

Security Council Resolution 1325:  
Civil Society Monitoring Report

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The Netherlands  
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A Project of the Global Network of Women Peacebuilders

# The Netherlands

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An updated version of this report can be found on [www.wo-men.nl](http://www.wo-men.nl).

## I. Women, Peace and Security Profile

### A. Nature of the conflict

Various ministries in the Netherlands deal with peace and security issues, on national and international level, as part of their mandate. These include, as signatories to the Dutch National Action Plan on United Nations Security Council Resolution 1325 (UNSCR 1325) the Ministry of Defence, the Ministry of Education, Culture and Science, the Ministry of the Interior and Kingdom Relations and the Ministry of Foreign Affairs.

#### *Contribution to International Missions*

On a national level, the Netherlands has not been involved in armed conflict since 1945. The Netherlands believes that international crisis management operations can promote stability and restore the rule of law. They can also lay the foundations for reconstruction. The

Netherlands therefore takes part in UN, NATO and EU missions, and as such is involved in international conflicts<sup>1</sup>.

The Netherlands has been involved in over 50 international missions since 1947.<sup>2</sup> Examples include the EUFOR mission in Chad to protect refugees, the EULEX capacity-building mission in Kosovo and the International Security Assistance Force (ISAF) stabilisation and reconstruction mission in Afghanistan.<sup>3</sup> Since 2001, Dutch troops have been stationed in Afghanistan, mainly as ground forces. The Netherlands also has six Apache and five Cougar helicopters, as well as six F16 fighter aircraft in the country. The Netherlands is active not only in the southern province Uruzgan, but also in other parts of the country such as Baghlan, Bamiyan, Kabul and Kandahar<sup>4</sup>.

The Task Force Uruzgan (TFU) had some 1,200 - 2,000 members, drawn from the Royal Netherlands Army. The most important Dutch contribution to the mission is the Provincial Reconstruction Team (PRT), which helps the Afghan government strengthen government authority and facilitate the reconstruction activities of the government and other actors. The PRT, which is part of the International Stabilisation Force in Afghanistan (ISAF), falls under the leadership of NATO.<sup>5</sup> On August 1st the Dutch troops left Uruzgan and handed over the command to an international team led by the United States.<sup>6</sup> The Dutch Action Plan on Resolution 1325 (see below) states that in all operations supported or conducted by the Netherlands, Resolution 1325 must be included.<sup>7</sup> A 3-D (Diplomacy, Development and Defence) approach was manifested in the Dutch PRT from the beginning. A study<sup>8</sup> on Operational Effectiveness and UNSCR 1325 in Afghanistan concluded that 1325 was well established in terms of representation and integration in the Dutch PRT<sup>9</sup>. There was a reasonable share of female personnel with some women in leadership positions. The mixed team had a positive result both internally and externally. The PRT made an effort to include local women, however, due to cultural barriers, only small things could be achieved. For example, the Mission Team in Deh Rawod actively engaged in creating opportunities for the social inclusion and participation of women. The Mission Team was able to convince the district chief, who was considered to be an 'open minded' man, to admit women in the district centre. As a result, women are now able to express their concerns at the district centre. In order to be able to search female visitors to the district centre, the Mission Team recommended employing a woman instead of purchasing expensive detectors. This ultimately led to the appointment of the first woman in the district centre. The PRT 5 Commander was committed to include 1325 in the preparatory and operational phases of the mission, and although the responsibility of Resolution 1325-implementation was not officially allocated within the PRT organization, 1325 was integrated into the assignments of PRT 5 both at the HQ-level and at the tactical level by the Mission Teams.<sup>10</sup>

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1 Security and development in fragile states, The Netherlands' strategy 2008-2011 (p1). Published November 2008. AVT09/BZ93218. Downloadable from: <http://www.minbuza.nl/dsresource?objectid=buzabeheer:61206&type=pdf> [ Accessed 30 August 2010).

2 The 'Nederlandse Instituut voor Militaire Historie' provides an overview of the approximately 50 international peace keeping and combat missions the Netherlands has participated in since 1945. ([http://www.nimh.nl/korea\\_tot\\_kabul/index.html](http://www.nimh.nl/korea_tot_kabul/index.html)). The language of the website is Dutch

3 Security and development in fragile states, The Netherlands' strategy 2008-2011 (p1). Published November 2008. AVT09/BZ93218. Downloadable from: <http://www.minbuza.nl/dsresource?objectid=buzabeheer:61206&type=pdf> [ Accessed 30 August 2010).

4 Source; <http://www.netherlands-embassy.org.uk/about/index.php?i=127> [Accessed on August 26, 2010]

5 Source: [http://www.minbuza.nl/en/Key\\_Topics/Afghanistan/Military\\_deployment](http://www.minbuza.nl/en/Key_Topics/Afghanistan/Military_deployment) [accessed on August 26, 2010].

6 Source: [http://www.minbuza.nl/en/Key\\_Topics/Afghanistan/End\\_to\\_Dutch\\_lead\\_role\\_in\\_Uruzgan\\_and\\_activities\\_after\\_1\\_August\\_2010\\_FAQs](http://www.minbuza.nl/en/Key_Topics/Afghanistan/End_to_Dutch_lead_role_in_Uruzgan_and_activities_after_1_August_2010_FAQs) [accessed August 26, 2010].

7 Source: Dutch Ministry of Foreign Affairs, Dutch National Action Plan on Resolution 1325: Taking a stand for women, peace and security, December 2007, pg 40. The NAP is downloadable from: <http://www.ifor.org/WPP/nap1325-en.pdf>.

8 Louise Olsson, Johan Tejpar (eds.) ea, Operational Effectiveness and UN Resolution 1325 – Practices and Lessons from Afghanistan, FOI, Swedish Defence Research Agency, Mei 2009, P36-57.

9 Mainly based on PRT 5 (March – September 2008).

10 Source: Louise Olsson, Johan Tejpar (eds.) ea, Operational Effectiveness and UN Resolution 1325 – Practices and Lessons from Afghanistan, FOI, Swedish Defence Research Agency, Mei 2009, P36-57.

### *Security Sector Reform*

The aim of security sector reform (SSR) is to enable armed forces, police, the justice system and others to carry out their tasks and ensure democratic control over the security sector. As the Netherlands states: "The Netherlands can contribute to SSR programmes as a relatively minor player, since we have fewer geopolitical ambitions and are therefore trusted". For example, the Netherlands currently has SSR programmes in Burundi and Lebanon, including specialists from the Ministry of Defence. It is also promoting research and actively participating in the development of policy by international organisations. In April 2008 the Netherlands hosted the international conference on whole-of-government approaches to SSR, which it organised jointly with the OECD and NATO.<sup>11</sup>

Burundi is the Dutch example project on SSR. On April 10, 2009, the Dutch government signed a Memorandum of Understanding (MoU) with the Government of Burundi for multi-year cooperation for security sector development in Burundi - referred to as the Security Sector Development (SSD) Programme. The Dutch contribution consists of 2 army personnel, 4 officials of the royal military police and an officer who investigated the possibility of a peace-school in Burundi.<sup>12</sup> They advice and support the Burundi's Ministry of Defence in the implementation of the programme. The programme has multiple projects. In 13 projects the Dutch Ministry of Defence is involved and deploys Dutch army personnel when necessary.<sup>13</sup>

### *Disarmament, Demobilisation, Reintegration (DDR)*

DDR programmes seek to return security organisations to a size that is more appropriate to their mandate and the financial resources available to them. The Netherlands provides support and funding to multilateral organisations for DDR programmes and works with International Alert, the Netherlands Institute of International Relations Clingendael and the Institute for Security Studies to develop better models for reintegration. The Netherlands is a core donor of the Multi-Country Demobilisation and Reintegration Programme (MDRP) in the African Great Lakes region, which is being translated into national programmes in the DRC, Rwanda and Burundi.<sup>14</sup>

### *Armed Violence Reduction (AVR)*

Reducing the number of weapons in circulation lessens the risk of armed conflicts in fragile states. This in turn aids development. The Netherlands is supporting programmes run by civil society organisations to remove arms from the streets and improve security in local communities. It is funding the implementation of the UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons and UN Mine Action Service (UNMAS) programmes for the storage and destruction of arms and ammunition.<sup>15</sup>

## **B. Impact of conflict on women**

The Netherlands have not actively been involved in war since 1945. However, the scars of this war are still visible in society. Lessons can be drawn from history while looking at the role of women in this war and the effects this is still having in society, even 65 years later.

