ANNEX H: Case study of Danish contribution to the European Union on 1325

Evaluation of the Danish National Action Plans for the Implementation of UN Security Council Resolution 1325 on Women, Peace and Security

Contents

1 Summary

Denmark's contribution to a women, peace and security (WPS) agenda in the European Union appears to have waned in recent years. Denmark has been visibly absent from recent WPS policy engagement, which is perceived to be at odds with its voiced commitments to 1325 and history as the first country to develop a NAP. This appears to be linked to challenges with human resources and the active de-prioritisation of a 1325 agenda.

A question arising from the case study is the **extent to which Denmark should be focusing on normative change** at the policy level in Brussels or at the EU CSDP mission level. In the absence of Danish gender advisors and female police officers to pursue normative change at the CSDP mission level, Denmark's contribution to the EU in a context of limited resources may be best-placed mobilising a stronger normative voice in thematic areas coherent with its development cooperation policy. A clear example would be pursuing a normative agenda on SRHR in the EU and mobilising its recognised global strength in this area.

2 Introduction

This report presents one of six case studies conducted for the evaluation of the second and third Danish National Action Plans for the Implementation of UN Security Council Resolution (UNSCR) 1325 on Women, Peace and Security (2008-2013 and 2014-2019). The case studies form one of the core methodologies of the evaluation.

The structure of the case studies is based largely on the first and second evaluation questions as outlined in the evaluation terms of reference (see Annex A of the evaluation report):

1. What results have been achieved in portfolios related to the NAPs?

2. Based on EQ1, what are the results of the NAPs against their stated objectives to address and enhance women's full and equal participation, protection of women, transitional justice and mainstreaming of gender equality in humanitarian efforts and international operations?

The structure of the case studies has also been guided by the sub-evaluation questions organized according to the OECD/DAC criteria and included in the evaluation matrix (see Annex B of the evaluation report).

Interviews for this case study took place in person in Copenhagen and Brussels and through phone or online calls. Interviewees included Danish Civil Servants involved with Denmark's engagement with the EU, a representative of the office of the Principal Advisor on Gender and UNSCR 1325 in the European External Action Service (EEAS) and a number of civil society organizations supporting a WPS agenda in the EU. Six interviews were conducted specifically for this case study, with additional interviews conducted across the evaluation also feeding into the findings. Whilst all interviews were transcribed, quotes and perspectives in this case study have not been attributed to specific interviewees to maintain a degree of confidentiality.

The evaluation team encountered some challenges obtaining data on specific Danish contributions to supporting 1325 in the EU, particularly for the period covering the second Danish NAP (2008-2013), in part due to lack of institutional memory and what appears to be poor tracking of NAP achievements. Thus, this case study focuses on achievements made during the third Danish NAP period, particularly in more recent developments in support of EU attention to 1325 and a WPS agenda.

3 Background

3.1 1325 in the European Union

Responsibility for implementation of UNSCR 1325 in the EU rests primarily within the EEAS, with two bodies of particular relevance: the office of the Principal Advisor on Gender and UNSCR 1325, and the EU Informal Task Force on UNSCR 1325. The position of Principal Adviser on Gender and UNSCR 1325 was created in 2015 to support EU coordination with wider actors on policies and actions related to gender and WPS, and internal coordination and prioritisation of WPS in the EU's external action. The Informal Task Force on UNSCR 1325, chaired by the EEAS, was established in 2009 and has been the main driver in the implementation of 1325 and the Comprehensive approach (see below).[1]

The EU has a longstanding engagement to promote gender equality and women's rights in its external policy. An important advancement in the EU's commitment to a WPS agenda was the development in 2008 of the *Comprehensive approach to the EU implementation of the UNSC resolutions 1325 and 1820 on Women, Peace and Security*. The Comprehensive approach sets out a common EU approach and guidance to the implementation of the two resolutions according to eight basic principles:

(1) A holistic approach, recognising close links between peace, security, development and gender equality
(2) Promoting respect for Human Rights and equality between women and men
(3) Promoting respect for international humanitarian law with particular attention to ensuring the prohibition of all forms of sexual violence, including enforcing zero tolerance of sexual crimes allegedly committed by troops or staff involved in peacekeeping/ building missions
(4) A three-pronged approach integrating WPS issues in political and policy dialogue with partner governments, mainstreaming a gender equality approach in policies and activities, and supporting specific strategic actions to protect, support and empower women
(5) Strengthening local, national and regional ownership and implementation of 1325 and ensuring consultation and cooperation with local stakeholders
(6) Solid situational and contextual understanding of concerned countries and regions in all EU interventions
(7) Attention to children's rights
(8) Strengthening co-operation with other actors, especially the UN to advance gender equality and peace.

