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“I/A” ITEM NOTE

from: General Secretariat of the Council
to: Coreper/Council

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

1. At its meeting of 13 July 2010, the Political and Security Committee endorsed the Indicators for the Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security as set out in the annex.
2. The PSC transmits the Indicators for the Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security to Coreper with a view to their adoption by the Foreign Affairs Council at its meeting on 26 July 2010.

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

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

References

- Ref A: Resolution 1325 (2000) of the United Nations Security Council concerning women, peace and security (UNSCR 1325)
- Ref B: Resolution 1820 (2008) of the United Nations Security Council on women, peace and security (UNSCR 1820)
- Ref C: Resolution 1888 (2009) of the United Nations Security Council on women, peace and security (UNSCR 1888)
- Ref D: Resolution 1889 (2009) of the United Nations Security Council on women, peace and security (UNSCR 1889)
- Ref E: EU Comprehensive Approach on UNSCR 1325 and 1820 on women, peace and security (15671/1/08 REV 1)
- Ref F: Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP 15782/3/08 REV 3
- Ref G: Review of the implementation by the Member States and the EU institutions of the Beijing Platform for Action – Indicators concerning Women and Armed Conflicts (16596/08)

I. Introduction

EU policy on women, peace and security

The EU has consistently called for the full implementation of the women, peace and security agenda set in UN Security Council resolutions 1325 (2000) and 1820 (2008) and subsequently reinforced by the adoption of UN Security Council resolutions 1888 and 1889 (2009), particularly the need to combat violence against women in conflict situations and the promotion of women's participation in peacebuilding. To reinforce EU action in this area, on 8 December 2008 the Council of the European Union adopted the 'EU Comprehensive Approach on UNSCR 1325 and 1820 on women, peace and security' (Comprehensive Approach)¹ that covers the whole spectrum of EU's external action instruments throughout the conflict continuum, from conflict prevention to crisis management, peace-building, reconstruction and development co-operation.

As a parallel key policy development, the Council adopted on the same day the operational paper 'Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP'². This document builds on the previous operational document and checklist on the same topic (dating from 2005 and 2006 respectively) and takes into consideration new developments, notably the Resolution 1820 on sexual violence. It can be considered that this document, together with the Comprehensive Approach, jointly form the two main pillars of the EU women, peace and security policy.

¹ 15671/1/08 REV 1

² 15782/3/08 REV 3

The Comprehensive Approach creates an informal ‘Women, Peace and Security Task Force’ to increase inter-institutional coordination and to promote a coherent approach to gender-related issues, and specifies that the Task Force will be composed of staff working on both gender equality and security issues across the relevant Council Secretariat and Commission services, and be open to EU Member State participation. Moreover, the Comprehensive Approach requests in its Article 43 that the Task Force elaborate indicators to facilitate the monitoring and evaluation of the implementation of the Comprehensive Approach: “On the basis of the four indicators elaborated under the French Presidency for the follow-up of the Beijing Platform for Action area of concern ‘Women and armed conflicts’, the ‘Women, Peace and Security Task Force’ will develop further indicators for progress regarding the protection and empowerment of women in conflict settings and in post conflict situations.”

In December 2008, the Council adopted four indicators in respect of women and armed conflicts prepared during the French Presidency. This work was based on the Madrid European Council of 1995, which called for an annual review of implementation of the Beijing Platform for Action by Member States and European institutions. In 1998, the Council decided that this review should be accompanied by a set of quantitative and qualitative indicators. France, holding the Presidency of the European Union from July to December 2008, was charged with drawing up indicators for the Platform for Action's critical area of concern no. 5, women and armed conflict.

In addition, the EU Plan of Action on Gender Equality and Women's Empowerment in Development (2010-2015), which was adopted by Foreign Affairs Council on 14 June 2010, contains specific objectives and actions on the contribution of EU development co-operation to the EU's policy on women, peace and security.

United Nations Security Council Resolutions on women, peace and security

Adopted on October 31st 2000, United Nations Security Council Resolution 1325 is the first UN Security Council resolution to address the disproportionate and unique impact of armed conflict on women, as well as the importance of women's involvement in conflict-resolution and post-conflict political processes and reconstruction. UNSCR 1325 reinforces prior international and regional legal commitments and conventions relevant to women, peace and security and establishes a series of new principles. It stresses the importance of women's equal and full participation as active agents in the prevention and resolution of conflicts, peace negotiations, peace-building, peacekeeping, humanitarian response and in post-conflict reconstruction. On 19 June 2008, the UN Security Council adopted Resolution 1820 on sexual violence in conflict, which explicitly links sexual violence as a tactic of war with the maintenance of international peace and security. UNSCR 1820 reinforces Resolution 1325 in recognising that sexual violence is often widespread and systematic and can impede the restoration of international peace and security.

