



EUROPEAN CENTRE
OF EXCELLENCE
FOR CIVILIAN
CRISIS MANAGEMENT

Guidance Document

Including Civilian CSDP in NAP 1325

February 2025

About the CoE

The **European Centre of Excellence for Civilian Crisis Management (CoE)** is a member-based association located in Berlin, Germany. Established in February 2020 by the German Federal Foreign Office, the CoE works to **support its members** to strengthen their national systems, structures, and processes so that they can **better contribute to EU civilian crisis management**.

Executive Summary

This report focuses on the coherence between gender references in National Action Plans for Women, Peace and Security (also called NAPs 1325) and the gender commitments as stipulated in the 2023 EU Civilian Common Security Defence Policy (CSDP) Compact. An increased coherence can benefit the implementation of both. Another advantage would be an increased number of partners knowledgeable about civilian crisis management within CSDP missions.

The analysis showed that while most NAPs reference CSDP, there is scope for better integrating gender-related elements of the 2023 civilian CSDP Compact into the NAPs. Most NAPs have a duration of 4-5 years, and different Member States prepare new NAPs every year which provides an opportunity for better coherence. All currently valid NAPs have included an increase in the representation of women among international experts in missions. However, the 2023 civilian CSDP Compact goes beyond numbers and addresses topics like the promotion of gender-responsive leadership, relevant expertise in operational components, and systematically addressing sexual and gender-based violence. Examples of how these topics were addressed in some NAPs are provided in this document and may provide an inspiration for those preparing new NAPs. In addition, some good practices are provided as lessons learned from NAP Committees' experience. They can serve as an example for both national NAP and CSDP committees.

Abbreviations

CivCom	Committee for Civilian Aspects of Crisis Management
CoE	European Centre of Excellence for Civilian Crisis Management
CPCC	Civilian Planning and Conduct Capability
CSDP	Common Security and Defence Policy
EEAS	European External Action Service
EU	European Union
GBSV	Gender-Based and Sexual Violence
MFA	Ministry of Foreign Affairs
MoD	Ministry of Defence
MoE	Ministry of Environment
MoH	Ministry of Health
Mol	Ministry of Interior
MoJ	Ministry of Justice
MS	Member State
NAP	National Action Plan
NATO	North Atlantic Treaty Organisation
NIP	National Implementation Plan
OSCE	Organisation for Security and Cooperation in Europe
UN	United Nations
UNSCR	United Nations Security Council Resolution
WPS	Women, Peace and Security

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Introduction

National Action Plans for the implementation of United Nations Security Council Resolution (UNSCR) 1325 (NAPs 1325) and National Implementation Plans (NIPs) for the Civilian CSDP Compact are national instruments for civilian crisis management. NAPs are national-level strategy documents that outline a government's approach and course of action for implementing the Women, Peace and Security (WPS) Agenda. NIPs are national plans that outline how to achieve the commitments under the 2023 Civilian CSDP Compact. NAPs cover the whole spectrum of national foreign policy, whereas NIPs are focusing on a narrower area of security and defence policy.

An analysis was undertaken by the European Centre of Excellence for Civilian Crisis Management (CoE) to review the coherence between gender references in the NAPs and the gender commitments in the Civilian CSDP Compact. The analysis was based on an examination of each CoE member's NAP (publicly available document) and interviews with the respective NAP coordinators. It showed that while most NAPs make a reference to civilian CSDP, the coherence could be improved. NAPs that have included civilian CSDP elements can make a significant contribution to the implementation of the gender-related deliverables of the Compact. These NAPs also help increase the number of partners who are knowledgeable about civilian crisis management within CSDP missions.

This guidance document was prepared for both NAP Coordinators and focal points, as well as those working on civilian CSDP in EU Member States. It provides conclusions of the above-mentioned analysis, followed by recommendations on the inclusion of civilian CSDP gender references into NAPs. The guidance includes best practices of NAPs 1325 with regards to national coordination mechanisms, the internal-external focus of the various NAPs, and a peer review of NAPs 1325. The topics were selected to serve as examples for individuals working at the national level on NAP 1325 and CSDP.

This document is complemented by a mapping of CSDP in NAPs 1325 by CoE members on the CoE's website (which includes links to the current NAPs 1325 of each CoE member), and a factsheet on the contribution of NAPs 1325 to the two gender-related deliverables of the Compact. We hope these documents can contribute to a more meaningful inclusion of civilian CSDP-related perspectives in future NAPs 1325, thereby enhancing the implementation of the 2023 Compact.

Civilian CSDP Compact and Gender

The first Civilian CSDP Compact was adopted by the European Council in 2018. This version had as a strategic guideline: “Mainstream gender into all activities, taking fully into account the UNSCR 1325 on Women, Peace and Security and subsequent resolutions, throughout the planning and operational phases of the missions, as well as respecting the Responsibility to Protect” and as a deliverable (no 16): “Provide a more in-depth and systematic mainstreaming of gender aspects in all civilian CSDP missions, including by appointing as a general rule dedicated advisors in gender. Actively promoting an increase in the representation of women among international experts at all levels of the mission, based on increased national contributions and in line with agreed EU and international policies and guidelines”¹.

The 2023 Civilian CSDP Compact is more ambitious and has stronger language on WPS and gender equality than the 2018 Compact. It sets a clear new goal of achieving gender parity, and a measurable commitment: significantly increasing women’s participation in civilian CSDP among international staff, with the aim to collectively reach at least 40 percent representation while striving for gender parity. New elements mentioned under deliverables 11 and 16 include the following:

- going beyond increased participation by qualifying women’s representation as “full, equal and meaningful”²;
- increased leadership positions for women candidates;
- gender-responsive leadership;
- a safe and inclusive environment;
- the Code of Conduct which includes text on prevention of (sexual) harassment.