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[1] http://eplo.org/activities/policy-work/gender-peace-security-2/gender-mainstreaming-eu/#toggle-id-1

Following the development of the Comprehensive approach, 17 indicators were established in 2010[2] and subsequently updated in 2016.[3] In contrast to the original 17 indicators, the revised indicators are grouped into 21 thematic categories, with a total of 60 sub-indicators. Since the establishments of the original indicators in 2010, there have been three implementation reports, conducted in 2011, 2014 and 2017.

More recently, in December 2018, the European Council approved the new EU Strategic Approach to Women, Peace and Security, which replaces the 2008 Comprehensive approach. Following an intensive engagement with member states and civil society through the EU Informal Task Force on UNSCR 1325, the policy has been followed by work on an action plan for the policy implementation, which at the time of writing this report is still underway.

Several other key policies and plans intersect with the EU's commitment to 1325, including the Implementation of UNSCRs on Women, Peace and Security in the context of CSDP missions and operations (March 2012) and more recently the Civilian Operations Commander Operational Guidelines for Mission Management and Staff on Gender Mainstreaming (2018). These guidelines provide an operational framework for the implementation of a gender and human rights framework in EU missions, and responds to some of the gaps identified in a 2016 baseline report on integrating human rights and gender into the EU's Common Security and Defence Policy (CSDP) (see Section 4.1 of the case study for some of the key findings from this study).[4]

3.2 Summary of engagement

Both the second and third Danish NAPs contain commitments to taking forward the implementation of 1325 and a WPS agenda within the EU. NAP II committed Denmark to several actions within the framework of the EU, although without corresponding indicators to measure progress. Two commitments are particularly relevant for this case study:

- The Ministry of Foreign Affairs will work to ensure that gender aspects and in particular SCR 1325 aspects become part of future EU action plans and guidelines on security and development and fragile states;
- The Ministry of Foreign Affairs and the Danish National Police will support that gender-related issues are addressed in the planning of EU Missions and in the mandates of EU Special Representatives.[5]

The third NAP maintains a number of specific actions in support of its commitment to 1325 and a WPS agenda in the EU; however, in contrast to its predecessor, each action is aligned with a series of indicators (see Table 1).

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[2] Indicators for the Comprehensive approach to the EU implementation of the UNSC resolutions 1325 and 1820 on women, peace and security. Council of the European Union, July 2010.

[3] Revised indicators for the Comprehensive approach to the EU implementation of the UNSC resolutions 1325 and 1820 on women, peace and security. Council of the European Union, September 2016.

[4] Report on the Baseline Study on Integrating Human Rights and Gender into the European Union's Common Security and Defence Policy. European External Action Service, 2016.

[5] Denmark's National Action Plan for implementation of UN Security Council Resolution 1325 on Women, Peace and Security 2008-2013 [NAP II], Section 3, page 19.

Table 1: Third NAP actions and indicators for Danish support to the European Union