In the second world war women fulfilled several different roles: Most women were busy keeping their families alive and healthy. The stress and fear this created and the impact this had on them and their children has long been ignored. A small group of women was active in the resistance. Another small group worked together with the occupants. For long the only

11 Security and development in fragile states, The Netherlands' strategy 2008-2011 (p11). Published November 2008. AVT09/BZ93218. Downloadable from: <http://www.minbuza.nl/dsresource?objectid=buzabeheer:61206&type=pdf> [ Accessed 30 August 2010].

12 Source: <http://www.vredesmissies.nl/ssr%20burundi.htm>

13 Source: [http://www.defensie.nl/thuisfront/actuele\\_missies/overige\\_missies/burundi\\_-\\_ssr/](http://www.defensie.nl/thuisfront/actuele_missies/overige_missies/burundi_-_ssr/)

14 Security and development in fragile states, The Netherlands' strategy 2008-2011 (p11). Published November 2008. AVT09/BZ93218. Downloadable from: <http://www.minbuza.nl/dsresource?objectid=buzabeheer:61206&type=pdf> [ Accessed 30 August 2010].

15 Security and development in fragile states, The Netherlands' strategy 2008-2011 (p1). Published November 2008. AVT09/BZ93218. Downloadable from: <http://www.minbuza.nl/dsresource?objectid=buzabeheer:61206&type=pdf> [ Accessed 30 August 2010].

recognition that women even existed during the war was given to this group of resistance women. Other women who were brave enough to seek for help in the fifties, sixties and seventies to overcome their fear and possible PTSD were refused mental help. This was in line with the neglect of the problems of returning Jews and returning Dutch people from Indonesia. The war was over, life had to continue.

It is only now that “ordinary” women are being invited to tell their stories and share their knowledge of history. Hardly any research, however, has been done on the effects of second or even third generation children from traumatized mothers during WW II.

#### *Impact of participation in international peace and combat missions*

Since the Netherlands is not involved in armed conflict on a national level, the main impact of war and conflict in the Netherlands is the deployment of women and men internationally as part of international peace and combat missions.

Since 2004, based on the “Gender Action Plan” and the project Gender Force, the Ministry of Defence has actively taken gender issues into account in its organization. The Ministry of Defence notes that this is crucial, since this will serve the overall quality of the organization, as well the operational deployment<sup>16</sup>. There are not yet many women occupying positions on higher decision making levels in the defence organization, although this is improving. The first female general was appointed in 2005, the second in 2007. Women are in higher positions in the army because the Dutch government “recognizes their operational value”. As the Ministry point out: “Often female members of the teams have better skills in gaining good relationships with the local community. This is one of the reasons why the Ministry of Defence strives to recruit more women in the army.”<sup>17</sup>

The impact of deployment for women in the Netherlands is present on various levels. Some women are deployed themselves as part of a peace or combat mission, while others are partners, or family members of a deployed individual. On both levels, women experience an impact of the deployment.

In 2006, the Committee Staal, concluded, based on research, that within the Dutch armed forces, unwanted behaviour, including bullying, as well as sexual harassment, was relatively common. In 2008, the incidence of unwanted behaviour within the Dutch Defence was assessed again. The report concluded there was a downward trend for the various forms of sexual harassment for women. In spite of this, incidences of unwanted behaviour are still more common within the armed forces than in any other Dutch organization. Overall, compared to 2006, incidences of unwanted behaviour, including bullying and sexual harassment were not significantly decreased.<sup>18</sup>

On other levels, women experience an impact of the deployment. Some deployed individuals return to the Netherlands with physical problems, others might experience social or mental health problems during or after their deployment.

Throughout history, people have recognized that exposure to combat situations can negatively

<sup>16</sup> Source: Gender en Diversiteitsbeleid – Downloadable; [http://www.defensie.nl/actueel/kamerstukken/kamerbrieven/2007/04/4691219/Gender\\_en\\_diversiteitsbeleid\\_Defensie](http://www.defensie.nl/actueel/kamerstukken/kamerbrieven/2007/04/4691219/Gender_en_diversiteitsbeleid_Defensie)

<sup>17</sup> Source: [http://www.defensie.nl/onderwerpen/de\\_verantwoordelijkheid/vrouwen\\_meer\\_strepen](http://www.defensie.nl/onderwerpen/de_verantwoordelijkheid/vrouwen_meer_strepen)

<sup>18</sup> Source: Periodiek onderzoek ongewenst gedrag binnen Defensie [http://www.defensie.nl/actueel/kamerstukken/kamerbrieven/2008/03/46116357/Periodiek\\_onderzoek\\_ongewenst\\_gedrag\\_binnen\\_Defensie](http://www.defensie.nl/actueel/kamerstukken/kamerbrieven/2008/03/46116357/Periodiek_onderzoek_ongewenst_gedrag_binnen_Defensie)

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impact the mental health of those involved in these situations. In fact, the diagnosis of Post Traumatic Stress Disorder historically originates from observations of the effect of combat on soldiers.<sup>19</sup> The impact of mental health problems upon return from a mission should therefore not be underestimated. This has a profound effect on the people staying behind as well as the society as a whole, on various levels, including psychological, social and economical. It has been shown that mental health problems of veterans, including post-traumatic stress disorder, has led to an increase in drug and alcohol abuse as well as domestic violence. It has also been recognized that veterans often do not seek help for their problems, due to various reasons.<sup>20</sup>

Cogis, the Dutch expert centre on the (psycho) social effects of war, persecution, aggression and violence, is currently conducting a research on the prevalence of domestic violence under veterans, and the potential relationship with post traumatic stress disorder.<sup>21</sup>

### C. Relevant policies

#### *National Action Plan UNSCR 1325*

Resolution 1325 calls on the UN and its member states to take a number of interrelated measures to strengthen women's position during and after armed conflicts. In this framework, then-UN Secretary-General Kofi Annan asked the member states to develop national action plans, so that it would be possible to call them individually to account for their implementation of 1325. The Dutch National Action Plan (NAP) 1325 was released in December 2007.<sup>22</sup>

The Dutch NAP is aiming to be "both a joint approach to women, peace and security by the Dutch government, civil society and knowledge institutions, and a framework, as concrete as possible, within which these partners can coordinate their work better and more effectively".<sup>23</sup>

The process towards the Dutch Action Plan 1325 started back in 2003 when the Taskforce on "Women, Security and Conflict" was created. This Taskforce consisted of government officials and civil society representatives and inspired the process to work towards the creation of a Dutch Action Plan.

The Dutch National Action Plan, is different from Action Plans from other countries in the sense that it was not drawn up by government officials alone, but is the result of a collaborative effort on the part of government and civil society representatives. By signing the Action Plan, the government, civil society and knowledge institutions commit to collective action for the implementation of UNSCR 1325. This is essential, since all are needed for proper implementation of the resolution. Although there was no input from southern partners in drafting the NAP, Diaspora groups were and are represented in the Platform Women & Sustainable Peace (VDV), as part of Working Group 1325 (see below).

The 2008-2011 Dutch Action Plan focuses on five key aspects; 1) Legal framework, 2) Conflict Prevention, Mediation and Reconstruction, 3) International Cooperation, 4) Peace Missions, and 5) Harmonization and coordination. A matrix of action points containing aims, activities and executors is annexed to the NAP.

The plan stresses that it is important that national legislation is brought in line with

19 E.g. Hoge, C.W., Castro, C.A., Messer, S.C., McGurk, D., Cotting, D.I., & Koffman, R.L. (2004). Combat duty in Iraq and Afghanistan, mental health problems, and barriers to care. *New England Journal of Medicine*, 351, 13-22.. Other suggested reading: <http://ptsd.about.com/od/prevalence/a/MilitaryPTSD.htm>

20 Source: "Herkenning van uitzendinggerelateerde psychische klachten bij veteranen Wegwijzer naar het Landelijk Zorgsysteem voor Veteranen", by F. A. W. Unck in: *Bijblijven*, Volume 24, Number 8, 49-54, DOI: 10.1007/BF03076380

21 Source: [http://www.cogis.nl/Onderzoek/Lopend\\_onderzoek.aspx?pgeld=244](http://www.cogis.nl/Onderzoek/Lopend_onderzoek.aspx?pgeld=244) [Accessed on August 26, 2010]

22 Source: Dutch National Action Plan on Resolution 1325

23 Source: Dutch National Action Plan on Resolution 1325, p 11.

international human rights treaties, and that judges and police officials are trained on women's rights. Women activists need to be supported in their work, and recognized for their contributions to peace. Hence the Dutch government commits itself to including women in the mediation processes it facilitates. The Action Plan also emphasizes the need to reform the security sector. For instance, more police women are needed to handle cases of rape. In terms of international cooperation, the Plan commits itself to wider implementation of 1325, through lobbying for the creation of a European Action Plan. In terms of peace missions, the Plan emphasizes the need to include more women in peace missions, and adherence to codes of conduct as to prevent abuse of women in the country where the mission is stationed. Also, due to persistence of organizations working in the field of Gender and Peace building, the need for a gender perspective in civilian-based peacekeeping missions was included.