UN Security Council Resolution 1888 (2009) restates the importance of increasing women's representation in mediation and decision-making processes with regard to conflict resolution and peacebuilding. The resolution calls for a new architecture of peacekeeping missions to give a specific focus on the protection of women and children. It establishes new measures to address sexual violence in situations of armed conflict, such as the appointment of a Special Representative and a Team of Experts on the use of sexual violence in armed conflict.

UN Security Council Resolution 1889 (2009) urges UN Member States and other actors to take further measures to improve women's participation during all stages of peace processes, requests that UN bodies and MS collect data on, analyse and systematically assess particular needs of women in post-conflict situations and requests the UN Secretary-General to submit to the Security Council a set of indicators to track implementation of UNSCR 1325. The objective of these would be to remedy to the absence of baseline data and specific, measurable, achievable, relevant and time-bound indicators to measure progress.

In response to a Security Council request, the UN Inter-Agency Task Force on Women and Peace and Security, with UNIFEM serving as the technical lead, established a Technical Working Group to define the requested set of indicators. As a result, 26 indicators were included in a report of the UN Secretary-General on Women and peace and security for the information of the members of the Security Council on 6 April 2010³. The indicators are arranged around the fundamental pillars of UNSCR 1325, namely prevention, participation, protection as well as relief and recovery. Close contacts were kept with UNIFEM in the development of the EU indicators, in order to promote synergies and maximum coordination.

II. Aim and process of development of the indicators

This document contains a description of the proposed indicators for measuring the EU execution of its women, peace and security commitments, as defined in the Comprehensive Approach and the operational paper ‘Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP’. In order to clarify how the indicators fit together with the relevant EU policy documents, the document includes references to relevant articles of these (where numbering available).

The indicators were developed through a series of meetings of the informal Women, Peace and Security Task Force, which took place respectively on 21 April 2009, 4 December 2009, 27 January 2009, 29 March 2010. The meetings of 4 December 2009 and 29 March were open to the participation of stakeholders such as NATO, the relevant UN agencies and NGOs representatives. Earlier consultations with grassroots organisations from fragile or post-conflict countries and Brussels-based civil society organisations took place in previous meetings of the Women, Peace and Security Task Force, in the framework of the programme ‘Initiative for Peacebuilding’ supported by the Commission.

³ S/2010/173

In its deliberations, the Women, Peace and Security Task Force sought to achieve a set of key indicators that were achievable, directly measurable (data available), specific and relevant. It aimed at a relatively restricted number of indicators that could be used both by the EU institutions and Member States, where relevant. A deliberate choice was made to concentrate on the measurement of the implementation process and steps taken, and to link each indicator to specific deliverables contained in the existing EU policy documents on women, peace and security. The EU indicators will be complemented with the ‘global’ UN indicators that cover broader issues such as the occurrence of sexual violence in conflict affected countries, the number and percentage of courts equipped to try cases of violations of women’s and girls’ human rights and the level of women’s political participation. The data gathered on certain indicators will be supplemented with narrative information on good practices and results (see below for details) in order to also obtain qualitative information.

The indicators aim at:

- Strengthening the EU accountability of implementing its commitments on women, peace and security;
- Detecting progress and achievements in the implementation of EU women, peace and security commitments;
- Detecting gaps and weaknesses in the implementation of this policy;
- Facilitating subsequent policy making and prioritisation of actions, as well as possible benchmarking;
- Motivating personnel;
- Facilitating clear communication about the implementation of the relevant EU policy;
- Improve EU visibility.

The current work has taken full account of the indicators developed in 2008 and has been in line with the recommendations contained in the relevant report which stated that, “given the complexity of the issues, it would be necessary to pursue the work on indicators and produce a full body of indicators on women and armed conflict” and that “mechanisms need to be devised for the collection of qualitative and quantitative data to enable the range of indicators to be progressively increased, including by the evaluating, readjusting and adding to the ones produced in 2008”.

In order to have a full picture of EU action on women, peace and security, the indicators cover both key EU policy documents on the matter, namely the Comprehensive Approach and the operational paper ‘Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP’. Full account was paid also to the more recent UN Security Council Resolutions 1888 and 1889.

III. Thematic framework

In line with the corresponding work by the UN⁴, the document considers the following four thematic areas: prevention, participation, protection, relief and recovery.

Prevention: mainstream a gender equality perspective into all conflict prevention activities and strategies, develop effective gender-sensitive early warning mechanisms and institutions, strengthen efforts to prevent violence against women, including various forms of gender-based violence, and fight against impunity on gender based and sexual violence.

Participation: promote and support women’s active and meaningful participation in all peace processes as well as their representation in formal and informal decision-making at all levels; improve partnership and networking with local and international women’s rights groups and organisations; recruit and appoint women to senior positions.