NAP action	NAP indicator
1. Work to ensure that gender aspects and in particular UNSCR 1325 aspects are part of future EU action plans and guidelines on security and development and fragile states	1a. Gender mentioned in country programming documents for fragile states. 1b. Gender taken into consideration when CSDP missions and operations are planned.
2. Within the framework of the Comprehensive Approach work to ensure greater synergy with relevant UN initiatives.	2. Regular updates by the UN in relevant EU forums on UN initiatives on UNSCR 1325.
3. Support that gender-related issues are addressed in the planning of EU Missions.	3. Gender issues reflected in planning documents for CSDP missions (CMC, CONOPS, OPLAN, Council Decision etc.).
4. Work for a strengthened gender balance in the roster of the national Peace and Stabilisation Response, including women eligible for senior level positions in CSDP activities.	4a. Number of females accepted in the roster of the national Peace and Stabilisation Response. 4b. Number of Danish female candidates deployed to CSDP missions. 4c. Number of Danish female candidates deployed to senior level positions in CSDP missions.
5. Work for increasing the deployment of persons to CSDP mission with skill sets relevant to the implementation of UNSCR 1325.	5a. Number of qualified candidates accepted to the roster of the national Peace and Stabilisation Response, with skill sets relevant to the implementation of SCR 1325 mandates. 5b. Number of such qualified persons deployed to CSDP missions.

Given challenges in identifying documentation on Danish contributions to achieving the commitments, actions and indicators outlined in the second and third Danish NAPs, this case study will focus on actions 1 and 3 in Table 1 and their corresponding indicators. These have been selected as they are more visible areas for Danish contribution and impact both in the past and in future possible NAP engagement.

4 Results

4.1 Results against NAP indicators

Action 1: Work to ensure that gender aspects and in particular UNSCR 1325 aspects are part of future EU action plans and guidelines on security and development and fragile states.

Although much has been done in the EU to support commitment to WPS (see section 3.1 further above), the evaluation team struggled to identify specific Danish contributions to work in this area. According to the Ministry of Foreign Affairs (MFA) status update on the Danish NAP requested by and submitted to parliament in 2017, Denmark, alongside other Nordic countries, was involved in putting pressure on the EEAS to appoint a gender equality and 1325 advisor, which occurred in 2015 with the appointment of the Principal Adviser on

Gender and UNSCR 1325.[6] However, it is difficult to verify the extent to which Denmark was central to this decision, or to subsequent WPS advancements in the EU, with very few records available illustrating Danish contribution.

More recently, Denmark appears to have missed a key opportunity to support the development of the new EU Strategic Approach to Women, Peace and Security, a process overseen by the EU Informal Task Force on UNSCR 1325. A range of stakeholders interviewed for the case study emphasised that despite other member states being very actively involved in the drafting and review of the policy, Denmark was visibly absent from Taskforce meetings and did not make a significant contribution. Denmark's absence from this process appears to be part of a larger withdrawal of WPS policy engagement in the EU. As one EEAS representative noted:

> "*Denmark may have been active in the beginning and had a voice on women, peace and security but they have disappeared...They say they are committed and interested but I just don't see it.*"

Denmark's lack of visibility in EU WPS policy engagement is perceived to be at odds with the common discourse and reputation that Denmark is a leader on WPS and women's rights, which is linked to Denmark being the first country to have a NAP on 1325. Denmark's absence from WPS policy discussions is also perceived to be at odds with Denmark's representation in the EU: "*Denmark is more absent than any other member state. And this is despite Denmark being one of the most well represented member states in the EU.*"

Action 2: Support that gender-related issues are addressed in the planning of EU Missions

Identifying Danish contribution to addressing gender-related issues in EU mission planning has also been challenging. The MFA 2017 status update on the Danish NAP notes that a baseline survey was conducted in 2016 on the integration of human rights and gender into the EU's Common Security and Defence Policy (CSDP). The baseline study had a number of key findings:[7]

- Crisis management procedures and CSDP strategic and operational planning documents made reference to human rights and gender but with insufficient guidance on how missions should integrate human rights and gender into core mandates.
- Human rights and gender activities in missions had better impact when human rights and gender advisors are involved in planning and implementation; however, responsibility is placed almost entirely on advisors or non-expert focal points, the latter which usually have no prior experience on these issues.
- Although most pre-deployment and in-mission training includes human rights and gender components, almost half of the mission staff who responded to a survey had not completed any human rights or gender training.

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[6] http://um.dk/~/media/UM/Danish-site/Documents/Ligestilling/Publikationer/2017/Status%20UMs%20omrde%20UNSCR%201325%20-%202017.pdf?la=da

[7] Report on the Baseline Study on Integrating Human Rights and Gender into the European Union's Common Security and Defence Policy. European External Action Service, 2016.