As the plan states, "In line with Resolution 1325, this action plan focuses on the periods during and after armed conflict; that is, periods after armed conflicts have already begun. Conflict prevention – identifying and defusing societal tensions before they escalate into violence – remains a major objective of Dutch foreign policy and the core business of many NGOs. All activities in the field of development cooperation have prevention of future conflict as an underlying aim. To link this plan effectively and directly to 1325, therefore, rather than making it all-embracing and diffuse, we have opted for a more targeted approach, without losing sight of important aspects of prevention. We should like to point out here that in conflict situations it is rarely possible to clearly distinguish separate phases of prevention, mediation and reconstruction. Reconstruction is itself an effort to avoid future conflict and thus a process of conflict prevention."<sup>24</sup>

The main focus of the NAP is currently on women's leadership and political participation in fragile states.

The Dutch government recognizes in the NAP that security is a broader concept (and should include for instance socio-economic aspects), requiring co-operation with a broad range of actors and across various sectors.<sup>25</sup> The current plan does not explicitly address socio-economic issues.

#### *Challenges in term of the implementation of the Dutch 1325 NAP*

Three ministries are involved in implementing the NAP: Foreign Affairs, Defense, and Interior Affairs. There are full-time experts for the implementation in the Ministries of Foreign Affairs and Defense. All co-signatories assume joint responsibility for the implementation of the NAP. In some ways this complicates mandates and responsibilities at the government level and in civil society, but also provides an opportunity for a different way of working, including determining the added value of different actors and how to utilize and build upon each actor's strengths. For the follow-up process and to lobby for further implementation, the NAP Working Group 1325 has formed a lobby (sub-) group. One of the key targets for this group is the establishment of benchmarks and the inclusion of clear targets in the NAP. Some actions still need to be defined more concretely – who will do what (which departments?), by what time (review dates?), how will it be done (milestones?), with what means?

The Dutch National Action Plan is an ambitious plan, which identifies many objectives and actions. However, some challenges in terms of proper implementation of the plan can be identified as well.

As stated, the Dutch plan operates on a relatively "narrow" definition of security as a notion of

<sup>24</sup> Source: Dutch National Action Plan on Resolution 1325,

<sup>25</sup> Source: Dutch National Action Plan on Resolution 1325, p 11.

As stated, the Dutch plan operates on a relatively “narrow” definition of security as a notion of physical safety and legal security of women and men; excluding wider definitions, e.g. involving socio-economic aspects; such as the safeguarding of women from any form of structural violence such as poverty.

physical safety and legal security of women and men; excluding wider definitions, e.g. involving socio-economic aspects; such as the safeguarding of women from any form of structural violence such as poverty. This current “compartmentalized” approach might carry the risk that the issue of gender becomes a matter of “addition” to already existing approaches of peace intervention, instead of truly transforming these approaches from a gender perspective – and hence having more impact.

As most Action Plans, the first Dutch NAP does not include an effective monitoring and evaluation system. These elements are now being developed, together with time limits. It would also be worthwhile to allocate financial resources for the implementation of the Plan. Funding has proven to be actually one of the largest obstacles to the implementation of

different Action Plans in general.

#### *The Dutch government’s strategy on Security and Development in fragile states*

Implementation of UNSCR 1325 is part of the Netherlands’ strategy on security and development in fragile states 2008-2011. The Netherlands is working to ensure that socioeconomic programmes in fragile states focus on an equal role for women, in accordance with the action plan to implement Security Council Resolution 1325. To this end, the Netherlands continues to provide substantial funding to the UN Population Fund (UNFPA) and supports its activities in fragile states. The Netherlands will also look for other ways to promote positive moves in this direction, such as making gender part of SSR.<sup>26</sup>

#### *‘Motie Diks’*

The ‘Motie Diks is a national resolution that requests the Dutch government to include a paragraph on the situation of women’s security, health, education and rights in the reported country in all of their relevant ‘state-of-affairs’ letters to Parliament. This is an important monitoring system to ensure implementation of Resolution 1325.<sup>27</sup> For it to be more effective, clear guidelines need to be developed.

#### *Gender and the Dutch Military*

The Ministry of Foreign Affairs (BZ) has for years included the cause of gender equality into its domain. But the position of women has not always featured consistently in Dutch foreign policy. In recent years, however, there has clearly been an effort to make up for lost time. Gender experts are now included in short-term missions, the position of women receives more attention in partner countries, the international humanitarian sector focuses more closely on their needs when providing emergency aid, and the National Action Plan on 1325 has been published.<sup>28</sup>

The former Minister for Development Cooperation had identified equal opportunities for women as one of his four top priorities for the coming years.<sup>29</sup> BZ is the coordinating ministry for the issue of women in conflict situations (including humanitarian aid) and in reconstruction.

26 Source: <http://www.minbuza.nl/dsresource?objectid=buzabeheer:61206&type=pdf>, (p. 16)

27 motie Diks c.s. 31 700 V, nr. 53

28 Source: Dutch National Action Plan on Resolution 1325

29 At the time of writing this report, a new government had not yet been installed in the Netherlands. The latest government was installed on 22 February 2007 and collapsed on February 20, 2010.



It works with research institutions in this field, ensures gender issues are included in policy frameworks and policy documents, and carries out bilateral and multilateral programmes to improve the position of women. The Ministry emphasized to consider cooperation with NGOs essential to these efforts, as it is the NGOs that have the contacts on the ground and the expertise to make the programmes successful.<sup>30</sup>

The role played by the Ministry of Defence within the Netherlands' integrated security and reconstruction policy is to ensure security, strengthen the security sector and supply specific military knowledge. The Ministry of Defence recognises women's critical role in armed conflicts and is very aware of the fact that deploying female troops increases a mission's effectiveness.<sup>31</sup>

The Gender Action Plan and the project Gender Force (2005-2007) have ensured that the subject of gender (diversity) across the Defence Organisation has received considerable attention and become more embedded in the organization<sup>32</sup>.

The Ministry of the Interior and Kingdom Relations (BZK) strives to achieve equal representation of men and women when deploying police officers overseas. Gender aspects are systematically included in the training of police officers being posted abroad. BZK does not train special gender experts, however; the idea is for the police force in the Netherlands to benefit from the new experiences of police officers posted abroad. To avoid police officers' becoming estranged from their forces because of long postings abroad, the Ministry limits them in principle to a maximum of six months, though in some cases they can be extended to a year.<sup>33</sup>

Many Civil society organisations provide trainings and are active on lobby with the goal to strengthen partner organisations who work on women issues. Less activities are carried out to strengthen, build or change institutions as the judicial system, the police system or political structures. Some organisations are working on victims support. Depending on the nature of the support, this can contribute to strengthen the position of women in peace and reconciliation processes. Many activities are done by one organisation only, or in different cooperations. None of the activities are carried out by all signatories together.

Organisations are working on many activities focused on raising the awareness amongst the Dutch public. And organisations are working on strengthening internally to work better on the theme of Women, Peace, and Development.

## 1325 Working Groups

### *NAP 1325 Working Group*

The NAP 1325 Working Group consists of signatories of the NAP. At the moment, no specific funding has been allocated yet for the functioning of this Working Group.

The members of the NAP 1325 NGO platform contribute to the implementation of NAP 1325 within their own work, based on their specific mandate, expertise and capacities, e.g. by:

- Supporting local women's organisations and communicating their interests and needs to the Dutch government;
- Network building between local organisations, South-South and South-North;
- Representing community based needs, through local organisation's expertise or research

30 Source: Dutch National Action Plan on Resolution 1325

31 Source: Dutch National Action Plan on Resolution 1325

32 Source: Doorstroom Defensievrouwen door Actieplan Genders [http://www.defensie.nl/actueel/nieuws/2009/11/12/46139999/Doorstroom\\_Defensievrouwen\\_door\\_Actieplan\\_Gender](http://www.defensie.nl/actueel/nieuws/2009/11/12/46139999/Doorstroom_Defensievrouwen_door_Actieplan_Gender)

33 Source: Dutch National Action Plan on Resolution 1325

and monitoring missions;

- Assisting partners organisations to lobby and advocate for the implementation of UNSCR 1325;
- Acting as an implementing partner to the Ministry of Foreign Affairs, providing policy inputs as well as independent feedback and monitoring;
- Continuing to advocate the implementation of NAP 1325 and UNSCR 1325 in the Netherlands and European Union.