Protection: strengthen and amplify efforts to secure the safety, physical or mental health, well-being, economic security and/or dignity of women and girls; promote and safeguard human rights of women and mainstream a gender perspective into the legal and institutional reforms.

Relief and recovery: promote women’s equal access to aid distribution mechanisms and services, including those dealing with the specific needs of women and girls in all relief recovery efforts.

⁴ S/2010/173

IV. The indicators

A. Action at country and regional level

- 1. Number of partner countries with whom the EU is engaged in supporting actions on furthering women, peace and security and/or the development and implementation of national action plans or other national policies to implement the UNSC resolutions on women, peace and security**

This indicator aims at monitoring the extension of the substantive and sustained work⁵ by the EU on women, peace and security in its external action, i.e. with how many third countries the EU has put in place initiatives that support actions at the national level on women, peace and security, including the development and implementation by third countries of national action plans or corresponding EU support to both governmental and non-governmental actors, as well as to inter-governmental organisations, should be included under this indicator.

This indicator is in particular responsive to paragraph 19 of the EU Comprehensive Approach.

⁵ Excluding one off meetings and conferences etc.

2. Modalities and EU tools, including financial instruments, that the EU has used to support women, peace and security in its partner countries

This indicator complements indicator n°1 by exemplifying the type of policy and financial tools that have been used to support actions on women, peace and security in EU's partner countries. These include, but are not limited to: 1) inclusion of a substantive discussion item about the implementation of UN Security Council resolutions on women, peace and security in political, human rights or other relevant dialogues; 2) use of other policy tools (meetings and reports produced by EU Special Representatives, EU statements and declarations, organisation of public meetings, support for the inclusion of women in peace-negotiations...); 3) capacity-building support to governments and/or local authorities having direct or indirect impact on the implementation of UN Security Council resolutions on women, peace and security (possibly reflected in Country Strategy Papers), notably through UN agencies; 4) support to international organisations, research institutions, civil society or other organisations active on women, peace and security.

This indicator is in particular responsive to paragraphs 23 to 25 of the EU Comprehensive Approach

3. Number of regional level dialogues that include specific attention to women, peace and security in outcome documents, conclusions and targets

This indicator focuses on the political discussions between the EU and regional actors, such as the African Union, ECOWAS, CARIFORUM and ASEAN, and aims at monitoring in how many cases this discussion is reflected in formal documents, such as final declarations, joint press releases, decisions taken on concrete actions on women, peace and security (such as collaboration on training for crisis management and peace keeping missions, sharing of standards or good practices, MoUs, exchanges of letters, joint meetings or cross-invitations to meetings).

This indicator is in particular responsive to paragraph 33 of the EU Comprehensive Approach.

4. Number of EU's partner countries in which work on women, peace and security is coordinated between EU partners and/or with other donors, and type of coordination

This indicator aims at monitoring in how many partner countries mechanisms of coordination exist that systematically deal with women, peace and security matters. These mechanisms can exist between the EU Delegations and EU Member States' embassies and/or other donors and organisations (for example the UN, possibly also civil society organisations).

This indicator is in particular responsive to paragraph 19 of the EU Comprehensive Approach.

B. Integrating WPS into EU priority sectors

5. Number of projects or programmes in specific sectors – notably SSR, DDR, human rights, civil society, health and education, humanitarian aid and development cooperation – implemented in fragile, conflict or post conflict countries⁶ that significantly contribute to gender equality and women's empowerment or have gender equality as their principal purpose; total amount of this funding and its percentage of co-operation programmes in the respective country

This indicator wants to capture the quantity and the percentage of total funding of EU projects or programmes in the sectors listed under paragraphs 35 to 40 of the Comprehensive Approach that have a significant gender equality relevance. These projects or programmes can be implemented either with governments or public authorities or other stakeholders such as the UN or civil society organisations. Where available, the indicator should be populated by identifying projects or programmes in the various sectors scoring 1 or 2 on the OECD/DAC Gender Policy Marker.

This indicator is in particular responsive to paragraphs 35 to 40 of the EU Comprehensive Approach.

⁶ taking into consideration, in particular, the list of countries used by the OECD DAC INCAF.

C. Political support and cooperation with other international actors

6. Number of national action plans or other strategic, national level documents or reporting procedures in EU Member States

This indicator aims at monitoring the number of EU Member States having expressed their commitment by putting in place specific national mechanisms such as national action plans or comprehensive policies on women, peace and security.

This indicator is in particular responsive to paragraphs 35 to 40 of the EU Comprehensive Approach.