An interview with a Danish EU mission focal point for the Committee for Civilian Aspects of Crisis Management (CIVCOM) suggested that **these and other gaps are visible at the mission level**. He stated that although human rights and gender are included in operational planning documents for the mission, the reality on the ground is not always in line with documentation and mandates, suggesting that **gender mainstreaming in planning was not sufficient** to facilitating structured implementation at the mission level.

A key challenge noted related to **going beyond the normative support for 1325 within the EU** to ensuring that this was disseminated and implemented at mission level. The Danish CIVCOM focal point described one example of a visit to a mission where he found active support for women's participation in the police at the ministerial level. However, at the field level, senior police focal points showed less support for women's participation and reproduced narratives of women playing an important role in domestic-like tasks rather than in structured policing roles. He described another challenge being the lack of systematic learning across missions: "*Missions are seen as individual entities, which makes it difficult to learn across them*". Although the deployment of gender advisors to missions was reported to be a positive step towards mainstreaming human rights and gender, not enough is perceived to be occurring to link learning across missions in order to better understand what works and what doesn't work in normative change at the field level.

It is difficult to assess the extent to which Danish focal points are attempting to support the normative change outlined above. Denmark's CIVCOM focal point described communicating normative messages about the meaningful inclusion of women when visiting missions; however, it is recognised that this **needs to happen more permanently at the mission level** rather than from Brussels. There are currently no Danish gender advisors in EU missions and few female police officers deployed to EU missions. Thus, it is unlikely that Denmark has a significant normative contribution to make at the mission level through human resources.

5   Case study contribution to Danish NAP

5.1   Contribution of engagement to NAP objectives

Given the challenges in identifying specific Danish contribution to NAP objectives and actions, and subsequently measuring progress against NAP indicators, it is difficult to say with any certainty the extent to which Denmark's engagement with the EU has made significant contributions to the NAP objectives. However, it does appear that the Danish contribution has been limited.

5.2   Relevance of the NAPs to Denmark's engagement with the EU

The Danish NAP does not appear to have had significant relevance for Danish engagement with the EU, at least in more recent years. Mission representatives in Brussels suggested that the NAP is not a document that would normally be used to drive advocacy or policy input in EU engagement on WPS. One stakeholder from the Danish mission to the EU in Brussels noted that the NAP had been useful in the past in feeding into EU council conclusions, particularly when states disagreed on the right language to use. However, reference to other sources was also noted, including drawing from UN documentation and resolutions related to

1325. **Other policy documents appear to have been more relevant**, with reference in particular to the **'World 2030** – Denmark's strategy for development cooperation and humanitarian action' and the **'European Consensus on Development'**, both of which have gender and WPS elements. Although there was some recognition that the Danish NAP may have been used as a policy tool to drive commitment or direction from Copenhagen, the NAP does not appear to be a document that drives WPS commitment at the mission level.

5.3 The role of civil society

Recent work on drafting the new EU Strategic Approach to WPS and the subsequent Action Plan has been a seminal example of how the **systematic and meaningful engagement of civil society** in WPS policy development **can lead to stronger outcomes**. Although civil society actors were not involved significantly in the writing of the first policy draft, they were involved at all key steps in the review and editing of subsequent draft versions of the policy in 2018, and were invited to Brussels in early 2019 for a one-day consultation for the development of the action plan. Several civil society actors noted that they had not experienced this level of consultation previously in the EU, with the penholder in the EEAS reported to be instrumental in mobilising civil society's meaningful participation.

Civil society stakeholders noted several examples of their input, which was mainly related to ensuring that appropriate language was used, and that specific language was used to emphasise commitment to consultation and implementation. For instance, one civil society actor noted success in reshaping language that presented women as in need of protection or capacity building:

> *"We need to stop thinking of women as in need of protection and capacity building in order to hear their voice. We just need to ask them. There are skilled and capacitated women who are ready to speak but they get silenced."*

Civil society actors also noted debates in the Informal Taskforce about the use of the word gender, with some states pushing to replace gender with men and women. Although the term gender was retained in the final document, reference to gender identities and non-binary gender was not included due to push back from some states. Although civil society actors played a role in shaping the language and to some degree the content of the policy, they also highlighted that member states present in the taskforce meetings had strong voices and in many cases were themselves driving recommendations and demands about language usage. As noted previously, Denmark was not a member state actively engaged in this process.