The NAP 1325 Working Group (WG) will monitor the process of the implementation of 1325. Policy inputs will be provided through regular dialogue with BZ and other ministries. The Working Group as well as its individual member will also provide written policy recommendation whenever necessary. The WG will also monitor the implementation/integration of NAP in any Dutch Peace Mission.

The primary focus of the NAP 1325 Working Group is:

- Advocating for the role of local actors and the need to link policy development to community based interests, needs and expertise (as to develop effective policies);
- Advocating for all policies relating to conflict-prevention, resolution and post-conflict development to include a gender perspective, requiring a commitment throughout the involved ministries, specifically the MinFA as coordinating body, including embassies; and
- Advocating for women to be involved at all phases of the peace building process, including peace negotiations (to which the Dutch government should insist in its diplomatic activities).

Members of the WG strive to increase public awareness and support in the Netherlands to ensure that the Dutch government's commitment written in the NAP can be fully realized. Through its wide network with local organizations, the WG strives to ensure that relevant information on the problematic around 1325 conveyed by its local NGO partners are directed to the relevant contact persons in the different Ministries.

Members of the WG 1325 collaborate closely with and support its local NGO partners working on UNSCR 1325 related issues through:

1. Providing financial and technical support;
2. Field Monitoring; and
3. Bridge with Local (Women) Organizations.

The WG members, whenever possible, will help link the RNE or any Dutch Missions with relevant local (women) organizations to foster as many meaningful collaboration as possible between the two parties.

#### *WO=MEN Dutch gender platform Working Group 1325*

The Dutch gender platform WO=MEN also has a working group on UNSCR 1325. This is a working group consisting of NGOs only. The NGO Working Group 1325 monitors the implementation of the NAP. One of the successes of the working group is that on request of the parliament the resolution 'Motie Diks' was signed, a national resolution that requests the Dutch government to include a paragraph on the situation of women's security, health, education and rights in the reported country in all of their relevant 'state-of-affairs' letters to Parliament.<sup>34</sup>

The NGO Working Group 1325 aims to intensify international cooperation, to stimulate more countries in developing a national action plan and to improve the implementation and results of existing national action plans in (post) conflict countries. The WG members and the government, in the context of the Dutch NAP coordination are now developing an intensive partnership programme to jointly promote women's political leadership and participation in peace processes in fragile states. Pilot countries are DRC, Burundi and Afghanistan.

The working group established a monitoring and evaluation (M&E) group who did a midterm review<sup>35</sup> of the implementation of the NAP 1235. The evaluation concluded that all signatories, in total 19 ministries, CSO's and knowledge institutes, are active in 33 different countries / regions. In 11 countries are 3 or more organisations active (based on available data). The organisations are most represented in recent conflict regions and fragile states and less in post conflict regions and regions with low intensive conflict.

### *Veterans*

Since 1990, specific attention to the care for veterans ("Veteranenbeleid") is part of the Dutch government policies. The implementation of this policy is the main responsibility of the Veterans Institute. The Veterans Institute performs a wide spectrum of veteran policy activities on behalf of the Dutch Ministry of Defence. It promotes and offers assistance and services to veterans and their home front, stimulates the social recognition for veterans and acts as knowledge and research centre in the field of veteran-related subjects<sup>36</sup>.

In the Netherlands, various other institutions focus particularly on effects of war and violence, which includes being exposed to traumatic experiences while serving in the Dutch forces, during acts of war or while on international (peace-keeping) missions. For instance, Foundation Centrum '45 is the national institute for specialist diagnostics and treatment of psychotrauma complaints resulting from persecution, war and violence<sup>37</sup>. Cogis is the Dutch expert centre on the (psycho) social effects of war, persecution, aggression and violence. Our aim is to prevent any sort of violence from having detrimental effects on the psychosocial wellbeing of individual people, and the people they live and work with<sup>38</sup>.

## **II. Data Presentation and Analysis**

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### **A. Participation**

#### **Indicator 1 - Index of women's participation in governance (percentage of women in senior positions in cabinet/council of ministers, parliament, local governance)**

The politics of the Netherlands takes place within the framework of a parliamentary representative democracy, a constitutional monarchy and a decentralised unitary state.

At the time of writing this report, a new government had not yet been installed in the Netherlands. The data provided below refers to the situation of previous governments. The latest government was installed on 22 February 2007 and collapsed on February 20, 2010. This government was composed of the following three parties:

Christian Democratic Appeal (Christen-Democratisch Appèl- CDA)  
Labour Party (Partij van de Arbeid – PVDA)  
Christian Union (Christen Unie – CU)

35 See: Halfweg – Halverwege, Monitoring het Nationaal Actie Plan 1325 "Op de bres voor vrouwen, vrede en veiligheid" (2008-2011), 26 April 2010.

36 Source; <http://www.veteraneninstituut.nl/>

37 Source: <http://www.centrum45.nl/>

38 Source: <http://www.cogis.nl/>

Disagreement on whether or not to extend troop deployment in Afghanistan has been the major reason of the collapse of the government on February 20, 2010. Elections for a new House of Representatives were held on 9 June 2010. At the time of writing this report, a new government had not yet been installed.<sup>39</sup>

For nearly one decade, the Netherlands Prime-Minister has been from the Christian Democratic Appeal. Other parties that have been in the government the past decade include:

People's Party for Freedom and Democracy (Volkspartij voor Vrijheid en Democratie – VVD)  
Democrats 66 (Democraten 66 – D66)  
List Pim Fortuyn (Lijst Pim Fortuyn – LPF); This party has been in the government for a relatively short while only since early 2000. On a national level, the party stopped functioning on January 1, 2008.

#### *Percentage of women in cabinet and in senior positions in ministries*

The number of women in senior positions in cabinet / council of ministers is 5 out of 14 Ministries, including Ministry of General Affairs and two State Secretaries, which makes 35.7% (refers to previous government).<sup>40</sup>

The proportion of women in senior positions in ministries / departments is 19.3% (2007)<sup>41</sup>. This is the proportion of female Senior Public Service (SPS) members in the Top Management Group (TMG) by ministry / department. As for the parliament, 26 out of 75 seats are occupied by women in Upper House or Senate while 63 of 150 seats correspond to women in the lower house of the parliament. SPS membership does not yet display the desired level of cultural diversity. Similarly, women remain underrepresented, the female membership falling far short of an accurate reflection of society. The differences per department are still considerable.<sup>42</sup>

#### *Percentage of women in parliament*

In the government which was in place up till February 20, 2010, the percentage of women in senior positions in parliament is 38.35% (2010).

34.7% in Upper House or Senate up to January 2010 (26 out of 75 seats, ranked #6 of 150 countries with data available)<sup>43</sup>

42% in unicameral parliaments or the lower house of parliament up to January 2010 (63 of 150 seats)<sup>44</sup>

This is less compared to 2008 where it was 39%.<sup>45</sup>

#### *Percentage of women in local governance structures*

The Netherlands has three tiers of government. There are two levels of local government in the Netherlands, the provinces and the municipalities. The water boards are also part of the local government. 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, after the central government and the provinces. The municipal council (Gemeenteraad) is the highest authority in the municipality.

The percentage of women in local governance structures at the provincial level is 38%. Interesting

39 Please note that at the time of writing this report, a new government had not been installed yet.

40 Source: Ministry of General Affairs, <http://www.government.nl/Government> [accessed, August 23, 2010].

41 Source: Minister of Interior and Kingdom Relations - Senior Public Service annual report 2007, pg. 15

42 Source: Minister of Interior and Kingdom Relations - Senior Public Service annual report 2007, pg. 15

43 Source: Inter-Parliamentary Union (IPU) Women in Politics: 2010 (poster) online version accessed on July 02, 2010 [http://www.ipu.org/pdf/publications/wmnmmap10\\_en.pdf](http://www.ipu.org/pdf/publications/wmnmmap10_en.pdf)

44 Source: Inter-Parliamentary Union (IPU) Women in Politics: 2010 (poster) online version accessed on July 02, 2010 [http://www.ipu.org/pdf/publications/wmnmmap10\\_en.pdf](http://www.ipu.org/pdf/publications/wmnmmap10_en.pdf)

45 Source: The World Bank, online database accessed on July 01, 2010 <http://go.worldbank.org/WZB1Y75P60>

to note is that in the age category of 25 and under, the percentage of women is over 60%.<sup>46</sup>

In the municipalities women's participation is 45.9%.<sup>47</sup>

All local government bodies have an emancipation policy. The number of women participation in local governance in general is relatively high, but on the other hand the number of women with high level positions is very low (only 5% in 2008).<sup>48</sup> To increase gender diversity in public organisations, the Ministry of the Interior and Kingdom Relations (BZK) has made an agreement with independent public employers (e.g. provincial bodies, municipalities and educational bodies) to reach a minimum of 30% women in high level positions in 2011.<sup>49</sup>

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## Indicator 2 - Percentage of women in peace negotiating teams

This indicator is not applicable to the Netherlands because the country is not in conflict. However, it has facilitated the representation and participation of women in the mediation teams.

