field.

Her remit includes the systematic integration of men's and women's different interests in all NATO projects and processes, as well as the coordination of the associated working groups (Gender Task Force). In terms of content, she works in areas such as the prevention of human trafficking and the development of early warning systems that include a gender perspective on peace and security issues.

Rachel Gasser believes that Switzerland's work is crucial to achieving the goals set out in UNSCR 1325. "Switzerland is making a vital contribution to women, peace and security by making voluntary national contributions to NATO, but also by seconding people like me and supporting dialogue forums between civil society and decision-makers."

# 3 Assessment of the Implementation to date of the Fourth National Action Plan 1325 and Outlook for 2020–2021

Switzerland takes a proactive approach to women, peace and security, having produced four National Action Plans for the implementation of UNSCR 1325 since 2007. It also cooperates with civil society in developing and implementing the NAP 1325, focuses on accountability<sup>20</sup>, establishes links to human rights mechanisms (e.g. CEDAW), ensures institutional anchoring of women, peace and security in security-related areas (through IDWG 1325), promotes women, peace and security at local level through specific, selected projects and makes core contributions to international organisations and NGOs over the long term. Switzerland intends to pursue this integrated, participatory approach, which has generated positive responses both at home and abroad.

This interim report on the Fourth NAP 1325 and the monitoring spreadsheet, which includes the implementation measures added by IDWG 1325 members, have enabled key results, challenges and opportunities to be identified. Reports submitted at regular intervals enable the IDWG 1325 to reflect on the usefulness and impact of different measures under the NAP 1325 and adjust these as necessary. A number of organisational units and civil society have referred to dialogue forums in the monitoring spreadsheet, which have generated ideas and suggestions for the next implementation phase. It has also been suggested that local stakeholders should be more actively involved in various processes. The monitoring spreadsheet also identifies some remaining obstacles to women accessing decision-making processes which need to be addressed in future. Analyses will therefore be performed to determine how the percentage of women deployed on national and international assignments could be increased. In many countries and contexts, women are still excluded at local and national level and their voices are not properly heard. In order to achieve sustainable peace, peace processes need to be more inclusive and the concerns of women

worldwide given higher priority. The peace groups in Mali, for example, have shown the potentially positive impact on peace processes of the active participation of women.

Switzerland will continue promoting the implementation of the women, peace and security agenda through local project work, at national level and at the bilateral and multilateral levels. Switzerland consciously intends to renew and reaffirm its commitment to women, peace and security in response to the growing global backlash against women's rights and human security in general. It will continue to support issues such as gender-sensitive mediation, curbing small arms violence, protecting human rights defenders, and mainstreaming gender issues in preventing violent extremism. Switzerland will demonstrate its commitment by engaging in political debate and working to implement specific projects. Actively involving civil society at national and international level remains a central feature of the implementation strategy under the Fourth NAP 1325.

Given the confluence of anniversaries this year (the UN turning 75, 25th anniversary of the Beijing Conference, 20th anniversary of UNSCR 1325, 10th anniversary of UN Women, and 5 years since the adoption of the SDGs), Switzerland will not only continue to implement the measures under the Fourth NAP 1325, but also step up its efforts. At the high-level commitments event on women, peace and security in April 2019 Switzerland made four pledges to be implemented before the anniversary of UNSCR 1325 in October 2020: supporting Chad in developing an NAP 1325, providing financial support to GNWP for the preparation of a policy brief on 'linkages between corruption, human rights and the WPS agenda', updating the guidelines on human rights defenders, and making a voluntary national contribution to the office of NATO's Special Representative on Women, Peace and Security. As noted above, action to implement these four pledges is well under way. To mark the 20th anniversary of UNSCR 1325, Switzerland will be hosting an event in Geneva to discuss priorities under the current women,

---

<sup>20</sup> E.g. accountability, consolidation, transparency initiative, commitment to international humanitarian law.

peace and security agenda and reflect on developments over the last 20 years.

2021 will be another milestone year: Switzerland will act as the annual co-chair of the Women, Peace and Security-Focal Point Network (WPS-FPN), having served as a member of the Troika this year. As WPS-FPN co-chair, Switzerland and South Africa will each host an international conference and organise an event on the margins of the UN General Assembly in New York. Switzerland will use its chairmanship to achieve progress on specific issues, advance key concerns under the current women, peace and security agenda, and facilitate networking among relevant stakeholders. Ensuring full, equal and meaningful participation of women at all stages of peace processes and in conflict prevention is one of Switzerland's key priorities during its chairmanship. Switzerland will maintain its focus on practical actions that implement existing resolutions and are linked to specific goals. On this basis, Switzerland will continue to pursue a credible foreign policy on women, peace and security issues.

## Imprint

**Editor:**

Swiss Federal Department of Foreign Affairs FDFA  
3003 Bern  
[www.fdfa.admin.ch](http://www.fdfa.admin.ch)

**Author:**

Swiss Federal Department of Foreign Affairs FDFA  
**Directorate of Political Affairs DP**  
Human Security Division HSD  
Gender Advisor  
Bundesgasse 32  
3003 Bern  
Tel. +41 58 462 30 50  
[www.eda.admin.ch/ams](http://www.eda.admin.ch/ams)

In cooperation with:



**Design:**

Team Audiovisual, FDFA Communication

This publication is also available in German. It can be downloaded from the website [www.fdfa.admin.ch/publications](http://www.fdfa.admin.ch/publications).

Bern, 2020 / © FDFA