
WOMEN COUNT

A project of the Global Network of Women Peacebuilders

Afghanistan, Azerbaijan, Burundi, Canada, Colombia, Democratic Republic of Congo, Fiji, India, Kenya, Libya, Iraq, Nepal, Netherlands, Nagorno-Karabakh, Philippines, Serbia, Sierra Leone, South Sudan, Sri Lanka, Sweden, and Uganda
The Kingdom of the Netherlands

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Acknowledgements:
There have been many contributors to the Netherlands’ 2014 GNWP Monitoring Report, including Dutch civil society representatives, Dutch Ministry of Foreign Affairs representatives, Dutch Ministry of Defense representatives, and Dutch Police representatives.

This report is written from the perspective of Dutch civil society. WO=MEN Dutch Gender Platform has facilitated the input to this report based on information gathered from the aforementioned personal sources, as well as from publicly available documents and websites. It doesn’t claim to be complete. Reflective analyses are provided throughout the report and were specifically derived from the Dutch NGO Working Group Gender, Peace and Security inputs that were sought and validated throughout the writing process.

Lastly, we would very much like to thank GNWP for their continuing support and technical assistance provided to ensure a representative report.
### List of acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>ABD</td>
<td>Algemene Bestuurdienst (Senior civil service)</td>
</tr>
<tr>
<td>AFRICOM/</td>
<td>United States Africa Command</td>
</tr>
<tr>
<td>Bi-SC</td>
<td>Bi-Strategic Command</td>
</tr>
<tr>
<td>BIV</td>
<td>Budget Internationale Veiligheid (Budget International Security)</td>
</tr>
<tr>
<td>CDS</td>
<td>Commandant der Strijdkrachten (Chief of Staff)</td>
</tr>
<tr>
<td>CIMIC</td>
<td>Civil and Military Cooperation</td>
</tr>
<tr>
<td>CSO</td>
<td>Civil society organization</td>
</tr>
<tr>
<td>DRC</td>
<td>Democratic Republic of Congo</td>
</tr>
<tr>
<td>EAPC</td>
<td>Euro-Atlantic Partnership Council</td>
</tr>
<tr>
<td>EEAS</td>
<td>European External Action Service</td>
</tr>
<tr>
<td>ESDC</td>
<td>European Security and Defense College</td>
</tr>
<tr>
<td>EU</td>
<td>European Union</td>
</tr>
<tr>
<td>FATF</td>
<td>Financial Action Task Force</td>
</tr>
<tr>
<td>FLOW</td>
<td>Funding Leadership Opportunities for Women</td>
</tr>
<tr>
<td>GMPI</td>
<td>Gender Meerpartijen Initiatief (Gender Multiparty Initiative)</td>
</tr>
<tr>
<td>GNWP</td>
<td>Global Network of Women Peacebuilders</td>
</tr>
<tr>
<td>GPPAC</td>
<td>Global Partnership for the Prevention of Armed Conflict</td>
</tr>
<tr>
<td>GPS</td>
<td>Gender, Peace and Security</td>
</tr>
<tr>
<td>HR</td>
<td>Human Rights</td>
</tr>
<tr>
<td>IOB</td>
<td>Inspectie Ontwikkelingssamenwerking en Beleidsevaluatie (Inspection Development Cooperation and Policy Evaluation)</td>
</tr>
<tr>
<td>ISAF</td>
<td>International Security Assistance Force</td>
</tr>
<tr>
<td>KFOR</td>
<td>Kosovo Force</td>
</tr>
<tr>
<td>M&amp;E</td>
<td>Monitoring and evaluation</td>
</tr>
<tr>
<td>MENA</td>
<td>Middle East and North Africa</td>
</tr>
<tr>
<td>MoD</td>
<td>(Dutch) Ministry of Defense</td>
</tr>
</tbody>
</table>
I. Women, peace and security (WPS) profile

A. Nature of the conflict

The Netherlands is not a country in conflict, but it is actively involved in supporting and stimulating peace and democratization processes in conflict-affected countries. The main actors in such settings are most commonly Dutch civil society organizations (CSOs), the Ministry of Defense (MoD), Dutch (military) police, and the Ministry of Foreign Affairs (MFA). The wide range of CSOs encompasses women’s and diaspora organizations, peace organizations, political and democracy organizations, and development non-governmental organizations (NGOs). The government employs its 3-D approach (a three-pronged approach encompassing Diplomacy, Development and Defense), and civil society undertakes an array of grassroots’ lobby, advocacy, capacity building, development, and peacebuilding activities.

Currently, the Netherlands contributes to a total of 22 military missions all over the world. It partakes in international UN missions in Afghanistan, Iraq, Mali, Somalia, South Sudan and Turkey. Furthermore, it has projects aimed at observation and security sector reform (SSR) such as through providing military and police training, in amongst others Burundi and Kosovo. Nearly all Dutch missions occur within an international, bilateral or multilateral coalition, and often under the auspices of the United Nations (UN), European Union (EU), or North Atlantic Treaty Organization (NATO).2

B. Impact of conflict on women

As change agents, women are critical to transforming conflict through inclusion and participation in peacebuilding and political processes. Recognizing this important notion, the core joint ambition of the Dutch civil society and government is to support women as leaders for social change and peace as declared in the Dutch National Action Plan 1325 (NAP).

The repercussions of conflict are well documented and the Netherlands’ government and civil society recognize them and take efforts to alleviate the impact. Dutch CSOs persistently stress the importance of full and effective implementation of United Nations Security Council Resolution (UNSCR) 1325 within the MoD, MFA and other ministries through its lobby and advocacy. The impact of conflict on women, following from the Dutch involvement in military and peacekeeping missions abroad, is two-fold. There is the impact on the Dutch women being deployed in missions (and the residual impact on their families), and there is the impact on the women and their families both in the local populations where the missions take place and those in the Netherlands as refugees.

To safeguard the security of both men and women in mission areas, the Netherlands’ Ministry of Defense is committed to apply a gender perspective in its operations, both in its international (human resource) policies, as well as in its approach in the field. The MoD’s operational gender adviser is responsible to ensure gender is integrated in the mission planning. Whereas last year the position as gender adviser was vacant in the MoD, a part-time gender advisor has now been put in place. However, it should be noted that this position is part-time and has been integrated in the department of Civil and Military Cooperation (CIMIC). As a recent review by NATO indicates, the gender advisor should be placed directly under the Chief of Staff for an efficient contribution.3 By integrating the gender advisor as a part-time position into CIMIC, the extent to which gender is operationally integrated prior to missions may affect both Dutch personnel in the mission and the local population, in particular women. It remains uncertain to what extent the troops are professionally enabled to seriously listen to women as a source of intelligence and more importantly to understand and act upon their security needs and perspectives. Nonetheless, it should be noted that the Ministry of Defense is open to suggestions and discussions regarding integration of gender pre-deployment are currently undertaken.4

The Netherlands’ Ministry of Foreign Affairs supports civilians around the world, with a special focus on the position of women in conflict-affected settings, through funding aid and development projects, in accordance with its foreign and trade and development policies. The MFA provides most of its support through bilateral and multilateral channels in terms of funding. Insight on diplomatic efforts, direct support and knowledge on this matter inside embassies tends to remain limited which makes it unclear to what extent 1325 is effectively executed and how it impacts the local situation.5

The government’s priority countries

- The Ministry of Foreign Affairs’ 15 partner countries identified as aid and transition relations are: Afghanistan, Bangladesh, Benin, Burundi, Ethiopia, Ghana, Indonesia, Kenya, Mali, Mozambique, Palestinian Territories, Rwanda, South Sudan, Uganda, and Yemen.6 These countries were selected according to the identified priority themes, Dutch expertise on the priority themes, and where there is potential for impact as a result of assistance. The Ministry of Foreign Affairs has identified four priority themes i.e. water; food security; gender equality and sexual and reproductive health and rights (SRHR); and security and the legal order in these selected countries.

- The second Dutch National Action Plan on UNSCR 1325 prioritizes Afghanistan, Burundi, Colombia, the Democratic Republic of Congo (DRC), Sudan, South Sudan, and the Middle East and North Africa (MENA) region. These countries and regions were jointly chosen by the ministries and civil

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1 Not necessarily in this order.
4 E-mail exchange with Civil Society in September 2014. Not publicly available.
5 E-mail exchange with Civil Society in September 2014. Not publicly available.
society primarily because most of the governmental and CSO signatories already had a presence in these countries. They were also existing priority countries of the government where embassies were present, and both entities recognized opportunities in these countries to employ a dedicated NAP approach. Nonetheless, the UNSCR 1325 NAP maintains a flexible country approach in order to be able to respond to unpredictable developments. Refer to Box 11.1, under Indicator 11, for developments on NAP projects from end of 2012 to present.

- Also, equality of women is a priority in the international development policy of the Dutch government. In addition to the NAP funds, the government supports women in this thematic area through funding under the Funding Leadership Opportunities for Women (FLOW) program, and the Women on the Frontline and UN Women programs, which take place in a variety of countries.7

C. Relevant legal and policy framework

The relevant legal and policy frameworks for the implementation of UNSCR 1325 by the Netherlands include: the Ministry of Defense’s action plan and operational guidelines on UNSCR 1325; its diversity policy; and the NATO/Euro-Atlantic Partnership Council (EAPC) Action Plan for the Implementation of the NATO/EAPC Policy on Women, Peace and Security. For the Ministry of Foreign Affairs, there is the human rights (HR) policy and trade and development cooperation policy. The final framework that will be addressed is the second Dutch National Action Plan on UNSCR 1325.

For analysis on these policies, see Indicator 7.

II. Data presentation and analysis

Following the elections in 2012, the ruling coalition of the Dutch government comprises the People’s Party for Freedom and Democracy (VVD) and the Labor Party (PvdA), with Mr. Mark Rutte as Prime Minister.

The new government has continued to cut budgets and programs, thereby affecting every governmental branch and the recipients of its funding, including civil society. Domestic programs, such as subsidies for childcare have been reduced, possibly influencing some women’s decisions to stay at home with their kids rather than seek employment or operate businesses outside of the home. In terms of foreign policies and programs, the government’s move to include a strong focus on trade and economic relations raises questions as to the structural implementation of a human rights approach.8 To exemplify, the current negotiations on the Transatlantic Trade and Investment Partnership (TTIP) between the EU and United States (US) tends to favor corporate rights over human rights.9

The Netherlands’ future development agenda is further restrained by the uncertainty about the government’s financing model for civil society. Though it has been announced that the new concept looks for innovative ideas on strategic partnerships that center on advocacy, advising and activism, only a maximum of 25 organizations and/or alliances will be eligible to receive funding. Furthermore, both proven domestic and foreign organizations can place a bid.10 This adds to the uncertainty of many Dutch CSOs as many are dependent upon the current financing mechanism.