## Indicator 3 - Index of Women's Participation in the Justice & Security Sector (percentage of women in military, police, judiciary, at all levels)

### *Participation in the military*<sup>50</sup>

Percentage of women in military, disaggregated at all levels:

9% -total of women in the armed forces (Figures from 2007)

5% who have the rank of major/naval lieutenant-commander or higher

2% who have the rank of colonel or higher

The Ministry of Defence has made considerable efforts to recruit women, such as mainstreaming gender in its operations, and the inclusion of women's roles and opportunities in detailed checklists, operational plans and assessments. The topic of gender has also been included into all initial career training courses and the aim is to have over 12% women in the armed forces by 2012 (NAP).

November 2009, the Secretary of State of Defence reported on the Gender Policy 2006-2008 within the Defence organization. He notes that "the subject of gender (diversity) across the Defence Organisation has received considerable attention and become structurally embedded in the organization."

He reported that the share of civilian women in the Defence organization increased by 2%, compared to 2006. The percentage of female military personnel has remained the same compared to 2006, which is 9%. This shows it remains challenging to increase the amount of female military personnel. The secretary claims that the appointment of two female generals,

46 Source: Interprovinciaal werkgeversverband, Personeelsmonitor provincies 2009, pensioen.

47 Source: Stichting A+O fonds Gemeenten, Monitor gemeenten 2009, personeel in perspectief.

48 Source: Charter 'Talent naar de top', <http://www.tekenvoordetoekomst.nl/HomeTvdT.htm>

49 Source: <http://www.rijksoverheid.nl/onderwerpen/vrouwenemancipatie/vrouwen-naar-de-top>

50 Source: Dutch National Action Plan on Resolution 1325, pg 20-21

and a female commander did have a positive overall influence on the visibility of women on higher decision making levels in the military, acting as role models for other women.

Overall, the table<sup>51</sup> below depicts the percentage of female and male civilian and military personnel in the defence organization in 2009.

		Persons	Percentage
Military Personnel		46.882	
	Female	4.275	9%
	Male	42.607	91%
Civilian Personnel		20780	
	Female	5081	24%
	Male	15699	76%
Total		67665	
	Female	9356	14%
	Male	58309	86%

#### *Participation in the police*

Nearly 40 % of the lower echelons of the police are women. 50 % of the trainees are women, but that's not reflected in the top functions. Although the police force has many women-friendly policies: good anti-discrimination and anti-harassment processes, generous maternity leave and flexible rostering to take family obligations into account, it still appears difficult for women to break through to the top.<sup>52</sup> This can be contributed to a general lack of women in top positions. The Netherlands has, in all sectors, only 5% women in top positions (2008). An explanation can be that women are, first of all, still seen in their traditional role of being a mother. The 24/7 attitude is difficult to combine with motherhood and the top level of organisations are still male dominated.<sup>53</sup>

#### *Participation in the judiciary*

The percentage of women in judiciary, disaggregated at all levels, is 47% (2004). The Netherlands is divided into 19 districts, each with its own court. There are three special tribunals, the Supreme Court and the Council of the Judiciary which is made up of four members. In 2000-2001, a collective agreement for the judiciary specifically considered minority groups, stating as follows: 'The NVvR [Dutch Association for the Judiciary] and the Minister of Justice consider it very important that the Judiciary Sector should also contribute to overcoming the disadvantaged positions of the disabled, non-indigenes and women.'<sup>54</sup>

### **Indicator 4 - Percentage of women in peacekeeping missions, disaggregated at all levels**

The NAP envisions that women should be well represented not only in decision-making bodies

51 Source: Rapportage genderbeleid 2006 – 2008, p3. Downloadable: [http://www.defensie.nl/actueel/nieuws/2009/11/12/46139999/Doorstroom\\_Defensievrouwen\\_door\\_Actieplan\\_Gender](http://www.defensie.nl/actueel/nieuws/2009/11/12/46139999/Doorstroom_Defensievrouwen_door_Actieplan_Gender) [Accessed 26 August 2010]

52 Source: "Dutch police force lacks women at the top: by political editor John Tyler Radio- 29-04-2009 Radio Netherlands Worldwide 2009, accessed on July 02, 2010 <http://static.rnw.nl/migratie/www.radionetherlands.nl/currentaffairs/region/netherlands/090429-Dutch-police-women-redirected>

53 Source: Charter 'Talent aan de top', <http://www.tekenvoordetoekomst.nl/HomeTvdT/ManVrouw.htm>

54 Source: Anita Böcker and Leny de Groot-van Leeuwen, The Judiciary Quarterly, 2007. Ethnic minority representation in the judiciary: diversity among judges in old and new countries of immigration, pg 12. Online version accessed on July 02, 2010 [http://www.rechtspraak.nl/NR/rdonlyres/D4F40740-87CE-4B4D-85F6-70B3A5541599/0/RVR\\_RECHTSTREEKS\\_ENGELS\\_BW3.pdf](http://www.rechtspraak.nl/NR/rdonlyres/D4F40740-87CE-4B4D-85F6-70B3A5541599/0/RVR_RECHTSTREEKS_ENGELS_BW3.pdf)

responsible for peace missions, but also in the conflict areas themselves. It recognizes that it is often difficult to recruit sufficient qualified female military personnel. The NAP states (p.41): "This can be solved partly by adjusting the application procedures for peace missions. Female interpreters and mediators who can develop local contacts are also invaluable, but difficult to source. The signatories to this action plan wish to actively promote the deployment of women on international missions. This applies not only to multilateral or military peace missions; NGOs work to support civilian peace missions to conflict areas."

Currently, the Netherlands Defence organization is involved in various international missions. The Netherlands provides 1831 functions for missions abroad (as at September 15, 2010). The actual number of troops deployed may differ with regard to rotations and leave.<sup>55</sup>

The percentage of women in peacekeeping missions, disaggregated at all levels, is that 20% of police officers on peace missions are women since 2003.<sup>56</sup> Gender aspects are systematically included in the training of police officers being posted abroad. However, BZK does not train special gender experts.<sup>57</sup> On June 30, 2010 the Netherlands military and police contribution to UN Operations was 46, of which 38 are men and 8 women.<sup>58</sup>

### **Indicator 5 - Number and percentage of women participating in each type of constitutional or legislative review**

Article 120 of the Netherlands Constitution prohibits the courts from reviewing the constitutionality of Acts of Parliament and of treaties. This means that, up to now, no judicial or other system of constitutional review of legislation exists.<sup>59</sup>

### **Indicator 6 - Percentage of CSOs in Task Forces on SCR 1325 and 1820 (out of total TF members)**

Resolution 1325 calls on the UN and its member states to take a number of interrelated measures to strengthen women's position during and after armed conflicts. In this framework, then-UN Secretary-General Kofi Annan asked the member states to develop national action plans, so that it would be possible to call them individually to account for their implementation of 1325. Partly as a follow-up to the report to the House of Representatives on this study, former Minister of Social Affairs and Employment Aart Jan de Geus, the minister responsible for coordinating policy on equal opportunities at the time, appointed an independent Women, Security and Conflict Task Force. This Task Force, made up of experts from the public sector, politics and civil society, was active from 2003 to 2006.

The Task Force had seven members, all of them experts on equal opportunities and gender: Annemarie Jorritsma (chair) (female), Magda Berndsen-Johansen (female), Thea Hilhorst (female), Maja Danon (female), Immanuël Korthals Altes (male), Peter Scholten (male) and Tilly Troosnijder (female).<sup>60</sup> Two of them are CSO representatives, two are representatives of academic institutions and the remaining three are representatives of the government.