These examples point to some broader challenges in pushing a WPS agenda within the EU and also at the global level, where resistance from some states to key terminologies and concepts is perceived to be blocking WPS progress. One civil society focal point raised the issue of sexual reproductive health and rights (SRHR) as a particularly contentious area, with some debates having taken place in EU forums, particularly through the lens of survivors of sexual and gender-based violence (SGBV) and women's basic access to health care services. Denmark was recognised as being a key voice in these debates at a global level; however, it is unclear whether this voice has been active in EU forums.

5.4 Sustainability and resourcing

Denmark's disengagement from supporting EU policy development and implementation on WPS appears to be linked to **challenges with human resources and prioritisation**. WPS and 1325 engagement with the EU is predominantly capital based; however, representatives from Copenhagen were reported to participate infrequently in relevant EU forums in Brussels due to lack of time and human resources. This appears to be further linked to Danish directives for the de-prioritisation of attention to 1325. One Danish representative suggested that although there has been a recognition in Copenhagen that Denmark does have an important role to play in 1325 and the WPS agenda, there have been limited resources to do this, with ongoing discussions about how to use limited resources in a more strategic way.

Several stakeholders interviewed for this case study recognised that some smaller EU countries such as Denmark may not have the resources to have wide reaching and comprehensive NAPs, including in targeted EU engagement on WPS. However, it was suggested that even with limited resources, Denmark had an important role to play. For instance, given **Denmark's global commitment to SRHR**, it could be focusing on holding the EU to account on its targets related to this area. This would require more active participation in EU forums where these debates are happening, but also monitoring the work being done in the EU to make sure that enough is being done.

6 Conclusions and recommendations

Given the challenges in identifying specific Danish contribution to NAP 1325 objectives and actions, and subsequently measuring progress, it is difficult to say to which extent Denmark's engagement with the EU has made contributions to the NAP objectives. Nevertheless, Denmark's contribution to a WPS agenda appears to have waned in recent years. Denmark has been visibly absent from recent WPS policy engagement, which is perceived to be at odds with its voiced commitments to 1325 and history as the first country to develop a NAP. Denmark's disengagement from supporting EU policy development and implementation on WPS appears to be linked to challenges with human resources and the active down prioritisation of a 1325 agenda.

It is also difficult to identify the extent to which Denmark has supported the integration of gender into planning for EU missions; however, a more relevant question might be how it can in the future support the implementation of gender-sensitive mission plans on the ground. In the absence of Danish gender advisors and female police officers to pursue this goal at the mission level, Denmark can make an important contribution by mobilising support for more systematic learning across missions about what works to support normative change.

A key question for Denmark is how to remain relevant and also make a valuable contribution to the EU in a context of limited resources. One possible avenue is to mobilise a normative approach by being a more active voice in thematic areas coherent with its development cooperation policy. A clear example would be pursuing a normative agenda on SRHR in the EU and mobilising its recognised global strength in this area.

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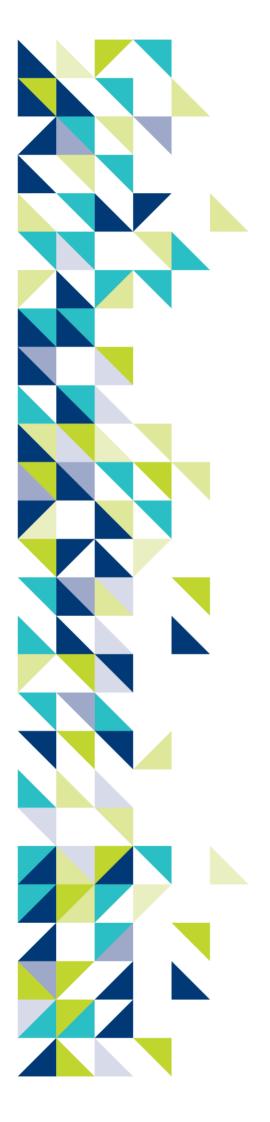
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