This report will focus on those Indicators most relevant to the Dutch implementation of UNSCR 1325, namely its focus on promoting women’s increased participation and leadership. Since the Netherlands should be implementing UNSCR 1325 in both its domestic and foreign policies, the indicators most relevant to these areas are responded to. Indicator 1 is exclusively domestic in nature, but it demonstrates the basis from which the Netherlands can claim any credibility in promoting UNSCR 1325 and its NAP aims abroad. The remaining responses to indicators focus on the Netherlands’ implementation of UNSCR 1325 in its foreign policies and actions. Some Indicators, such as 3, 5, 7 and 10 demonstrate clear linkages between the implementation of UNSCR 1325 in domestic and foreign policies.

A. Participation

Indicator 1 – Index of women’s participation in governance11

Table 1.1: Index of women’s participation in governance in 2013

<table>
<thead>
<tr>
<th>National government</th>
<th>Number of women</th>
<th>Number of men</th>
<th>Percentage of women</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive</td>
<td>8</td>
<td>12</td>
<td>40%</td>
</tr>
<tr>
<td>Minister-President, Ministers, State Secretaries</td>
<td>8</td>
<td>12</td>
<td>40%</td>
</tr>
</tbody>
</table>

11 The politics of the Netherlands takes place within the framework of a parliamentary representative democracy, a constitutional monarchy and a decentralized unitary state. The Netherlands has three tiers of government. Apart from the central government, there are two levels of local government in the Netherlands - the provinces and the municipalities. The Netherlands is divided into twelve provinces. They form the tier of administration between the central government and the municipalities. Municipalities form the lowest tier of government in the Netherlands. Apart from the central government, there are two levels of local government in the Netherlands - the provinces and the municipalities. The Netherlands is divided into twelve provinces. They form the tier of administration between the central government and the municipalities. Municipalities form the lowest tier of government in the Netherlands. The municipal council (Gemeenteraad) is the highest authority in each municipality.
In the Netherlands, women participate at all levels of government. The biggest increase of women from 2012 to 2013 is the number of women in the First and Second Chambers by 5.8 percentage points. As there has been no change until September 2014 in the cabinet – ministerial and state secretariat positions, the percentage of women in senior position remains the same. Notably, this cabinet has its first female Minister of Defense.

Furthermore, the chairpersons of the two houses of parliament are both women.

In the Algemene Bestuurdienst (ABD) – the level of governance under the ministers and state secretaries – the number of women is still below the 30 percent threshold, which has agreed to work towards. The ABD has stated that they would like to achieve 30 percent women by 2017 and a slight improvement since 2011 is observed between 2012 and 2013 (1.8 percentage points). The percentage of top-level women on a provincial level has also increased by 2 percentage points and is nearing the 30 percent. Other increases in the women-to-men ratio is observed in the local government structures; however, both levels of local government should continue focusing on increasing female participation in their leadership.

The Dutch non-profit organization Talent to the Top is actively promoting private and public sector organizations to enhance the diversity of their organizations with more women, especially at the middle and top tiers. An increasing number of organizations see the value of having women at all levels and have signed the charter of Talent to the Top. At this moment, the charter “Talent to the Top” has been signed by the following provinces: Province of Fryslân, Utrecht, South-Holland, North-Brabant and Overijssel. Furthermore, the cabinet will support the Charter until the end of 2014. Nonetheless, in the private sector the number of women in the top appears to stagnate and the call for a women’s quota in boards grows.

The level of female representation in government is slowly increasing and shows promise, yet the relatively slow progress may affect the credibility of the Netherlands in its NAP 1325 efforts and weakens the position and efforts of NAP 1325 signatories, particularly that of the Dutch government to stimulate female leadership and political participation in conflict-affected countries. Looking at the overall changes in percentages from 2009-2013, only the cabinet level and municipalities have witnessed continuous increases in the number of women. This might be potentially ascribed to the commitment of the Dutch government to the charter “Talent to the Top.”

The parliament and ABD level increases are encouraging, and though the overall changes across the levels of governance presented in the table remain limited, it is hoped that this is a continuing trend. Therefore, the rating is slight progress.

### Rating: Slight progress

<table>
<thead>
<tr>
<th>National government</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
</tr>
</thead>
<tbody>
<tr>
<td>Women in senior positions in cabinet/ministries</td>
<td>data not available</td>
<td>20%</td>
<td>25%</td>
<td>40%</td>
<td>40%</td>
</tr>
<tr>
<td>Women in Parliament</td>
<td>38.4%</td>
<td>37.7%</td>
<td>39.1%</td>
<td>36.9%</td>
<td>42.7%</td>
</tr>
<tr>
<td>Total women in national government leadership (ABD)</td>
<td>24.9%</td>
<td>25.9%</td>
<td>25.7%</td>
<td>25.7%</td>
<td>27.5%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Local government</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
</tr>
</thead>
<tbody>
<tr>
<td>Women in top of local government structures – provinces</td>
<td>28%</td>
<td>25%</td>
<td>24%</td>
<td>27%</td>
<td>29%</td>
</tr>
<tr>
<td>Women in senior positions in local government structures – municipalities</td>
<td>27.4%</td>
<td>30.4%</td>
<td>30.5%</td>
<td>30.8%</td>
<td>31.2%</td>
</tr>
</tbody>
</table>

Table 1.2: Percentage of women’s participation in governance from 2009-2013

In the Netherlands, women participate at all levels of government. The biggest increase of women from 2012 to 2013 is the number of women in the First and Second Chambers by 5.8 percentage points. As there has been no change until September 2014 in the cabinet – ministerial and state secretariat positions, the percentage of women in senior position remains the same. Notably, this cabinet has its first female Minister of Defense.
Mediation. This group has worked on new guidelines for conflict through its membership in the UN’s Group of Friends of mediation and it thus supports the priority given by the Secretary-General through its membership in the UN’s Group of Friends of Mediation. It is encouraged for the Netherlands to take up a stronger role in this regard at the end of June 2013. The EU Special Representatives no longer count women among them. Combined with the limited staff with expertise on gender in the EEAS, this counters the effective integration of UNSCR 1325 in their mandates.

Minister Ploumen further stated that the Netherlands believes that the UN has a leading role in conflict prevention and mediation and it thus supports the priority given by the Secretary-General through its membership in the UN's Group of Friends of Mediation. This group has worked on new guidelines for conflict mediation, and has set as a goal “to highlight the importance of full and effective participation of women at all stages and at all levels of peace processes.”

While a detailed overview in terms of specific numbers or percentages is not available, the Dutch government has actively supported the inclusion of women in peace negotiations. Leading up to the diplomatic negotiations on Syria in January 2014, the Dutch government – in collaboration with the UN and Dutch CSO Hivos and US based CSO ICAN – facilitated a conference for representatives of Syrian women’s organizations as preparation for a side event during the General Assembly of the UN. During this event the delegation of Syrian women met with the Dutch minister of Foreign Affairs and the Special UN Representative for Syria, Brahimi, to discuss the inclusion of women in peace negotiations. Leading the role that the Dutch government has taken up regarding the inclusion of women and women’s organizations in the Syrian negotiations is noteworthy, and the Dutch civil society expresses the hope that this is a continuing trend to support women in peace negotiations in other countries as well. Nonetheless, it is urged that the government should publically provide more detailed information regarding its support to women and CSOs in peacemaking and political processes to enhance transparency and accountability. As no baseline is available, no rating can be provided for Indicator 2.

Cordaid collaborated with ICAN, UN Women and others in organizing “The Better Peace Symposium” in November 2013 with a special focus on current cases of women’s participation in notably Syria, South Sudan, Colombia, Afghanistan, Philippines and Myanmar. The collaboration led by ICAN will continue with initiatives which will lead to the development of a "Better Peace Tool." The guidance tool, targeted towards governments, multilateral organizations, and other types of mediators, will be a “how to” on implementation of UNSCR 1325 and its sister resolutions in mediation contexts and will serve as an advocacy and monitoring tool for women’s organizations and civil society in countries affected by conflict.

**Rating: Not applicable**

20 Ibid.
23 E-mail exchange with Ministry of Foreign Affairs representative, September 17, 2014. Not publicly available.
24 Ibid.
Indicator 3 – Index of women participation in the justice, security sector, and peacekeeping missions

Table 3.1: Index of women participating in the justice sector in 2013

<table>
<thead>
<tr>
<th>Judges</th>
<th>Number of women</th>
<th>Number of men</th>
<th>Total</th>
<th>Percentage of women</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1,320</td>
<td>1,058</td>
<td>2,378</td>
<td>55.5%</td>
</tr>
</tbody>
</table>


Table 3.2: Index of women participating in military and police in 2013

<table>
<thead>
<tr>
<th>Police (total)</th>
<th>Number of women</th>
<th>Number of men</th>
<th>Percentage of women</th>
</tr>
</thead>
<tbody>
<tr>
<td>Officers</td>
<td>data not available</td>
<td>data not available</td>
<td>data not available</td>
</tr>
<tr>
<td>Military (non-civilian) (total)</td>
<td>3,993</td>
<td>39,225</td>
<td>9.24%</td>
</tr>
<tr>
<td>Up to Major/LTZ1</td>
<td>data not available</td>
<td>data not available</td>
<td>9.4%</td>
</tr>
<tr>
<td>From Major/LTZ1 and higher</td>
<td>data not available</td>
<td>data not available</td>
<td>8.1%</td>
</tr>
<tr>
<td>From Colonel/KTZ and higher</td>
<td>data not available</td>
<td>data not available</td>
<td>4.4%</td>
</tr>
</tbody>
</table>


Table 3.3: Index of women participating in UN peacekeeping missions (TROOP CONTRIBUTING) in 2013

<table>
<thead>
<tr>
<th>Peacekeeping missions (total)</th>
<th>Total</th>
<th>Number of women</th>
<th>Number of men</th>
<th>Percentage of women</th>
</tr>
</thead>
<tbody>
<tr>
<td>MINUSMA (October onwards)</td>
<td>4</td>
<td>1</td>
<td>3</td>
<td>25%</td>
</tr>
<tr>
<td>UNAMA</td>
<td>3</td>
<td>1</td>
<td>2</td>
<td>33.3%</td>
</tr>
<tr>
<td>UNMISS</td>
<td>35</td>
<td>9</td>
<td>26</td>
<td>25.7%</td>
</tr>
<tr>
<td>UNDOF (September onwards)</td>
<td>2</td>
<td>0</td>
<td>2</td>
<td>0%</td>
</tr>
<tr>
<td>UNTSO</td>
<td>13</td>
<td>0</td>
<td>13</td>
<td>0%</td>
</tr>
</tbody>
</table>


Table 3.4: Percentage of women participation in the justice, security sector, and peacekeeping missions from 2009-2013