55 Source: [http://www.defensie.nl/missies/uitgezonden\\_militairen/](http://www.defensie.nl/missies/uitgezonden_militairen/)

56 Source: Dutch National Action Plan on Resolution 1325, pg 23

57 Source: Dutch National Action Plan on Resolution 1325, pg 23

58 Source: UN, Monthly summary of military and police contribution to United Nations Operations, 30 June 2010.

59 Source: Constitutional Review by the Judiciary in the Netherlands: A Bridge Too Far? Accessed online on June 03, 2010 [http://www.germanlawjournal.com/pdfs/Vol11-No2/PDF\\_Vol\\_11\\_No\\_02\\_275-290\\_Developments\\_Gerhard\\_van\\_der\\_Schyff.pdf](http://www.germanlawjournal.com/pdfs/Vol11-No2/PDF_Vol_11_No_02_275-290_Developments_Gerhard_van_der_Schyff.pdf)

60 Source: Dutch National Action Plan on Resolution 1325, pg 9.

## B. Prevention and protection

### Indicator 7 - Number of SGBV cases reported, & percentage of cases investigated, referred, prosecuted, & penalized (out of total reported):

Unfortunately no recent figures of SGBV cases are available. In 2004 a total of 6,668 cases of sexual violence were reported, 2,687 cases were closed and in 1,585 cases the perpetrator was found guilty. In a research of the Rutger Nisso Group (2009), 30% of the Dutch women questioned reported to have experienced sexual violence (ranging from indecent behaviour to rape), 12% of the women has been raped.<sup>61</sup> Figures of the Central Bureau of Statistics (CBS) record that around 2% of women about 15 years old have been victim of unwanted sexual contact. 6% of these cases are sexual harassment or rape, 12% attempts.<sup>62</sup>

A fact sheet on domestic violence (2009) states that every year 160,000 women are victim of a light form of physical and sexual violence, 30,000 women are victim of serious physical and sexual violence and 17,000 women of severe violence.<sup>63</sup>

In 2007, 16,685 women and children asked for shelter at an institution.<sup>64</sup>

The subject of sexual violence became part of the political agenda during the 70s after pressure from the women's movement. Sexual violence was named as sexual specific violence of which mostly women are victimized. The government responded to the call for a more specific policy and organized a conference in 1982 (Kijkduinconferentie).<sup>65</sup>

In 1990, a bill on the elimination of sexual violence against women and girls was published and in 1999 a cabinet paper on the elimination of sexual abuse of children. A National Action Plan on the elimination of sexual abuse of children followed in 2001.<sup>66</sup>

In 1989, the Ministry of Health, Welfare and Sport organized a conference on sexual abuse by aid workers with the result that aid organisations and professional associations adopted policies on sexual abuse. Sexual abuse by aid workers was included in the Penal Law in 1991.<sup>67</sup>

In 2007, the Ministry of Health Welfare and Sport wrote a cabinet paper on sexual health. The paper states that domestic violence (including sexual violence) is a core task of the police. In 2003 and 2007 the Council of Chiefs of Police (Raad van Hoofdcommissarissen) made a special programme on domestic violence. A new programme is running from 2008 till 2012.<sup>68</sup>

The police and judiciary are actively working to fight against so called 'lover boy'. Lover boys use seduction tactics to get close to girls with the aim to eventually exploit them sexually in prostitution or other legal activities. For example, the Taskforce Trafficking includes lover boys.<sup>69</sup> According to the "Stichting Zorgconcept", which is a foundation involved in employment, care, and emancipation of women, the Netherlands has about thirty thousand prostitutes, of whom an estimated 1,500 are underage girls. Lover Boys are punishable under Dutch law, under Article 257f of the Penal Code. It constitutes trafficking, namely the incitement of minors into prostitution. The maximum penalty is twelve years as there are minors or coercion. Community service is not unusual<sup>70</sup>.

61 Source: Movisie, Factsheet seksueel geweld : feiten en cijfers, November 2009.

62 Source: Movisie, Factsheet seksueel geweld : feiten en cijfers, November 2009.

63 Source: Movisie, Factsheet huiselijk geweld: feiten en cijfers, November 2009.

64 Source: Movisie, Factsheet huiselijk geweld: feiten en cijfers, November 2009.

65 Source: Movisie, Factsheet seksueel geweld : feiten en cijfers, November 2009.

66 Source: Movisie, Factsheet seksueel geweld : feiten en cijfers, November 2009.

67 Source: Movisie, Factsheet seksueel geweld : feiten en cijfers, November 2009.

68 Source: Ministerie van Volksgezondheid, Welzijn en Sport, kamerbrief seksuele gezondheid, 27 november 2009

69 Source: Ministerie van Volksgezondheid, Welzijn en Sport, kamerbrief seksuele gezondheid, 27 november 2009

70 Source: <http://www.lover-boy.nl/praafterover/index.htm>



Female circumcision is punishable in the Netherlands and since 1 February 2006, this includes female circumcision performed by citizens of the Netherlands outside the country.<sup>71</sup>

Other related laws are the Temporary Restraining Order Act, which had entered into force in 2009, as well as a new bill on obligatory reporting of domestic violence and child abuse, including honour-related violence and female circumcision.

Sexual violence within the family formally falls under domestic violence, and sexual abuse against children falls under child abuse. The result is that the laws and policies are spread over in total four different Ministries (Ministry of Health, Welfare & Sport, Ministry of Justice, Ministry of Youth & Family and the Ministry of Education, Culture and Science).<sup>72</sup>

## Indicator 8 - Number and quality of gender-responsive laws and policies

The Netherlands has an emancipation policy. The Memorandum 'More opportunities for women' (2008) describes the emancipation policy for the period 2008-2011.<sup>73</sup>

This Memorandum replaces the previous government's long-term policy plan on emancipation for 2006-2010. The basic principle of the Memorandum is that, although a lot has been achieved, the issue of emancipation is an ongoing one. This is clear, among other things, from the Social and Cultural Planning Agency's 2006 Emancipation Monitor and from the final report of the Auditing Committee Emancipation entitled 'A bit better is not good enough!'. A large gap remains between equal rights for women and men on the one hand and social reality on the other. In order to break through the current stagnation in the emancipation process, it is necessary to depart from the trend, which is why the government plans to give new impetus to the emancipation policy on national, provincial and municipal levels.

The Memorandum speaks of a changing emancipation process. In recent years, it has become increasingly clear that the participation of women is not primarily a matter of redistribution, but mainly a matter of combining. In the Netherlands, the vast majority of women want to combine motherhood with a (small) part-time job. Women say they would not necessarily work more if their partner worked less. However, women would want to work more if they could structure their working hours flexibly, if they had the opportunity to work from home and if they could keep more of their net income. This is why the government wants to create more opportunities for women:

- more opportunities for women in the employment market;
- more opportunities for women from ethnic minorities to utilise their talents;
- more opportunities for girls and women to have a life without (sexual) violence; and
- more opportunities for girls and women in the rest of the world, particularly in developing countries.<sup>74</sup>

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71 Source: Movisie, Factsheet seksueel geweld : feiten en cijfers, November 2009.

72 Source: <http://www.seksueelgeweld.info/feiten/overheidsbeleid>

73 Source: Ministry of Education, Culture and Science in the Netherlands, More opportunities for women, emancipation policy 2008-2011, January 2008, download from: <http://www.rijksoverheid.nl/onderwerpen/vrouwenemancipatie/documenten-en-publicaties/publicaties-pb51/more-opportunities-for-women.html>

74 Source : Ministry of Education, Culture and Science in the Netherlands, More opportunities for women, emancipation policy 2008-2011, January 2008, pg. 10

As part of the government's policy programme, an indicative additional amount of up to potentially 10 million Euros in 2011 will be released. These funds will be distributed between the emancipation policy and homosexual emancipation policy. Additional funds are available (in addition to the emancipation budget) for the through-flow of women to management positions within education, culture and the sciences and for the through-flow of girls to technical studies. The government will use these extra funds to spur on the emancipation policy at national, provincial and local levels.

With the additional funds for the emancipation policy:

- a) the Part-time Plus Taskforce, which focuses on encouraging more women to work and encouraging women to work more hours, will receive support;
- b) on the basis of collaboration agreements, departments and municipalities will receive support in the development and realisation of their emancipation policy;
- c) the Thousand-and-One Strengths project, which aims to guide 50,000 women from ethnic minorities toward social participation, will receive support;
- d) on the basis of collaboration agreements, forerunners among provinces and municipalities will receive support to implement flexible opening hours and customised services, making it easier to combine work and child-care;
- e) a programme aimed at reducing the segregation in education and the employment market and increasing the number of girls in scientific and technical professions will receive support;
- f) a programme for sexual education and assertiveness of young people and for increasing the expertise of professionals will receive support;
- g) the national rollout of a number of emancipation initiatives of social institutes that have proven effective will be supported;
- h) a number of new initiatives for the emancipation of boys and men from ethnic minorities will be supported;
- i) a number of innovative programmes organised by women's networks will be supported;
- j) the emancipation knowledge infrastructure will be supported and improved.