7. Number and type of joint initiatives and joint programmes at global, regional and national levels with the UN and other international organisations such as NATO, OSCE and the African Union or the World Bank and other international financial institutions (IFIs) on women, peace and security

This indicator wants to capture the extent of co-operation on women, peace and security between the EU and international actors (for example the UN secretariat and relevant UN agencies such as UNIFEM and UNICEF and the ICRC, NATO, OSCE, AU), acting at both global and regional levels.

This indicator is in particular responsive to paragraphs 41 to 42 of the EU Comprehensive Approach.

D. Women's participation

8. Number and percentage of women mediators and negotiators and women's civil society groups in formal or informal peace negotiations supported by the EU

This indicator tracks the representation and meaningful participation of women in formal and informal peace negotiations. Attention should be paid to:

- § the number and percentage of women mediators and negotiators in formal or informal peace negotiations.
- § the number and percentage of women mediators and negotiators in formal or informal peace negotiations who represent women's civil society groups.

Where feasible, this indicator should be complemented by descriptions of the impact that women's participation has had on the outcome.

This indicator is in particular responsive to paragraph 25 of the EU Comprehensive Approach.

9. EU activities in support of women's participation in peace negotiations

This indicator measures the concrete actions by the EU institutions or Member States in support of women's participation in formal or informal peace negotiations. The indicator should measure actions such as capacity-building, support for women's networking on peace building, support to parallel meetings to official peace negotiations etc.

This indicator is in particular responsive to paragraph 25 of the EU Comprehensive Approach.

10. Number and type of meetings of EU Delegations, EU Member States' embassies and CSDP missions with women's groups and/or non governmental organisations dealing with women, peace and security issues

This indicator measures the contact that the relevant EU actors have with local and international non governmental organisations or associations promoting women's rights and gender equality, as well as with local women's groups. The indicators should be complemented by an explanation on the quality of this interaction.

This indicator is in particular responsive to paragraph 19 of the EU Comprehensive Approach, as well as to the operational paper 'Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP'.

11. Proportion of women and men among heads of diplomatic missions and EC delegations, staff participating in UN peacekeeping operations and CSDP mission at all levels, including military and police staff

This indicator, adopted in December 2008, measures the extent to which women participate in the EU's external policy formulation and implementation.

This indicator is in particular responsive to paragraph 16 of the EU Comprehensive Approach, as well as to the operational paper 'Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP'.

E. Common Security and Defence Policy (CSDP)

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

This indicator, adopted in December 2008, measures the extent to which the EU and EU Member States seek to incite the relevant personnel in the implementation of the commitments taken. This indicator should consider trainings of minimum of 4 hours in order to be meaningful. Good practices should be described to complement the indicator.

This indicator is in particular responsive to the operational paper 'Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP'.

13. Number and percentage of CSDP missions and operations with mandates and planning documents that include clear references to gender/women, peace and security issues and that actually report on this

This indicator measures the extent to which the documentation forming the basis of a CSDP mission incorporate gender aspects of crisis management, and the extent to which these are actually reflected in their practical work on the ground and thus reported on.

This indicator is in particular responsive to the operational paper ‘Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP’.

14. Number and percentage of CSDP missions and operations with gender advisors or focal points

This indicator measures the extent to which CSDP missions deploy personnel particularly dealing with gender issues. Distinction should be made between full-time or part-time (including ‘double-hatted’) gender advisors or gender focal points dealing with the issues in addition to their other duties.

This indicator is in particular responsive to the operational paper ‘Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP’.

15. Number of cases of sexual abuse or exploitation by CSDP staff investigated and acted upon

This indicator is an important measure of CSDP missions’ accountability on cases of misconduct, and shows that the EU takes seriously its commitments with regard to the standards of behaviour, particularly in respect to sexual exploitation and sexual abuse.

This indicator is in particular responsive to the operational paper ‘Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP’.

16. Percentage of EUSRs activity reports that include specific information on women, peace and security

This indicator measures the extent to which EUSRs consider women, peace and security issues as part of their mandate.

This indicator is in particular responsive to the operational paper ‘Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP’.

F. International protection

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

This indicator, adopted in December 2008, aims to illustrate how the situation of women in countries affected by armed conflicts is taken into account for the granting of international protection.

V. Reporting

These indicators will form the basis for EU reporting on the implementation of the ‘EU Comprehensive Approach on the implementation of UNSCR 1325 and 1820 on women, peace and security’ and the ‘Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP’. A report should be compiled at least every two years by the services in charge, with the support of the informal EU ‘Women, Peace and Security Task Force’, and presented to the PSC. The first report should be drafted in 2010 in order to mark the 10th anniversary of UNSCR 1325, and should include information gathered through targeted consultations with EU Missions in conflict and post-conflict countries, EU Member States as well as CSDP missions and operations. The indicators should be revised if deemed necessary and to reflect future developments in the area.