<table>
<thead>
<tr>
<th></th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
</tr>
</thead>
<tbody>
<tr>
<td>Justice sector</td>
<td>51.2%</td>
<td>52.3%</td>
<td>53.4%</td>
<td>54%</td>
<td>55.5%</td>
</tr>
<tr>
<td>Security sector</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Women in Military</td>
<td>9.00%</td>
<td>9.00%</td>
<td>9.35%</td>
<td>9.36%</td>
<td>9.24%</td>
</tr>
<tr>
<td>Up to Major/LTZ1</td>
<td>9.5%</td>
<td>9.6%</td>
<td>9.6%</td>
<td>9.5%</td>
<td>9.4%</td>
</tr>
<tr>
<td>From Major/LTZ1 and higher</td>
<td>6.6%</td>
<td>6.8%</td>
<td>7.4%</td>
<td>7.6%</td>
<td>8.1%</td>
</tr>
<tr>
<td>From Colonel/KTZ and higher</td>
<td>2.4%</td>
<td>2.6%</td>
<td>3.7%</td>
<td>4.0%</td>
<td>4.4%</td>
</tr>
<tr>
<td>Women in Police</td>
<td>34.9%</td>
<td>35.2%</td>
<td>35.0%</td>
<td>35.2%</td>
<td>-</td>
</tr>
<tr>
<td>Peacekeeping missions (troops contributing)</td>
<td>17.5%</td>
<td>5.00%</td>
<td>4.76%</td>
<td>25%</td>
<td>19.3%</td>
</tr>
</tbody>
</table>

Justice and Police

For 2013, the division of policemen and women appears not to be publicly available in comparison to previous years, due to the new structure of the Dutch National Police.26 Still in 2012, the overall percentage of women in the police remained one of the highest in the justice and security sector at just over 35 percent. According to an article on women in the police from 2012, 37 percent of the officer positions are filled by female officers, and 3 out of 10 regional chiefs are women. In 2011, the percentage of officers was drastically lower at 20.7 percent. The increase in higher ranking female officers was due to positive discrimination.27

Meanwhile in the justice sector, the female-to-male ratio among judges remains high at 55.5 percent and is thus the most gender balanced of the sectors reviewed under this indicator. Increases over the years have been small, but the percentage has remained close to 50 percent since 2009. Yet, in terms of the Supreme Court of the Netherlands only 16 percent of all judges are women and the High Court strives for a higher inclusion of women.28 There is no clear indication as to why this discrepancy persists.

In December 2013, the Ministry of Security and Justice (MSJ) and the Dutch National Police became signatory to the NAP 1325 and hence committed themselves to the implementation of its objectives. Over the coming years, we may expect concrete implementation plans in this area and we urge the Dutch Police to take up reporting on male/female figures in all layers of the police.

26 Mail exchange with National Police on September 15, 2014. Not publicly available.
Military

With the austerity measures, military staff has been laid off. This affected both men and women and has led to a slight decrease of 0.12 percentage points between 2012 and 2013. Nonetheless, a steady increase of women in the Major (LTZ 1 and higher) and Colonel rankings (KTZ and higher) is observed.

The role of women in military mission has been recognized by the government. As the Minister of Defense, Mrs. Hennis-Plasschaert, stated: “diversity in the composition of military units in missions is crucial. In Iraq and Afghanistan, it is crucial to have contact with the women, but often remains difficult. Our female soldiers are able to make the difference.” Military women are able to connect more easily with the women in the traditional and local populations. In light of the benefit of including women in such missions, the military has been implementing a few practices over the years to recruit and retain more women.

Measures such as part-time employment, flexwork, parental leave, child care and family policy were designed for both military and civilian staff at the Ministry of Defense to retain and stimulate employment. Other policies include no deployment for women in the first year after birth, unless in cases of military necessity. It is possible to extend this until the children are five years old for both mothers and single fathers upon request. While the recruitment and retention practices are favorable, they have not yet resulted in a demonstrable increase in the number of women in the short-term. Future employment campaigns will therefore not be aimed at women specifically but reach out to a broader audience. With the early conclusion of the 2009-2012 Diversity Action Plan, an evaluation report has not been compiled. Still the Minister of Defense has stated that the military remains committed to the “Charter to the Top,” and the inflow and promotion of women continues to be reported.

Women are included at all levels within the military from the lowest to the highest ranks. While many women are employed in the administrative, medical and logistical units, it is difficult to state how this compares to the ICT and legal staff in the military. Furthermore, a distinction will have to be made between military staff and civilian personnel. Women are actively encouraged to apply and participate in the secondary or higher level career training for officers. To encourage the flow of women into higher military functions, a minimum of two women are selected from the Higher Defense Training and promoted into those functions.

In addition, women are also able to undertake the Mid-level Defense Training part-time, if needed.

Peacekeeping

In 2013, a decrease of 5.7 percentage points in the number of Dutch women compared to men in UN peacekeeping operations occurred. However, 9 of the 11 women deployed in 2013 were assigned to the mission in South Sudan where the majority of the deployed persons partake in strengthening the police forces. Overall, the percentage of women is equal among troops and police forces. In terms of deployment as military in missions, the contribution of women remains rather scarce. The Dutch civil society regrets the limited number of women partaking in missions as the inclusion of women has a positive effect on the female part of the local population.

Note that in October 2013, the first persons were sent to Mali to prepare for the Dutch contribution to the mission (United Nations Multidimensional Integrated Stabilization Mission in Mali – MINUSMA) that started April 2014. This is likely to alter the percentage of women compared to men partaking in peacekeeping missions, as the Netherlands will contribute 384 people. Within the entire mission, gender has been indicated as a priority and the Netherlands has committed to financially support the training on gender, protection of women and humanitarian law for Malian defense forces by UN WOMEN.

Overall, the rating for the security and justice sectors reviewed under Indicator 3 is no change. The increase of women in the higher rankings of the military is encouraging; yet, the decrease of women participation in peacekeeping missions compared to men is concerning. It is strongly recommended to the Dutch police to provide public insight in the gender-diversity among its staff especially as it became signatory to the NAP 1325 in 2013.

Rating: No change

Indicator 4 – Number and percentage of women participating in each type of constitutional legislative review (including security sector review)

According to a representative from the Netherlands Institute for Multiparty Democracy (NIMD), the MFA provides funds to its organization and other similar Dutch and international political and democracy organizations. These funds are aimed at supporting the participation of women in constitutional and legislative reviews and to change constitutional laws to promote greater opportunities for women to participate in parliament and political processes around the world. For example, in 2013, NIMD-IDEA cooperation was awarded €2 million to strengthen...
the political participation of women in their collaborative programs. Furthermore, they received a four-year grant under the Human Rights Fund to support women’s participation in politics in Colombia, Kenya, and Tunisia. Yet, further details on the amount of funding disbursed and whether the Dutch government, also via its embassies, provided other non-financial support to women participating in constitutional legislative review could not be confirmed.

Rating: Not applicable

Indicator 5 – Percentage of CSOs in task force/committees on UNSCR 1325 and 1820 (out of total task force members)

As in previous years, there are numerous Netherlands-based working groups dedicated to UNSCR 1325, including: NGO working groups, the Dutch NAP 1325 with its several working groups, and governmental working groups. See Table 5.1.

Many of the working group members consult with country and regional organizations, as well as diaspora organizations in the Netherlands to be able to stay connected to and to be representative of women, peacemaking organizations, women’s organizations, and other CSOs.

There are two related, independent NGO working groups, outside of the NAP 1325, consisting of only CSO members. These two groups existed prior to the Dutch NAPs and have played an important role in advocating for the creation of the NAP, and throughout the drafting processes of the NAPs. One of the groups is the NGO Gender, Peace and Security working group by the WO=MEN Dutch Gender Platform, and its subgroup that focuses on lobby and advocacy. These WO=MEN’s working groups focus on the broader gender, peace and security (GPS) agenda of the Netherlands and are foremost engaged in agenda-setting, lobby and advocacy, including in countries where the NAP or the Dutch government do not focus. The other independent NGO working group is the Platform Women & Sustainable Peace. This is a platform of women and peace organizations and diaspora organizations. Both platforms create a safe space for NGO signatories to strategize and align their positions in relation to the government as well as to their involvement in the NAP. The NGO Gender, Peace, and Security Working Group of WO=MEN functions as coordinator of the CSO involvement in the implementation of the Dutch NAP.

Other working groups have been created within the confines of the National Action Plan and, therefore, both civil society and the government participate side-by-side. The joint general coordination on the second NAP takes place at a few different levels. There are signatory meetings two to three times a year where the general state of affairs and progress of the NAP is discussed. For the specific focus countries, region, and themes, collaboration occurs via the country working groups and subgroups. The NAP groups define and execute joint government-funded projects in six focus countries and one region. The decisions in the subgroups work on a basis of “no objection;” in other words, the project proposal should be agreed upon by all country/region group members and receive a positive feedback from the Ministry of Foreign Affairs and its embassies. Where possible, the Dutch organizations implementing the Dutch NAP 1325 projects link their activities with the (NAP) 1325 national processes in the country and seek alignment with each other and other donors.

Table 5.1: Number and percentage of CSOs in task force/committees on UNSCR 1325 and 1820 (out of total task force members)

<table>
<thead>
<tr>
<th>Name</th>
<th>Number of CSOs</th>
<th>Total number of task force members</th>
<th>Percentage of CSOs</th>
</tr>
</thead>
<tbody>
<tr>
<td>WO=MEN Gender Platform NGO working group 1325</td>
<td>25</td>
<td>40+</td>
<td>70% CSO/30% individuals</td>
</tr>
<tr>
<td>WO=MEN’s Lobby Sub Group on 1325</td>
<td>6</td>
<td>6</td>
<td>100%</td>
</tr>
<tr>
<td>NAP 1325 general signatories/ies working group (NAP II signatories)</td>
<td>51*</td>
<td>57</td>
<td>89.5%</td>
</tr>
<tr>
<td>NAP II Public Support Subgroup</td>
<td>15</td>
<td>19</td>
<td>78.9%</td>
</tr>
<tr>
<td>NAP II Monitoring &amp; Evaluation (M&amp;E)</td>
<td>7</td>
<td>8</td>
<td>87.5%</td>
</tr>
<tr>
<td>NAP II Research &amp; Knowledge</td>
<td>5</td>
<td>6</td>
<td>83.3%</td>
</tr>
<tr>
<td>NAP II Afghanistan working group</td>
<td>6</td>
<td>9</td>
<td>66.7%</td>
</tr>
<tr>
<td>NAP II Burundi working group</td>
<td>9</td>
<td>10</td>
<td>90.0%</td>
</tr>
<tr>
<td>NAP II Colombia working group</td>
<td>10</td>
<td>11</td>
<td>90.9%</td>
</tr>
<tr>
<td>NAP II DRC working group</td>
<td>14</td>
<td>15</td>
<td>93.3%</td>
</tr>
<tr>
<td>NAP II Sudan working group</td>
<td>4</td>
<td>5</td>
<td>80.0%</td>
</tr>
<tr>
<td>NAP II South Sudan working group</td>
<td>12</td>
<td>15</td>
<td>80.0%</td>
</tr>
<tr>
<td>NAP II MENA region working group</td>
<td>22</td>
<td>23</td>
<td>90.0%</td>
</tr>
<tr>
<td>Policy officers working on GPS in Taskforce Women’s Rights and Gender Equality - MFA</td>
<td>0</td>
<td>5</td>
<td>0%</td>
</tr>
<tr>
<td>Governmental working group on Gender, Peace and Security</td>
<td>0</td>
<td>8</td>
<td>0%</td>
</tr>
<tr>
<td>Total working groups</td>
<td></td>
<td>15</td>
<td></td>
</tr>
</tbody>
</table>

Joint collaboration in NAP 1325

Dutch civil society and the government jointly signed the Dutch NAP on UNSCR 1325. As joint signatories of the NAP, CSOs share accountability for the level of progress achieved – both within the NAP process and within the wider women, peace and security agenda. The unique joint collaboration and coordination between CSOs and the government is interesting and innovative. However, there is room for improvement. Improving the level of transparent communication, and clarifying the divisions of roles, responsibilities and accountabilities of both the government and CSOs, may further facilitate the NAP collaboration amongst all parties.