With these investments, the government wants to give the emancipation process a new dynamic and visibly decrease the gap between equal opportunities and unequal social reality in the coming years.<sup>75</sup>

### **Indicator 9 - Number and nature of provisions/recommendations in the TRC and other transitional justice reports on women's rights**

The Netherlands is the host country for several international tribunals. The 1998 Rome Statute of the International Criminal Court built on and extended the advances made in the International Criminal Tribunal for the former Yugoslavia (ICTY) and International Criminal Tribunal for Rwanda (ICTR) with respect to gender crimes. In addition, they provided a broader basis for prosecuting sexual crimes as part of the international laws on war, genocide and crimes against humanity, the ICC incorporates mechanisms to facilitate victim reparation and to protect victim rights.<sup>76</sup>

75 Source : Ministry of Education, Culture and Science in the Netherlands, More opportunities for women, emancipation policy 2008-2011, January 2008, pg. 14-15

76 Source: [http://clg.portalxm.com/library/keytext.cfm?keytext\\_id=204](http://clg.portalxm.com/library/keytext.cfm?keytext_id=204)

The Women's Initiatives for Gender Justice is an international women's human rights organization advocating for gender-inclusive justice and working towards an effective and independent International Criminal Court (ICC). They are based in the Hague, the Netherlands, the seat of the ICC, in order to advocate for inclusion of gender based crimes in the investigations and prosecutions of the ICC and to promote the rights of women victims/survivors of armed conflict throughout the justice process including through the Trust Fund for Victims. The Women's Initiatives for Gender Justice advocate for the use of international treaties, specifically the Rome Statute of the ICC, to advance women's rights and gender equality domestically.<sup>77</sup>

#### **Indicator 10 - Extent to which gender and peace education are integrated in the curriculum of formal and informal education**

In the Netherlands, education system gender and peace are not formally integrated in the education curriculum.<sup>78</sup> Some schools pay special attention to the topic of emancipation in, for example, history classes. There are several (Master) programmes available with gender, peace and security in the curriculum.

#### **Indicator 11 - Percentage of women (versus men) who receive economic packages in conflict resolution and reconstruction processes**

No recent relevant economic packages in conflict resolution and reconstruction in the Netherlands.

### **C. Promotion of a gender perspective**

#### **Indicator 12 - Detailed breakdown of gender issues addressed in peace agreements:**

No recent relevant peace agreements in the Netherlands.

#### **Indicator 13 - Number and percentage of pre-deployment & post-deployment programmes for military & police incorporating SCR 1325, SCR 1820, international human rights instruments and international humanitarian law**

Dutch military personnel on peacekeeping missions are given special context-relevant training on the roles and position of women in peace processes. They also use a checklist on gender aspects in their operational planning processes.<sup>79</sup>

Since 2004, the Defence organization is actively involved in the incorporation of gender aspects within her organization, based on an action plan and within the project Genderforce.<sup>80</sup>

Information on the number and percentage of pre-deployment and post-deployment programmes for military and police incorporating SCR 1325, SCR 1820, international human rights instruments and international humanitarian law is missing.

77 Source: <http://www.iccwomen.org/>

78 This is based on general observations, no official source has been used.

79 Source: Results in Development, Report 2007-2008, pg. 80  
<http://www.minbuza.nl/dsresource?objectid=buzabeheer:81864&type=org>

80 Source: Gender- en diversiteitsbeleid Defensie [http://www.defensie.nl/actueel/kamerstukken/kamerbrieven/2007/04/4691219/Gender\\_en\\_diversiteitsbeleid\\_Defensie](http://www.defensie.nl/actueel/kamerstukken/kamerbrieven/2007/04/4691219/Gender_en_diversiteitsbeleid_Defensie)

## **Indicator 14 - Allocated and disbursed funding to CSOs (including women's groups) marked for women, peace and security projects and programs**

The budget allocated to Peace and Security differs between almost 2 million and zero, which is understandable because of the many different kinds of actors who are signatories of the NAP. Within the ministries, the allocation of budget is spread over several departments and is sometimes delegated. At the same time, many activities are integrated in other activities on women. This makes it difficult to get a good overview on how much money is exactly spent on Women, Peace and Security.

The difference in financial input from CSOs can be explained by the fact that some of the organizations are specified in peace and security while others work on this theme as part of a much wider scope of activities. Some organisations mentioned to allocate a larger budget to Women, Peace and Security in 2010 compared to 2009.

The MDG3 Fund invests in equality and in improving rights and opportunities for women and girls. With a total of €70 million earmarked for the period between 2008 and 2011, the Fund is financing 45 activities run by both large and small organizations. These activities focus on property and inheritance rights for women, gender equality in employment and equal opportunities on the labour market, participation and representation of women in national parliaments and political bodies and combating violence against women.<sup>81</sup> According to AWID, the MDG3 Funds was 'the largest fund ever created with the goal of advancing women's rights and allocating resources through civil society organizations working to advance women's rights (particularly women's organizations)'<sup>82</sup>. Because the MDG3 Fund works with integrated programs, it is not clear how much of the funding went specifically to WPS projects and programs.

The working group on UNSCR 1325 of the Dutch gender platform WO=MEN has a budget available of €2000,00 per year.

## **Indicator 15 - Allocated and disbursed funding to governments marked for women, peace and security projects and programs**

The joint NAP investment - government and civil society - amounted close to 23 million Euro (of which approximately 15 million is from the Ministry of Foreign Affairs). It is expected that investments for 2010 will be somewhat higher.

For the Ministry for Foreign Affairs, part of the 1325 funding in 2009 and 2010 came from the MDG3 fund. The other investments, either through central peace and security funds or through decentralized fundings at Embassy level, are determined based on project proposals that fit within the funding criteria of the central funds, or are defined in the annual plan of the Embassy.

The United Nations Peacebuilding Fund (PBF) supports more than a hundred projects in 15 countries by delivering fast, flexible and relevant funding. From its establishment in 2005 to February 2010, the PBF received a total of \$329 million from various UN member states, of which \$46.5 million was contributed by the Dutch.<sup>83</sup> No data is available on the specific allocation to women, peace and security of this budget.

81 Source: [http://www.minbuza.nl/en/Key\\_Topics/Millennium\\_Development\\_Goals\\_MDGs/Dutch\\_aim\\_for\\_MDG\\_3/MDG3\\_Fund](http://www.minbuza.nl/en/Key_Topics/Millennium_Development_Goals_MDGs/Dutch_aim_for_MDG_3/MDG3_Fund)

82 2009-2010 FundHer Research update Brief 1: Trends in Bilateral and Multilateral Funding, by: Lydia Alpizar, Cindy Clark, Alexandra Pittman, Sarah Rosenhek, and Verónica Vidal February 2010. Available on: <http://www.awid.org/eng/About-AWID/AWID-News/Brief-1-FundHer-Research-Update-Brief-Series>

83 Source: UNDP, Third Consolidated Annual Progress Report on Activities Implemented under the Peacebuilding Fund (PBF), Report of the Administrative Agent of the Peacebuilding Fund for the Period 1 January to 31 December 2009, 25 June 2010

The Netherlands contributed \$125,831,219 to the Multi-country Demobilization and Reintegration Program (MDRP) in the Great Lakes Region, which was half of the total donor contribution (\$ 253,036,256) for this seven year program that ran from April 2002 through June 2009.<sup>84</sup> No data is available on the specific allocation to WPS of this budget.

In the Netherlands Strategy 2008-2010 on Security and development in fragile states, the Netherlands elaborates on the financial contributions made to the development in fragile states. The Netherlands is contributing to development in fragile states through direct activities in partner countries. As in other developing countries, medium-term bilateral policy for fragile states is set in the Multi-Annual Strategic Plans. The government intends to step up its efforts in these countries. The degree to which this intensification takes place over the coming years will depend on specific opportunities in these countries. Below, the Netherlands' financial contribution to priority fragile states in 2008 is outlined.

*Financial resources for fragile states in 2008 (in €)*

The total contribution to the bilateral country programmes for fragile states is listed below. This expenditure is targeted at the different dimensions of policy on fragile states: not just direct expenditure for reconstruction but also expenditure to promote good governance, improve the position of women and strengthen the investment climate. No data is available on how much specifically is allocated to improve the position of women.