Within the action plan, the Dutch CSO community currently seeks enhanced collaboration with the Dutch government and its embassies with regards to forming more in-country working groups/task forces on women, peace and security. While some in-country working groups exist, such as in South Sudan and Afghanistan, working groups can be initiated in other focus countries as well.

There are also a number of specific areas where Dutch CSOs can become stronger. The biggest weaknesses for civil society organizations stem from funding and collaboration, both with the government as well as internally amongst one another. For instance, personnel of Netherlands-based CSOs are intensely focused on fundraising activities, buying-in-systems, and repositioning of their organizations. The dependency upon funding gives rise to a focus on survival. With budget cuts, there is less funding for staff in the Netherlands as well as an increase in decentralization of staff to field offices, thus there is less staff available to work on gender/WPS related topics at the Dutch national level. The existing staff that can devote time to 1325 must juggle many coordination meetings between the 13 working groups in which their CSO is involved.

The construction of the Dutch NAP inherently brings together a multitude of actors, thus collaboration is a complex and time-consuming process. Cooperation is further complicated by the differences in the sizes of CSOs, their differing levels of access to funding, and varying perspectives, priorities and experiences. Dutch CSOs are encouraged to define clearer roles and responsibilities on what basis they would like to collaborate with each other in the NAP 1325 and beyond. Further, they are encouraged to continue to share analyses between the organization despite budget cuts to ensure a coherent strategy rather than let the budget cuts drive a wedge between and within CSOs. The competition mode resulting from the budget cuts would undermine the solidarity principle that underlies the Dutch NAP. Furthermore, CSOs should encourage local discussions between organizations to avoid opposing partners vs. headquarters as the tendency is for discussion to take place in the Netherlands and the execution on the ground. The embassies should take up a facilitation role as hybrid partners in this regard.

Collaboration beyond NAP programs

Extending beyond the in-country NAP programs alone, Dutch civil society seeks more active participation in policy dialogue and development with the Dutch ministries on peace and security matters. Interaction and involvement with departments other than the MFA’s gender unit are of crucial importance to ensure gender responsive security policies and interventions. While the Dutch government and embassies do sometimes seek the input of CSOs, either in the Netherlands or in-country, the lack of transparency on the follow-up on the input makes it appear as ticking off the boxes rather than structurally incorporating the input in country policies and activities. As such the strategic dialogue between civil society and the Dutch government should be enhanced, particularly in the areas of security and trade policy development, and more transparency on how the embassies and government apply the input should be provided.

CSOs are not only watchdogs, but can also be constructive partners of the Dutch government – that is, be involved in and be able to provide feedback on governmental strategies and issues, for example when planning a mission, or prior to NATO summits. CSOs should actively negotiate this space with the government, while at the same time maintain enough space to fulfill their watchdog role.

The added value of Dutch CSOs for NAP 1325 implementation includes:

► A broad network and outreach, due to the fact that many organizations bring in their partners and foster collaboration on the ground between a multitude of different organizations and thus its voice for policy advocacy is strong.
► As a large consortium and watchdog, civil society can push for processes/actions when needed (through lobby and advocacy), whereas government representatives are limited in this regard.
► The CSO community has a wide range of grassroots’ experience and expertise on women, peace and security. CSOs can share knowledge and valuable lessons learned with the Dutch ministries on the WPS resolutions, in addition to the NAP.

In sum, the collaboration between government and CSOs in terms of project-based collaboration in the focus countries remains unchanged. As the second NAP will conclude in 2015 and development of a third NAP will start soon, the lack of a clear governmental strategy and implementation plan (refer to Indicator 7) combined with the lack of collaborative nature in terms of joint policy analysis and strategic action, especially between CSOs and the government, may lead to a different structure of the third NAP.

The rating of progress on Indicator 5 is: no change. The percentage of CSO members in working groups and their involvement in the execution of the NAP remains high, as in previous years. However, the collaboration between the government and CSOs remains an issue of concern. The Dutch government only includes Dutch civil
society to a small extent. Combined with the lack of transparency on their actions, this remains a problematic point and it is highly encouraged to facilitate mutual exchange of information between the government and CSOs.

Rating: No Change

B. Prevention and protection

Indicator 6 – Number and percentage of Sexual and Gender Based Violence (SGBV) cases reported, investigated, prosecuted and penalized

Within the Ministry of Defense, the ‘Regeling klachtenprocedure ongewenst gedrag en melding vermoedens van misstanden Defensie’ (KOGVAM), has been put in place to report any conduct of undesired behavior and suspicion of mishaps in Defense. Last year, this regulation was reviewed in ‘Klachtenregeling Gedragingen’ (Complaint Regulation Behavior). Undesired behavior follows the general term within a professional atmosphere and includes amongst others sexual harassment and violence.39 In 2013, only a limited number of cases were reported, of which, even less concerned sexual intimidation.40

It is a positive development that the Ministry of Defense has provided input on internal complaint mechanism. Nonetheless, as there is no baseline, no rating can be provided for Indicator 6.

Rating: Not applicable

Indicator 7 – Number and quality of gender-responsive laws and policies

The Dutch government is committed to incorporate a gender focus in its policies. Table 7.1 and the following analysis demonstrate the commitment by the Dutch government to incorporate UNSCR 1325 in some of its policies. While the policies are in place, there are a number of points that require further work – the three major ones being the: 1) monitoring and reporting of progress on the policies; 2) a lack of an intergovernmental strategy on UNSCR 1325; and 3) a deep engagement with civil society on structurally strategizing and implementing the policies, as already highlighted. The Dutch government itself recognizes the lack of monitoring on implementation, which is a positive step in the direction of change.41 CSOs will continue to push on these three points, and others, to ensure 1325 is incorporated, monitored, and reported on.

Table 7.1: Number and quality of gender-responsive laws and policies

<table>
<thead>
<tr>
<th>Law name &amp; year</th>
<th>Purpose</th>
<th>Output of the policies</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>MoD policies:</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>CDS-instruction A-104 on gender-policy (2005)</td>
<td>To give gender issues due consideration at the various stages of an assignment (during the formation, preparatory phase and during and after the mission).</td>
<td>Monitoring and reporting are still lacking and gender and 1325 are not structurally embedded, thus efforts depend on MoD individuals’ will.</td>
<td></td>
</tr>
<tr>
<td>NATO Bi-Strategic Command (Bi-SC) directive 40-1 (updated in 2012)</td>
<td>Integrating UNSCR 1325 and gender-perspective into NATO command structure, tasking the NATO HQ and subordinate commands to integrate a gender perspective throughout planning, execution and evaluation of NATO's tasks.</td>
<td>• The work with UNSCR 1325 and Gender Perspectives in Operations should be planned, executed and evaluated as anything else. • The work should be structured, systematic and fully integrated in &quot;everyday business.&quot; • Build on and strengthen existing structures rather than creating new &quot;projects.&quot; A practical review has been developed on the implementation of UNSCR 1325 by the NATO members in International Security Assistance Force (ISAF) and Kosovo Force (KFOR). This review indicates that &quot;progress has been made through the establishment of gender advisor positions, gender focal points and gender enablers.&quot; Nonetheless, integration of gender perspectives and relevance of gender in military operations remains limited.13</td>
<td></td>
</tr>
<tr>
<td>Defense Action Plan 1325 2012-2015</td>
<td>Integration of 1325 &amp; gender perspective in MoD.</td>
<td>Monitoring and reporting are still lacking and gender and 1325 are not structurally embedded, thus efforts depend on MoD individuals’ will and efforts.</td>
<td></td>
</tr>
</tbody>
</table>

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39 Data retrieved from mail exchange, September 12, 2014. Not publicly available.
41 Ministry of Foreign Affairs, Netherlands response to the EU Questionnaire for EU Member States on the Indicators for the Comprehensive Approach to the Implementation of the UNSCRs 1325 and 1820 on Women, Peace and Security, (Den Haag, January 1, 2013). Not publicly available.
<table>
<thead>
<tr>
<th>Law name &amp; year</th>
<th>Purpose</th>
<th>Output of the policies</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>Diversity Policy (July 2013)</td>
<td>Sets out diversity policy for ministry and military forces.</td>
<td>To increase ethnic, cultural and gender diversity.</td>
<td></td>
</tr>
<tr>
<td>NATO/EAPC Action Plan for the Implementation of the NATO/EAPC Policy on Women, Peace and Security (June 2014)</td>
<td>To implement the revised NATO/EAPC Policy for the Implementation of UNSCR 1325 on Women, Peace and Security and Related Resolutions.</td>
<td>UNSCR 1325 has been put on the agenda of the NATO allies and EAPC partners, and a gender office within the NATO has been established.</td>
<td>Action plan is currently implemented by all NATO bodies and member states.</td>
</tr>
</tbody>
</table>

MFA Policies:

| 2013 Development Cooperation and Trade Policy Brief | Development and trade policy strategy with 1325 addressed as a crucial element of its "Security & Rule of Law" program. | Gender and 1325 has been given a high emphasis in policy strategy and there won't be any budget cuts on women's rights until 2016. | Reconciling trade and development with an integrated 1325 and gender perspective requires further implementation. |
| 2013 Human Rights Policy | Sets out HR policy for the Netherlands and for its foreign policy. | Gender and 1325 is a main priority. | HR policy needs to be adhered to and incorporated. |

Overarching:

| Dutch NAP 1325 II 2012-2015 | See NAP goals.42 | Collaboration amongst 57 signatories (Government and CSO) on 1325 in 6 focus countries and the MENA region. | In 2013, the remaining focus countries received funding for projects and implementation has started. To date, there are a number of issues with regards to the collaboration. |

UNSCR 1325 is broadly incorporated in Dutch foreign policies, through human rights, development cooperation policies, as well as in the defense's action plan and diversity policy. However, the implementation of the policies varies or is not clear, as they are not monitored nor reported on. An intergovernmental strategy and country-specific strategies on UNSCR 1325 are missing and could help in guiding implementation at the national and partner country levels in a more cohesive manner. Furthermore, despite the recognition to actively execute UNSCR 1325 by the government, it is concerning that the thorough anchoring of UNSCR 1325 in Dutch international security policies – namely, International Security Strategy, DefenseNota, the Budget International Security (BIV) – and in the Post-2015 letter to the Parliament "The Dutch Vision on Post-2015 Development Agenda" is lacking to a great extent.

1. Ministry of Defense

The Ministry of Defense used to have an explicit policy on gender, but their action plan on UNSCR 1325 seems to be the foremost guiding principle on integrating a gender perspective.42

a. Ministry of Defense Action Plan on UNSCR 1325 and Operationalization

The Ministry of Defense has an internal action plan on UNSCR 1325. It focuses on:

- the inclusion of local women in missions;
- the incorporation of a gender component into all operations;
- the incorporation of a gender component into military training;
- sufficient female personnel; and,
- more visible results of gender policies.43

Commandant der Strijdkrachten44 (CDS) Guideline A-104

In 2005, the Dutch Chief of Staff of the Armed Forces issued a policy guideline to direct gender policy in the Ministry of Defense, and is included within the MoD’s action plan on UNSCR 1325. The guideline specifies “that gender issues should be given due consideration at the various stages of an assignment: during the formation phase, the preparatory phase, as well as during and after the mission.”45 The Netherlands Ministry of Defense has since

42 Interview with MoD representative on July 16, 2013.
44 Translated as Chief of Staff of the Armed Forces.
taken the CDS Guideline further with the second NAP 1325 and attempts to operationalize gender awareness and 1325 principles in its policy and strategy. Refer to Indicator 10 for more detailed information on the 1325 integration in the missions.

b. NATO Bi-SC directive 40-1 & NATO/EAPC Action Plan

The NATO directive and NATO/EAPC Action Plan are not specifically part of the MoD’s action plan, but are relevant to mention because, as a member of NATO and when operating under its auspices, the missions must operate according to NATO’s Bi-SC directive 40-1. This directive integrates UNSCRs 1325, 1820, 1888 and 1960, and a gender perspective into the NATO command structure, tasking the NATO Headquarters and subordinate commands to integrate a gender perspective throughout planning, execution and evaluation of NATO’s tasks. The practical review, however, indicates that a thorough integration of gender in the perspective and relevance to military operations is often overlooked.

In 2014, the NATO/EAPC Action Plan, further including UNSCR 2106 and 2122, was adopted. Prior to the adaptation of the action plan, consultations took place with civil society to encompass an overall perspective. This action plan aims to reduce barriers for female participation and to ensure integration of Women, Peace and Security issues into the policies, activities and efforts by NATO allies and partners including enhancing dialogues with civil society actors. This September, Dutch diplomat Marijet Schuurman became the new NATO Special Representative for Women, Peace and Security. Hopefully, this will lead to a push within the Dutch Ministry of Defense to further incorporate this agenda.

The Ministry of Defense acknowledges UNSCR 1325 and a gender perspective in its internal and external operations. Gender experts are trained and deployed in NATO and other missions, and gender focal points exist internally within the ministry. However, despite the clear guidelines from NATO on UNSCR 1325, the internal action plan, and the directive of the Commander-in-Chief of the Dutch Armed Forces, the structural implementation of UNSCR 1325 still lacks to a great extent.

Implementation largely depends on the will and efforts of motivated individuals to push UNSCR 1325 and gender perspectives in the defense ministry’s work. The gender advisor in the Ministry of Defense has the potential to install and monitor the defense’s policies regarding 1325, and should be the point of reference of the various gender focal points throughout the department in line with NATO policy. However, the integration of the gender advisor in CIMIC and the fact that it is only a part-time position, hinder the structural integration of UNSCR 1325 throughout Defense. While the Dutch CSO applauds the appointment of a gender advisor, it also urges the MoD to create a full-time position under the Chief of Staff as referred to in the recent review on UNSCR 1325 implementation by NATO.

c. Diversity policy (July 2013)

In the MoD’s diversity policy, the commitment to the NAP and implementation of UNSCR 1325, particularly with attention to the role of women in conflict and post-conflict areas, is confirmed. The policy is also designed to reinforce the importance of diversity, culturally, ethically and gender-wise, in the ministry itself and in the military forces. According to the Minister’s policy brief, an ethno-culturally and gender diverse MoD and military force improves “employee interactions and has a positive influence on the broader organizational culture.” Specifically, having women in operational forces “promotes mutual understanding, access to women [residing in the location of operations] and due respect for the local people, traditions and customs.” The diversity policy is promising and hopefully its effects will be closely monitored and reported on.

2. Ministry of Foreign Affairs

a. Human Rights Policy (June 2013)

Women’s rights and gender equality have been given high priority in the new human rights policy, issued in June 2013. This policy employs two focus areas for ensuring that women’s rights are integrated into foreign policies for the attainment of gender equality. The first focus is on women’s participation and leadership, and monitoring of UNSCR 1325 and the elimination of violence against women. Secondly, this policy focuses on the systematic integration of gender issues in foreign policy and in core areas of development cooperation and trade policy.

Equal rights of women, specifically with regard to political participation and UNSCR 1325, violence against women, and sexual and reproductive health rights, are highlighted as main priority areas within the new human rights policy. Important questions, addressed in the new policy include: Who is responsible for the systematic integration of the resolution across departments? How will this be monitored? Will the Minister of Foreign Affairs report on progress made more broadly on UNSCR 1325, and not just on the NAP alone?

It is important to highlight the recent trend to stress the combat of sexual violence in the international community by the Minister

www2.foi.se/rapp/forsv/20130708.pdf


50 Interviews with MoD representative on June 27 and 29, 2013, respectively.

51 Ibid.


53 Ibid.
of Foreign Affairs since his visit to the Global Summit to End Sexual Violence in Conflict in June 2014. Sexual and gender based violence (SGBV) is an important issue to consider in conflict. This development is a positive addition to the specific focus of NAP 1325. However, the Dutch government has yet to ratify the Convention on Prevention and Combating Violence against Women and Domestic Violence by the Council of Europe. Furthermore, the Dutch CSOs express the hope that the MFA and its Minister also continue to apply a holistic approach to women in conflict to address the underlying structural power system and include women as strong and powerful actors.

b. Trade and Development Cooperation – Minister Ploumen’s Policy Brief (April 2013)

The new cabinet formation in late 2012 came with the combining of trade and development into one ministerial position and department of the Ministry of Foreign Affairs. This signifies an important shift in foreign political strategies, where development cooperation must now share a policy seat and funds with foreign trade. The ministerial position is filled by Minister for Trade and Development Cooperation, Lilianne Ploumen.55

Minister Ploumen outlined the main focus for trade and development cooperation in the policy brief “Wat de wereld verdient” or What the World Deserves. The larger part of the focus for the Ministry of Foreign Affairs also applies to the Netherlands’ trade and development, a sub-department of the MFA. In addition to those foreign policy spearheads and trade, Minister Ploumen’s policy agenda includes attention to women’s rights and SRHR, climate, food security, migration, and a special developmental focus on security and rule of law in fragile states.

In this special developmental focus is the ‘New Deal for Engagement in Fragile States’, which is a coalition of conflict countries, donors, CSOs and other international organizations who agree on an agenda to invest in political reform, restoration of rule of law, and strengthening of police and military. Within the New Deal coalition’s agenda, a key focus is on women and the critical role they can play in conflict resolution, reconstruction and peacekeeping.56

Minister Ploumen is faced with the challenge of supporting the implementation of UNSCR 1325, women’s rights and SRHR in a number of selected conflict-affected partner countries, while also addressing UNSCR 1325 and a gender approach in trade cooperation. She has rightfully indicated that it is important to have a gender analysis as part of the preparation and design of trade and investment activities, and that the progress on this is monitored.57 Nonetheless, based the 2014 budget report, the amount spent on women’s rights seems to have decreased despite the promise not to cut on women’s rights and only SRHR seems to maintain a solid increase.

While the trade and development policy is promising, some critical remarks can be made:

- Under the spearhead “Security and Rule of Law,” the focus seems to be shifting increasingly more towards security sector and police reform, crisis management operations and the justice sector, and away from so-called human security with a gender perspective; that is, inclusive political processes, good governance, legitimate institutions, political participation, conflict prevention and disarmament. For example, there is no more funding for the cross-cutting theme of good governance. Equally, the political participation and inclusion of women in fragile, conflict-affected contexts receives little attention in the policy brief. Hence, it remains to be seen how this policy emphasis can be reconciled to meet UNSCR 1325 commitments. Particularly, regarding UNSCR 1325’s transformative potential, the opening up of a security concept that is closer to human security (with “gendered” peace and security as a holistic concept) is currently missing in the policy.

- The policy is especially interesting with regards to the fact that its focus seems to be on the controversial interrelationship between development and trade, e.g. a stronger economy of a conflict, post-conflict or transition country, in turn, could be something the Netherlands could profit from. The policy takes an instrumentalist economic approach, rather than a human rights approach, which is critical for combining development policy with trade policy. The instrumentalist approach raises questions of accountability for implementing UNSCR 1325 and human rights, and the potential negative side effects of trade, for example causing or fueling armed conflict in countries such as in the DRC and Colombia, with its devastating impact on local women’s lives. Women civil society leaders and activists in these countries have been at the forefront of highlighting how neoliberal globalization is impacting on local communities and generating (gendered) conflict.

The discrepancy between the MFA’s policies on arms trade and those on conflict prevention remains rather contradicting.59 These are issues which deserve more critical discussion between government and CSOs, through the course of several strategy meetings (an ongoing dialogue), including with concerned stakeholders on the ground.


55 The MFA is headed by two ministers, the Minister of Foreign Affairs and the Minister of Trade and Development Cooperation.


In addition to its human rights policy and trade and development cooperation policy, the MFA is also committed to UNSCR 1325 in international forums such as the European Union, United Nations, Organization for Economic Cooperation and Development (OECD), Organization for Security and Cooperation in Europe (OSCE) and NATO. In 2013, the Netherlands indicated that it is an active player within the informal EU Task Force on UNSCR 1325 and other EU committees that contribute to the operationalization of the “EU Comprehensive Approach on the implementation of UNSCRs 1325 & 1820.” Yet, ascertaining the extent to which the Netherlands actually contributes to these forums has proven difficult. The contributions could be revealed through regular monitoring and reporting on UNSCR 1325 which is currently lacking.

On a general note, the MFA replaced the gender department by a taskforce on gender equality and women’s rights and clearly recognizes UNSCR 1325 as observed in its proclaimed commitments in policy documents which are referenced throughout this report. Nevertheless, too often the structure underlying the strategy appears to be missing. With the gender tender, the support and knowledge on gender in diplomatic relations and policy developments falls to external parties, such as consultancies and knowledge institutions, which are not necessarily signatories to the Dutch NAP. The question remains how to ensure that staff at the Ministry of Foreign Affairs and the embassies become intrinsically motivated for and knowledgeable about gender issues and UNSCR 1325.