Afghanistan	57.5 million
Burundi	21.1 million
Colombia	18.1 million
DRC	6.9 million
Guatemala	15.9 million
Pakistan	20 million
Palestinian Territories	33.8 million
Sudan	70.6 million
Total	243.9 million

In addition to the country programmes, there is also a central budget of €228 million available for 2008 to cover activities or contributions specifically to promote regional stability and crisis management. This budget is used for contributions to the Stability Fund, the Co-Financing System (MFS) and the Strategic Alliances with International NGOs (SALIN) working for peace and security, the OSCE and crisis management operations. Expenditure on humanitarian assistance is not included in this overview<sup>85</sup>.

**Indicator 16 - Percentage of women's representation as peace-builders and decision-makers in media content**

*The data collected for indicator 16 do not provide the exact information that the indicator calls for which is "Percentage of women's representation in political power & decision-making in media content." GNWP hopes to integrate this indicator again in the next phase of the project and focus on the portrayal of women and men in the media particularly in the coverage of armed conflict.*

84 Source: MDRP Secretariat, quarterly progress report October – December 2008, <http://www.mdrp.org/PDFs/2008-Q4-QPR-MDRP.pdf>

85 Security and development in fragile states, The Netherlands' strategy 2008-2011 (p1). Published November 2008. AVT09/BZ93218, pg 27. Downloadable from: <http://www.minbuza.nl/dsresource?objectid=buzabeheer:61206&type=pdf> [ Accessed 30 August 2010).

### III. Conclusions and Recommendations

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As a contributor to UN and international peace and combat missions, the UNSCR 1325 is directly relevant for the Netherlands. UNSCR 1325 calls on everyone who is involved in peace, security and development to ensure that women participate actively in conflict prevention, peace negotiations and reconstruction and to take account of specific needs.

Though the Netherlands's contribution to women, peace and security is among the highest internationally, given the magnitude of the problems in any particular conflict setting the Dutch is involved in, it is difficult to achieve a measurable impact or to distinguish which part of an impact is due specifically to Dutch activities.

The ultimate goal of UNSCR 1325 is to see a change in conflict regions as a result of the participation of women in peace, reconciliation and reconstruction processes. The impact can only be measured in the conflict regions itself. The relationship between the Dutch efforts and the actual changes in conflict regions is hard to prove. For this, insight in the attribution from other countries and international organisations is necessary. And maybe the most important point is to take into consideration the efforts made by the country itself and how far their efforts have contributed to the actual change. It is undesirable to sideline the country's own efforts. This will turn them into an object of intervention only.

The Dutch government launched the National Action Plan (NAP) for the implementation of United Nations Security Council Resolution (UNSCR) 1325 on 4 December 2007. The NAP has been signed by three ministries and a broad range of civil society partners, thus committing the signatories to implementing the plan. It is a public document which covers a wide range of themes, including: legal frameworks; conflict prevention, mediation and reconstruction; international co-operation; peace missions; and harmonisation and coordination. A matrix of action points containing aims, activities and executors is annexed to the NAP.

The NAP is a comprehensive document covering the period 2008–2012. It does not, yet, include a timeframe for activities and no specific budget has been allocated. It is now developing benchmarks and targets. The Dutch participated within the EU to finalise the Comprehensive Approach, and the NAP includes specific references to harmonisation at the European and international levels: "the establishment of a European national action plan on 1325 is crucial." The NAP does not include any specific references to EU action itself.

The NAP is highly ambitious. The Ministry and NGO's are currently developing concrete benchmarks and joint activities. NGO's will ask the new government to allocate a budget earmarked specifically for the UNSCR 1325 activities. Four ministries are involved in implementing the NAP: Ministry of Foreign Affairs (MFA), Ministry of Defence (MOD), the Ministry of Interior Affairs, and the Ministry of Education, Culture and Sciences (whose portfolio includes emancipation). There are focal points in both the MFA and the MOD. There is no focal point in either the Ministry of Interior Affairs or and the Ministry of Education, Culture and Sciences, and thus their role is not always clear. The Dutch government stresses that implementation of UNSCR 1325 is a joint responsibility for all the co-signatories<sup>86</sup>. The MFA and NGOs are currently defining roles and responsibilities.

Also in international work, the Dutch government has committed itself to implementing Resolution 1325. The Action Plan states that in all operations supported or conducted by the Netherlands, Resolution 1325 must be included. Members of international missions must have appropriate gender expertise at their disposal, and male-female relations within the operation must be in balance.<sup>87</sup> In Afghanistan, the Netherlands has, from the beginning, worked with a 3-D (Diplomacy, Development and Defence) approach in the Provincial Reconstruction Team (PRT). A study on the operational

86 Source: Dutch National Action Plan on Resolution 1325

87 Source: Dutch National Action Plan on Resolution 1325, pg. 40.

effectiveness and UNSCR 1325 in Afghanistan concluded that 1325 was well established in terms of representation and integration in the Dutch PRT<sup>88</sup>. There was reasonable share of female personnel with some women in leadership positions and a positive result of the mixed team both internally and externally. The PRT made an effort to include local women, however due to cultural barriers only small things could be achieved. For example The Mission Team in Deh Rawod was able to convince the district chief, who was considered to be an 'open minded' man, to admit women in the district centre so they could at least express their concerns at the district centre. This ultimately led to the appointment of the first woman in the district centre which also had some administrative duties. A missed opportunity was that no more use was made of female interpreters to enable more profound conversations with local women. The PRT 5 Commander was committed to include 1325 in the preparatory and operational phases of the mission and although the responsibility of Resolution 1325-implementation was not officially allocated within the PRT organization, 1325 was integrated into the assignments of PRT 5 both at the HQ-level and at the tactical level by the Mission Teams. An improvement would be to specify the responsibility for implementing 1325 in the instructions for operational PRT commanders (military and civilian), ensuring the continuation of efforts and a Resolution 1325 reporting mechanism. Gender expertise should be available before and during the mission.<sup>89</sup>

For Resolution 1325 to be effective, greater accountability must be promoted. This accountability will only materialize if clear benchmarks, concrete indicators, and systematic monitoring and reporting mechanisms will be developed and implemented by all stakeholders. This applies also to the Dutch context. Furthermore, adequate resources must be allocated to facilitate the implementation of these key measures. All these challenges can, at least in part, be addressed by the concept of partnerships. The Dutch NGO Working Group on 1325 envisages further collaboration with the government in jointly developing cooperation on 1325 with partner countries. The overarching objective of a partnership on UNSCR 1325 is to promote full implementation of the resolution through exercising good practices in the development and implementation of NAP's. By a partnership between a developing and (a) donor country(s), both can not only use their respective experiences to strengthen each other's NAPs but also help each other monitor the implementation. It will help both countries move forward in concrete ways on the commitments made by them under UNSCR 1325.<sup>90</sup>

Monitoring implementation is an important aspect of 1325. But it is important to make data collection supportive of the work and to have clear guidelines. An example is the "Motie Diks", a national resolution that requests the Dutch government to include a paragraph on the situation of women's security, health, education and rights in the reported country in all of their relevant 'state-of-affairs' letters to Parliament. This is an important monitoring system to ensure implementation of Resolution 1325. For it to be more effective clear guidelines need to be developed. Also enough time and resources should be kept free for the actual activities besides the need for more monitoring and evaluation. A balance should be found.

Coordination between signatories of the Dutch NAP and actors on international level is crucial. In the Netherlands, organisations are working on how this can be further improved. CSOs and the government have different and complimentary roles in the implementation of Resolution 1325. All should be made use of as an opportunity to maximize implementation.

The last but certainly not least point to take into consideration by the implementation of Resolution 1325 is the role of men. The awareness on the importance of gender in the field of peace and security has increased over the past years. But the focus is mainly on the level of women's active participation in these processes. It is evenly important that we acknowledge that, in situations of conflict, men's identities are linked to guns, violence, strength and power and that the deconstruction and reconstruction of these gender roles in conflict should receive attention as well. Men's involvement in this is important.<sup>91</sup>

88 The study was mainly based on PRT 5 (March – September 2008)

89 Source: Louise Olsson, Johan Tejpar (eds.) ea, Operational Effectiveness and UN Resolution 1325 – Practices and Lessons from Afghanistan, FOI, Swedish Defence Research Agency, Mei 2009, P36-57.

90 Source: The Dutch Working Group on 1325, partnership on UNSCR 1325, 2010.

91 Source: [http://www.ifor.org/WPP/Newsitems/May27\\_2010\\_Report\\_final.pdf](http://www.ifor.org/WPP/Newsitems/May27_2010_Report_final.pdf)