The Taskforce Gender Equality and Women’s Rights can play a pivotal role in pushing the incorporation in all policies, both in The Hague and abroad in its embassies. To achieve this, though, the task force must be aware of what is actually happening on the ground with regards to UNSCR 1325. Due to lacking monitoring and evaluation mechanisms, specific details are difficult for them to attain. In fact, much information available comes from individuals’ personal accounts of what is happening and are not well substantiated in ministerial reports. Resolving this issue will benefit the ministry itself in its strategic planning and reporting, as well as civil society in its role as watchdog, and the mutual cooperation between the two groups.

On a related note, when the MFA does report on its efforts, it usually does so within the confines of the NAP alone. Moreover, it reports on activities and programs that are largely carried out by CSOs, whereas the MFA itself is mostly involved in the provision of grants for the activities. Dutch CSOs are eager and hopeful for more active involvement and monitoring of the ministry given the encouraging leadership within the ministry. The civil society looks forward to the upcoming evaluation on GPS by the department


The second National Action Plan (2012-2015) was signed by the Ministry of Foreign Affairs; Ministry of Defense; Ministry of Education, Culture and Science; and by representatives of 4 research institutes and 32 other civil society organizations on 19 December 2011. Another five CSOs signed the NAP at the annual NAP event in 2012. On 13 December 2013, another 11 CSOs signed the NAP and three governmental institutions – namely, the National Police, Custodial Institutions Agency and the Ministry of Security and Justice. Thus, there are currently 57 signatories. The NAP 1325 is a declaration of intention to implement UNSCR 1325 within signatories’ own policies and practices, as well as to cooperate with other signatories to jointly conduct activities to strengthen the implementation of the resolution. The thematic focus of the NAP 1325 is female leadership and political participation of women in conflict and post-conflict countries, and countries in democratic transition.

The Dutch NAP is ambitious and is regarded as unique given that government and civil society are joint signatories sharing mutual responsibility and accountability. The second NAP’s focus is on equal participation of women in peace and reconstruction processes, integration of UNSCR 1325 and gender in policies, and increased national, EU and global awareness and implementation of UNSCR 1325.

2013 was the second year into the second NAP and many projects have been put in place, the execution of the second NAP continued to run into many of the issues already identified in last year’s Monitoring Report. As addressed under Indicator 5, currently the various CSOs and government have different interests but are generally committed to negotiate grounds for compromise to maintain progress on the NAP. Accountability for the activities is skewed, since it is the CSOs who are carrying out most of the activities whereas the MFA foremost continues to take a funding role. Specific projects funded through the NAP are enumerated under Indicators 10 and 11.

In addition to the above enumerated policies which do incorporate UNSCR 1325 and a gender perspective, there are also important policies which do not. Namely, the policy on international security, its budget and the defense’s main policy framework on the future of the armed forces miss to a great extend a thorough incorporation of UNSCR 1325 and a gender perspective. However, the motion by Van Ojik aims to
ensure that the use of budget on international security aids to strengthen the position of women in conflict situations. Also noteworthy, the Dutch police, MECS, and MSJ who all have signed the Dutch National Action Plan do not appear to incorporate 1325 in their ministerial policy plans.

The Gender Multiparty Initiative (GMPI) aims to promote gender issues in foreign policies via the Parliament. The GMPI is currently signed by nine Dutch political parties. The signatories are committed to discuss and promote gender issues in the political area where foreign policy is considered. Also, the Members of Parliament (MPs) of the various parties meet twice a year to elaborate in-depth about a topic related to gender. This has an overall positive effect on the frequency and manner gender issues are incorporated in foreign policy.

Based on the analysis of the policies above, the rating of progress for Indicator 7 is: no change. Policies and action plans are in place, but structural implementation of UNSCR 1325 and a gender perspective is lacking, as well as monitoring and reporting on any related progress and a government-wide strategy on UNSCR 1325. Most implementation that does occur is based on the will and efforts of motivated individuals within both ministries to push UNSCR 1325 and gender perspectives. Transparency would already aid greatly to increase mutual understanding between the CSOs and the Dutch government. Nevertheless, it is hoped that the Dutch government continues to maintain a holistic approach to women, conflict and security.

Rating: No change

Indicator 8 – Number and nature of provisions/recommendations in the truth and reconciliation commission (TRC) and other transitional justice reports on women’s rights

Information not available.

Rating: Not applicable

Indicator 9 – Percentage of women (versus men) who receive economic packages in conflict resolution and reconstruction processes

Specific information has not been retrievable, but on a general note, as found in the Netherlands’ responses to the EU questionnaire on 1325 and 1820 implementation, “the Netherlands stresses the importance of promoting the women, peace and security agenda in the disarmament field” Any economic assistance appears to have been integrated into other themes. There is likely more information on this topic, but it has been difficult to obtain any more specific information on this indicator. This information should be made more transparent.

Rating: Not applicable

C. Promotion of a gender perspective

**Indicator 10 – Number and percentage of pre-deployment training and post-deployment programs for military and police incorporating UNSCR 1325, UNSCR 1820, international human rights instruments and international humanitarian law**

<table>
<thead>
<tr>
<th>Type of training</th>
<th>Pre-deployment</th>
<th>Post-deployment</th>
<th>Percentage of all troops receiving training</th>
<th>Percentage of all trainings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre-deployment training at School for Peace Missions</td>
<td>Yes</td>
<td>data not available</td>
<td>100%</td>
<td>data not available</td>
</tr>
<tr>
<td>A Comprehensive Approach to Gender in Operations</td>
<td>Selected personnel, not necessarily. Occurs every 6 months.</td>
<td>data not available</td>
<td>data not available</td>
<td>data not available</td>
</tr>
<tr>
<td>3 week training on 1325 for Gender Advisors that will be deployed</td>
<td>Yes</td>
<td>data not available</td>
<td>data not available</td>
<td>Depends on the mission in which the Netherlands take part.</td>
</tr>
</tbody>
</table>

Source: Interview with MoD representative on 19 and 26 September 2014, respectively.

In general, the number of trainings on UNSCR 1325 and gender within the military are increasing, including at the NATO, EU and UN levels where the courses are also being accredited.68

The training at the School for Peace Missions is required for all Dutch personnel – both military and police – before deployment. The training includes 2 hours (out of 14 hours of general training in total) on UNSCR 1325 and Women, Peace and Security issues at a basic level. Human rights and international humanitarian law are also covered within the 14-hour training. Sexual violence is part of each training but the extent to which UNSCR 1820 is addressed depends on the relevance to the mission. Over the last

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68 Interview with MoD representative on June 29, 2013.
year MoD has started to pool the experts within the ministry and military who have knowledge on gender and previously attended the trainings. This allowed them to establish a pool comprising both men and women who can enact as instructors on UNSCR 1325.69

All units are to receive pre-deployment gender training. The Ministry of Defense is restructuring the training to incorporate gender in as many elements of the training with a focus on what it entails to the soldier – from intelligence to planning – to ensure an integrated effect. This, to avoid that gender is treated and regarded as a separate element.70 However, occasionally some units do not receive proper pre-deployment gender training and it is then provided as an afterthought. To exemplify, the Netherlands has expressed a clear indication that gender should be included in the MINUSMA mission, and that it will contribute by including an internal gender advisor in the mission. In the answers to questions by the Parliament it was explicitly stated that the National Police would receive a four-day pre-deployment training on the issues of gender and culture. Nonetheless, while the inclusion was stated for the UN Police mission, it has not been explicitly stated for the military mission.71 A training on gender was initially only included for MINUSMA at the last moment on insistence of the Ministry of Foreign Affairs.72 This is worrisome as structural training is essential to really transform norms and values.

Gender trainings are also provided by NATO, the EU or UN; depending on who is leading the mission. These trainings also address UNSCR 1325, UNSCR 1820, human rights instruments and humanitarian law, but the data on the number of Dutch military or other personnel attending is not available.

To date, the Dutch and Spanish Ministries of Foreign Affairs and Ministries of Defense collaborate on building synergies between defense, diplomacy and development while focusing on gender and human rights. The training “A Comprehensive Approach to Gender in Operations,” is given semi-annually and draws participants both from EU-member states and NATO allies. The goal of the course is to train mid-level diplomats and military personnel on how gender and human rights positively affect the effectiveness of peace missions and crisis management. This course is offered twice a year in Spain and the Netherlands respectively and is accredited by the European Security and Defense College (ESDC).73 As of 2013, the training also offers two courses specifically for AFRICOM in Kenya. This training is much more focused on the specific context in Africa and the Netherlands has sent at least four staff members active in this area to this program.74 In December 2013, the course was awarded the Idoia Rodríguez Prize by the Government of Spain in recognition for its incorporation and permanence of women in its service.75

The three-week intensive training on UNSCR 1325 is provided by the Nordic Centre for Gender in Military Operations. This training is attended by gender advisors who will be deployed as gender experts to missions. It is offered several times a year. It consists of one week in the Comprehensive Approach to Gender in Operations course, one week in Sweden in the Gender Field advisor course and one week in Poland in a course on planning and gender. The team at Nordic Centre for Gender in Military Operations was reinforced by a Dutch gender expert late 2013.76

The MoD is working towards restructuring the basic military and career trainings. Though the general education already includes gender elements, the MoD aims to better connect gender to the reality of the soldier by incorporating it within each element of the educational training. The assimilation of gender in the various elements of the training will enrich the perspective of the military and better enable him to include a gender perspective.77

The Ministry of Defense has in place a gender checklist for all stages in the operational planning process. This list is applied to the extent relevant to the mission, in particular during the initial phases the checklist is administered. Both implementation of gender and evaluation of the operational process takes the socio-cultural context into consideration, and based on experience adjusts the implementation where needed. Furthermore, evaluations are shared to the extent relevant with the civil society through the country platforms or one-on-one to share information and to see how they can strengthen each other. This depends on the type of mission.78 Regardless, civil society would like to have more clarity on the application of the gender check list by the Ministry of Defense.

In addition, civil society supports the military in improving gender perspectives in civil military exercises, as in the large exercises: Quick Sword and Reliable Sword, by the German-Netherlands Corps, and Lowlands Grenade, an international police exercise. African Sky, Cordaid, Oxfam Novib, PAX, Multicultural Women Peacemakers Network (MWPN) and WO=MEN members worked together to carry out scenario exercises on how to mainstream gender issues and how to work with local women towards the objectives of missions. Their input adds to the reality of the exercise and has been recognized with the “Certificate of Recognition and Appreciation for your outstanding support and recognition to Common Effort” by the first German-Netherlands Corps which WO=MEN received in May 2014 for their efforts to include gender in the military exercises.79

The rating of progress on Indicator 10 is: no change. The collaborations between CSOs and the MoD have increased and indicates a positive trend for the future if they continue to develop combined trainings for military personnel. Furthermore, the continuing training by the Netherlands and Spain for representatives from multiple countries and the intention to integrate gender in almost all aspects of all trainings from the start of a military’s career is very welcome. Nonetheless, the Dutch civil society voices concern that sometimes gender in pre-deployment training has appeared to be an afterthought and it is stressed that the gender checklist for the operational planning process should be applied.

Rating: No change

Indicator 11 – Allocated and disbursed funding marked for women, peace and security (WPS) programs to CSOs and government

Table 11.1 demonstrates the major budget lines of funds disbursed in 2013. According to the MFA’s 2013 annual report, the amount was increased by approximately €10 million compared to 2012. This is likely to result from the development of Women on the Frontline Fund in 2013. Activities relevant to WPS and UNSCR 1325 are also carried out under other funding categories (e.g. in addition to the budget line for equal rights and opportunities for women) and all budget lines of the MFA should be gender-sensitive. Unfortunately, a detailed breakdown of these funds could not be attained for this report.

Table 11.1: 2013 Disbursed funding marked for women, peace and security programs (WPS) to CSOs

<table>
<thead>
<tr>
<th>CSO</th>
<th>Donor country/entity</th>
<th>Purpose</th>
<th>Amount Actually disbursed</th>
<th>Percentage of total CSO budget dedicated to WPS</th>
</tr>
</thead>
<tbody>
<tr>
<td>data not available</td>
<td>MFA</td>
<td>Equal rights and opportunities for women</td>
<td>€53.478 million</td>
<td>data not available</td>
</tr>
</tbody>
</table>

2013 NAP funding

The first four projects took off in 2012 in Afghanistan, Burundi, DRC and South Sudan. In 2013, another four projects and two research projects were approved in the remaining NAP countries (Colombia, Sudan, MENA region). These projects encompassed a total of €2.7 million disbursement. A further €400,000 was disbursed for the Sudan project mid-2014 and an additional €1.3 million is in the pipeline for a project in Afghanistan. Refer to Box 11.1 below for a brief description of the projects.81

Box 11.1: NAP funding in priority countries

Afghanistan

Oxfam Novib, Cordaid and Gender Concerns International, in cooperation with local women’s organizations and telephone and internet services providers launched a two-year project in December 2012. The project, called Bayan ("Speak Out"), wishes to stimulate dialogue and discussion on (more active) roles of women in society through an SMS-based blogging platform. The combination of SMS and social media makes it very accessible for men and women (especially young people) in villages and deprived areas of cities. The participating Afghan organizations will be trained by Dutch NGOs in the use of these media. Next to this, the Dutch government supported other activities Afghanistan, such as the participation and leadership of women in the police (training mission) in Kunduz.

Burundi

In early 2013, the international NGO, Search for Common Ground, began a four-year project with local partners focusing on promoting active and passive voting rights of women for the elections in 2015. National and provincial (provinces Kirundo, Muyinga, Cankuzo and Ruyigi) women leaders will be trained. Radio and film will be used to raise awareness and interest among the public on the roles of women. Also, the Dutch ministries of Defense and Foreign Affairs, together with the Burundian Ministry of Defense, Public Safety and Foreign Affairs, and local civil society organizations, will work together to establish 1325 within the Burundian security sector. Activities include building necessary facilities for female security personnel, training programs for women within the police and the army, and a military code of conduct in line with UNSCR 1325.

Colombia

In September 2013, the three-year project proposal “Supporting Colombian Women contributing to Peace and Security” was approved by the MFA and put in execution. The project aims to enhance the quality and effectiveness of women’s participation in the peace negotiations, to strengthen the leadership capacities of involved women and to advocate for the implementation of existing policies to prevent violations of and protect women’s human rights. The project, administered by Cordaid, consists of two big projects, one by the National Women’s Network and the other by the Project Counselling Service. Furthermore, there is a small fund to strengthen the cooperation between the smaller Dutch organizations and their Colombian partners, such as the Women’s International League for Peace and Freedom (WILPF) and Peace Brigades International (PBI). This

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81 Data retrieved from mail exchange with MFA representative on September 17, 2014. Not publicly available.
includes the identification of new initiatives for projects to be proposed for financing from the NAP 1325 pilot fund 'Small Seeds for Big Baobabs.' This fund will support the twinning between WILPF-NL, WILPF-Spain and WILPF-Colombia (LIMPAL). In October 2014, a workshop on Colombian women's peace initiatives and a Truth Commission of Women will be held in The Hague. Moreover, a training proposal by PBI on the comprehensive accompaniment to women in resistance to displacement in Buenaventura will be implemented in November. Furthermore, new initiatives for projects to be proposed for financing from the NAP 1325 pilot fund 'Small Seeds for Big Baobabs' have been identified during an identification mission to Colombia.

DRC

Late 2012, the international NGO Search for Common Ground started a four-year project with local partners working on building a network of potential women politicians and to train and guide them before, during and after elections. Also, media campaigns (radio, TV, press) will be used to increase support in the population of women in politics. Mid-2013, Cordaid got the approval for the Femmes au Phone project for the duration of two years. This project allows women's groups to voice their concerns on security issues through mobile phones and radio stations in Kivu. Thus, the project aims to connect women to regional and international bodies by allowing them to share their perspective on peace negotiations and rights violations.

South Sudan

ICCO, PAX and their local partners started a three-year project in 2012. Within this project, potential women leaders will be supported to effectively operate in the political decision-making processes at the provincial and local levels. In addition, women leaders working at the various levels (village, town, province to national) will be stimulated to cooperate with one another. Also, the South Sudanese women's organizations will receive training and coaching to strengthen their organizations’ management capacities (including financial management).

Sudan

ICCO in collaboration with The Netherlands-Darfur Women Foundation (VOND) developed a three-year project in Sudan, which was approved in 2014. This project focuses on supporting existing women political leaders in Sudan by strengthening of civil society organizations.

MENA region

The MENA region group formulated two joint proposals, which have been approved and are currently being implemented. The first project by PAX and Cordaid Consortium (including Human Security Collective and Women Peacemakers Program (WPPP)) focuses on improving human security with active participation of the local population, especially women and youth, and also includes policy influencing on issues of security with the goal of strengthening women’s voices in policymaking. Women’s networks, political and religious leaders and police will be engaged in the project. The second project by Oxfam Novib, Hivos and Women Peacemakers Program Consortium – WPP, the Global Partnership for the Prevention of Armed Conflict (GPPAC), WILPF and ABAAD – focuses on strengthening women’s voices and their increased participation in peace and security processes, at the regional and national levels. Enhancing women and men’s understanding of 1325 and the value of women in peace and security, and building capacities of women and peace organizations, will be included as well. The two programs started in late 2013.

NAP 1325 pilot fund "Small Seeds for Big Baobabs"

Within the NAP funding mechanism, a pilot fund for NAP 1325 signatories and their partner organizations working with the grassroots community will launch in the Autumn of 2014 under the coordination of Cordaid Netherlands. The pilot fund is the product of a successful lobby for smaller funding mechanisms by smaller and mid-range organizations. This program will initially run for one year and will be financed by the Ministry of Foreign Affairs for a total of €500,000. The project aims to finance innovative, smaller and rapid action activities and pilot projects related to Women, Peace and Security by at least 20 small to mid-range Dutch CSOs. The fund also includes a capacity building and coaching component for smaller organizations that wish to grow their funding base, provided by Vluchtelingen Organisatie-Nederland (VON) and Cordaid Netherlands.

Fund for Small NGOs (Fonds Kleine Organisaties 1325)

In addition to the major NAP programs, the MFA has made a small amount of funding available to NAP 1325 signatories working on a voluntary basis. This Fund is intended to only cover basic expenses of several small NGOs in order to enable their active participation in the NAP 1325 with a maximum of €1,000. The money is to compensate some of the unpaid participants (volunteers) of small organizations, travel of staff members to NAP meetings, some office costs and other related small running expenses. Also, small organizations involved in the coordination of the NAP working groups can appeal for a small compensation. In 2014, a total of €24,500 has been made available to voluntary organizations. This fund is managed by the Platform Women & Sustainable Peace.

Dutch expenditure on international development has decreased significantly over the past few years. In 2013, the budget for development cooperation dropped to below the 0.7 percent threshold for the first time in history; this trend is set to continue.
Though the budget spent on women's rights is to decrease to slightly below the amount spent in 2012, the SRHR is set to have a solid increasing trend in the coming years. For 2014 the amount spent on women's rights is expected to decrease to €44,498 million and to €43,279 by 2015, after which it is estimated to remain stable. In 2014, €28.9 million is allocated to subsidies on equal rights and chances for women, of which €4 million is allocated to the Dutch National Action Plan (2012-2015); and €6 million to UN WOMEN. Between 2013 and 2016 €5.8 million for the Women on the Frontline program has been earmarked to strengthen the position of women in the MENA region. This latter fund is organized by a collaboration between two CSOs, Hivos and Oxfam Novib, and the private sector company, PricewaterhouseCoopers (PwC).

The amount available for gender-related projects and specifically for UNSCR 1325 activities is positive and will help to ensure that focused, multi-year projects that enable women in their participation in peace building and leadership, may be undertaken and likely achieved. However, while more funding has been made available for the second NAP, the conditions for funding tend to favor large projects carried out by a limited number of large Dutch CSOs. This is due to the diminishing budget of the Dutch embassies to fund (smaller) local organizations and the limited capacities of the central government to manage and monitor numerous projects.

The criteria to propose multi-hundred thousand euro project proposals exclude or limit access of smaller and mid-range CSOs, many of which are women and gender-focused (peace) activist organizations. Smaller or mid-sized CSOs are thus compelled to partner with other organizations in a coalition, which presents challenges both for smaller and larger CSOs. The funds could thus be slated to be gender insensitive as it overlooks the input and knowledge of smaller and gender-focused organizations.

This dilemma in turn negates the crucial role that these, including voluntary-based, CSOs have played in pushing the Dutch UNSCR 1325 agenda as well as the important, often innovative activist and grassroots work done by smaller to mid-range organizations. While the Pilot Fund and Fund for Small NGOs meet the need of innovative and small organizations to an extent, mid-range organization tend to fall in-between. The in-house competition among CSOs is likely to intensify and undermines the solidarity aspect which is essential to the current NAP structure. The diversity of Dutch civil society has been one of the strengths of the much-praised Dutch international collaboration efforts in the past, as it encourages pioneering work on a wide array of development and human/women rights issues worldwide.

Additional specific NAP funding issues, based on feedback from some of the country groups and the diaspora organizations, include the fact that the criteria for NAP funding regularly change and are not clear, and the use of funds in the focus countries is not transparent. The role of embassies in disbursing the funding is also not clear. Moreover, the MFA sometimes imposes thematic preferences for projects, causing CSOs in the working groups to feel restricted in the types of projects they can develop. Defining the roles and expectations of government and CSOs will help to rectify several of these issues.

At an international level, the Dutch civil society voices concern on the recent developments following recommendation 8 by the Financial Action Task Force (FATF), an international consortium of governments established by the G7 in 1990 which has set up regulations to combat money laundering and countering financing of terrorism. This has led to a tighter regulation of NGO registration and monitoring by national governments which in particular affect smaller organizations such as women organizations. Furthermore, their access to financial services is further complicated. As such, the FATF undermines the independence and watchdog position of NGOs worldwide and in turn makes it more difficult for Dutch NGOs to assist partner organizations financially on projects.

Cordaid has been collaborating with the Dutch Ministry of Foreign Affairs and WO=MEN in its continued work to promote financing for NAP 1325 and WPS at the global and national level. Together with GNWP and UN Women, it leads the formation of the Women, Peace and Security Financing Discussion Group, comprised of donor governments, post-conflict Member States, United Nations entities and civil society partners. The group will come up with concrete proposals for addressing the funding gaps as contribution to the Global Study on WPS conducted for the 15-year High-level Review of Resolution 1325 (2000).

To Governments

Support is provided through bilateral and multilateral channels to foreign ministries, UN agencies, international and national NGOs and the private sector; yet, the amount of money that the Dutch government has allocated and disbursed to government bodies in the focus countries cannot be easily traced. Likewise, the amount of funding allocated to foreign ministries on WPS/1325 remains unknown. Often, if funding reaches the national government bodies in the focus countries, it is via a CSO in the form of budget support or through a bilateral partnership between the Dutch government and the government of the given country. If and when the Dutch government funds governments directly, the likelihood that it is earmarked for Women, Peace and Security is very low.

Given the overall funding picture, the rating for progress on Indicator 11 is: slight progress. Many of the challenges stated here were also present in the previous years. The new pilot fund for smaller and mid-range organizations is a positive development; yet, the amount might remain too limited for mid-range organizations to finance their activities. In combination with the small fund for voluntary organizations, it could be an indication that small organizations are considered essential to the implementation and execution of the NAP. Nonetheless, the CSO and government collaboration must go beyond the funding relationship to become a more substantive policy and strategic partnership as well. Furthermore, it is hoped that the expected figures allocated to women’s rights are to remain stable and not decrease further. The Dutch civil society therefore looks forward to the implementation of the Pilot Fund.

Rating: Slight Progress.

IV. Conclusions and recommendations

Overall, the progress ratings on the indicators reflect a mixed level of progress on UNSCR 1325 implementation by the Government of the Netherlands. Nonetheless, the Dutch government ought to be careful not to forego its holistic approach on gender, conflict and human security. While the incorporation of UNSCR 1325 by the Dutch government into its foreign, trade and development policies has been a positive development, the focus on trade is worrisome as it may be prioritized over 1325 implementation.

On the other side, the Netherlands seems to be increasing its advocacy and participation on an international level on UNSCR 1325 and the women, peace and security agenda in general. Together with Spain and Sweden, it is a leader in its provision of trainings on gender and UNSCR 1325, which are continuing to increase and are being accredited. Nevertheless, while there is slow progress in the increasing number of women in various levels of government and in the different governmental branches, recruitment, retention and deployment of women must remain a high point on the agenda.

The incorporation of a part-time gender advisor under CIMIC proves to be a setback for the structural integration of gender and UNSCR 1325, both internally as well as in mission strategy planning. It is vital to create a full-time position under the Chief of Staff, and to strongly prioritize structural change. The latter also applies to the Ministry of Foreign Affairs. While both the MoD and MFA have policies in place, structural implementation suffers. Moreover, implementation often relies on the will of individual staff members within the ministries to include UNSCR 1325 and gender perspectives in practice. The development of specific internal strategies to implement the existing action plans and the creation of an overarching governmental strategy on UNSCR 1325 would facilitate structural implementation and further accountability.

As part of implementing UNSCR 1325 and a gender perspective, a monitoring and reporting mechanism needs to be instituted as well. Both ministries, as well as civil society, recognize the lacking M&E as a crucial problem. M&E will increase transparency and highlight what the government is achieving, and what has not been accomplished. Not only will the M&E benefit the government itself, it will also better enable civil society to perform its watchdog role and allow it to serve as a stronger partner to the governmental ministries in policy strategizing and on projects.

The Netherlands remains a pioneer example in terms of its National Action Plan 1325, with both government and civil society as signatories. In two years time, the number of signatories grew from 39 to 57. Over 2013, several NAP 1325 projects have received approval and as of 2014, all country working groups have developed projects to strengthen female political participation in the respective focus countries. Moreover, funds have been developed for small organizations to stimulate a diverse CSO participation.

Joint coordination and the innovative project-based collaborations between the government and civil society organizations that come out of the second NAP are generally unique and fruitful. However, CSOs are still sometimes left out from other important policy dialogues with government. This is especially relevant to foreign, security and trade policies, where the incorporation of gender, UNSCRs 1325 & 1820 and the human rights policy needs to be critically evaluated and reconciled. It is critical that the government listens to the voice and leverages the expertise of the CSO community, given its combined wealth of field experience in conflict and transition countries, direct experience with populations in the various focus countries, and on women, peace and security. The civil society working on the ground with women is able to transfer the experience of those women to the government, as these women often face double threats, both as Human Rights activist and as a woman doing that work in their countries. The CSO community is thus able to assist the government to meet its own goals of incorporating gender and 1325 internally and externally – thus, affecting both women in the focus countries and those who have fled the country.

Civil society must also continue to persevere in engaging both one another, despite different institutional backgrounds and professionalism, and the government on projects, policymaking, advocacy and lobby. Improved, transparent communication between both parties, and government-wide monitoring and reporting on UNSCR 1325 and gender, will already help address many of the challenges and recommendations enumerated in this report. However, if not addressed, civil society might lobby for a difference in structure with the next NAP which outlines a description of tasks and responsibilities of the various actors with clear accountability mechanisms.

For the purposes of improving collaboration, accountability and processes, the NGO working group Gender, Peace and Security proposes the following recommendations.
To Government:

- Civil society urges the senior and management-level military leaders and management at MFA to take responsibility and to be held accountable for the active and qualitative incorporation of UNSCR 1325 and a gender perspective into policies and implementation, including clear instruction to all staff members.

- The government, with active involvement of Dutch civil society, should develop a government-wide strategy on UNSCR 1325 between the various ministries which maintains a holistic human security perspective.

- While the Ministry of Foreign Affairs and Ministry of Defense have included gender, peace and security into its policies, the Ministry of Education, Culture and Science, and the Ministry of Security and Justice are urged to include 1325 in its policies to further augment accountability.

- Structurally integrate civil society as a key strategic partner in all important policy dialogues on hard security issues, trade, and elsewhere to ensure women, peace and security is addressed accordingly.

- The governmental signatories to the NAP should provide an annual report to the parliament and the general public on the activities and results of its implementation of UNSCR 1325 (not only attention to the joint efforts via NAP II) in the Netherlands, as well as in countries where the Netherlands are represented to enhance monitoring and reporting on UNSCR 1325.

- The Dutch government is urged to maintain its ongoing support to women human rights defenders and to keep in mind the effect regulations such as those resulting from the FATF could have on these women.


Ministry of Foreign Affairs – specific recommendations:

- Strengthen internal structural and transformative knowledge on gender, peace and security to avoid dependency upon individuals within the Ministry of Foreign Affairs and its embassies. An additional potential measure would be to include gender, peace and security as one of the criteria on which the rewarding system in the Ministry of Foreign Affairs is decided.

- The Dutch embassies, especially in the NAP focus countries, should facilitate collaboration on 1325 among and in synergy with Dutch CSOs and local CSOs.

- The Ministry of Foreign Affairs and its embassies is advised to enhance transparency on the incorporation of input provided by CSOs in their country policies and activities.

- The Ministry of Foreign Affairs should continue their support to women and women organizations in peace negotiations and political processes and become a front runner in this field. Nonetheless, it is desired that the MFA should provide more detailed public information regarding its support, without compromising the women or organizations themselves or the peace processes.

- The Ministry of Foreign Affairs is urged to put in place annual monitoring and reporting mechanisms on how they contribute to UNSCR 1325.

- To further enhance transparency, the Ministry of Foreign Affairs should specifically add to the reporting mechanism how they contribute to the advocacy within the various international institutes.

- Following their expressed objective to take up a pro-active role on incorporating UNSCR 1325 in the plans by the European External Action Service (EEAS), the MFA is urged to maintain a strong role in this regards to ensure women among the EU Special Representative and effective implementation of women’s participation and gender in mediation and dialogues in which the EU is involved.

- The Ministry of Foreign Affairs is also strongly advised to make effective use of the results of the upcoming evaluation of the Dutch policy on Women, Peace and Security – in particular the NAP section, conducted by IOB.

Ministry of Defense – specific recommendations:

- Reposition the gender advisor under the Chief of Staff as a fulltime position as recommended in the NATO Review on 1325 implementation.

- Ensure inclusion of women in military operations among its various and strategic levels to provide a substantial contribution to the peacekeeping missions. Additional measures suggested to attract female military officers to go on missions include having short mission pools or more visiting experts.

- Institute clear monitoring and public reporting procedures on sexual and gender based violence for both external and internal incidents, including the registration of incidents and reporting on taken measures for prevention.

- Provide more clarity on the application of the gender checklist that is part of the MoD’s action plan on UNSCR 1325.

Dutch Police – specific recommendations:

- To enhance accountability, provide a public insight in the diversity of its staff and ranks.

- Ensure inclusion of women in police operations to provide a substantial contribution to the peacekeeping missions. Additional measures suggested to attract female police officers to go on missions include having short mission pools or more visiting experts.
To Civil Society:

- In order to maintain a healthy balance with the CSOs’ watchdog role vis-à-vis being a partner of the government, **define clearer rules of engagement on what basis civil society would like to collaborate with the government and with each other** in the NAP 1325.
- **Reinforce the solidarity principle**, inherent to the women’s movement, among CSOs working on the gender, peace and security agenda. With decreasing funding available for CSOs, it is important for civil society to work together where possible as to be able to raise a strong joint voice.
- To all NAP 1325 signatories:
  - With input from civil society and together with embassies, also **develop country-specific strategies on 1325** for NAP focus countries and other governmental partner countries.
  - **Outline clearer roles and responsibilities** for government and civil society organizations to avoid unmet expectations.
  - **Approve and operationalize the project plan** for the NAP 1325 pilot fund ‘Small Seeds for Big Baobabs.’
  - Both CSOs and the ministerial signatories should facilitate **mutual exchange of information more frequently amongst themselves to enhance transparency on its various activities in and reports on the focus countries.**
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vi Totals include Ministers and State Secretaries only.

vii Last year’s report took average of percentage of women in Eerste and Tweede Kamer, to get a representative figure this report will aggregate the number and divide it by the total members in Eerste and Tweede Kamer.


ix Includes four research organizations.


xii Ibid.


xiv The Comprehensive Approach to Gender in Operations addresses specific capacities which is applicable to specific functions. As such, it is offered only to selected personnel.


xvi Numbers 2009-2012 based on the 2013 Monitoring Report unless otherwise indicated.