How do NAPs reference civilian CSDP?

At the beginning of 2025, 23 of 24 CoE members had a NAP 1325. Two NAPs (Austria and Spain) were finalised before the first Civilian CSDP Compact in 2018 and are still valid, but most currently valid NAPs were finalised during the first Compact, and only two (Greece and Romania) — during the second Civilian CSDP Compact of 2023. Since most current NAPs were prepared during the 2018 Compact, they will be compared to the gender elements mentioned in that Compact version.

¹ European Union, Council of the European Union (2018). *Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, on the establishment of a Civilian CSDP Compact*. <https://www.coe-civ.eu/kh/civilian-csdp-compact>

² European Union, Council of the European Union (2023). *Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, on the establishment of a Civilian CSDP Compact*. <https://www.coe-civ.eu/kh/civilian-csdp-compact-2023>

The following elements were mentioned as gender perspectives in the 2018 Compact:

- Mainstream gender into all activities in civilian CSDP missions;
- Take full account of UNSCR 1325 and subsequent resolutions relating to that topic;
- Appointment of gender advisors in missions;
- Promote an increase in the representation of women among international experts at all levels in civilian CSDP missions.

How were these elements included in NAPs 1325 by EU MS? The second element above (full consideration of UNSCR 1325) will not be included in this analysis since the NAP is by definition fully based on the mentioned resolution.

Nine NAPs (Austria, Belgium, Denmark, Estonia, Finland, Germany, Ireland, Italy, and Sweden) mention gender mainstreaming in all activities in civilian CSDP missions. In a few cases, civilian CSDP is not mentioned, but the NAP nevertheless demonstrates a comprehensive approach to gender mainstreaming through missions in general.

Three NAPs (Austria, Ireland, and Italy) mention that they want to second gender advisors to civilian CSDP missions.

All NAPs refer to an increase in the representation of women among international experts in missions; in a few cases, they refer to peacekeeping missions in general, without specifically mentioning CSDP or the EU. In this context, it is assumed that CSDP is included, as all CoE members second women to civilian CSDP. Some NAPs specifically reference the experience of the women in their country in peacebuilding or peace mediation, as seen in Croatia, Cyprus, Finland and Ireland. Italy has mentioned an analysis of the barriers to women's participation.

Providing women experts for leadership positions was not mentioned in the 2018 Compact. Yet, ten NAPs (Austria, Denmark, Finland, France, Germany, Italy, Netherlands, Romania, Slovakia, Sweden) address this. They sometimes refer specifically to CSDP, and at other times in a more general context, which could include UN and/or OSCE initiatives as well.

There are several other topics included in NAPs, beyond what was recommended in the 2018 Compact:

- Advocacy for gender mainstreaming, or strategic support for WPS at EU/HQ level (Belgium, Denmark, Estonia, Italy, Lithuania, Sweden);
- Zero tolerance for gender-based and sexual violence (GBSV) by seconded staff (Belgium, Italy, Romania, Spain);
- National career path development (Denmark, Estonia, Finland, France);
- The inclusion of gender perspectives in strategic communication (Italy).

Some NAPs mention CSDP extensively, others mention CSDP-related activities in a limited way. One country has included a quota for women's participation (Latvia). One NAP mentions the establishment of a reference centre for gender perspectives in missions and operations (Croatia).

A few countries mention that they have valuable expertise in terms of potential secondees to offer to civilian CSDP missions due to their experiences with past or ongoing conflicts and conflict-related gender-based violence within their borders. Women played an important role in settling peace agreements and seeking justice for survivors. This is the case for Croatia, Cyprus and Ireland. Finland offers the specific experience of Finnish women peace mediators.

In conclusion, while all NAPs acknowledge their country's contribution to an increase of women among international experts in missions, several have gone beyond this goal. That said, there is still scope for improvement. Simply increasing the number of women does not guarantee a contribution to gender equality. However, it should also be noted that the NAPs may not fully capture all contributions. For instance, while only three NAPs mention the role of gender advisors, several other EU MS (Finland, Germany, Netherlands, Sweden) have in fact regularly seconded gender advisors to civilian CSDP Missions.

Recommended CSDP references for future NAPs based on the 2023 Compact

The guidance for those developing new NAPs including CSDP references is based on the 2023 Compact. Most NAPs have a duration of 4-5 years, and different Member States prepare new NAPs every year. Many gender-related deliverables in the 2023 Compact are already included in current NAPs, except for the 40 percent women's representation goal, gender-responsive leadership, entry level experts and the promotion of a safe and inclusive environment in civilian CSDP missions. But as mentioned above, most NAPs reference only a few gender-related deliverables, and the focus is mostly on increasing the number of women.

Deliverables 11 and 16 of the 2023 Compact are the main gender-related deliverables. For each deliverable, good examples from current NAPs are given. The countries that included these activities in their NAPs are mentioned.

Deliverable 11

This deliverable reads as follows:

From 2024, the EEAS and the Member States, will ensure systematic mainstreaming of a gender perspective, including by ensuring that civilian CSDP missions are conducted in line with gender analysis, have gender advisors and that relevant expertise in operational components is strengthened. The EEAS and the Member States will also promote gender-responsive leadership and systematically address sexual and gender-based violence throughout planning, implementation and transition phases, including by developing a concept on preventing and responding to sexual and gender-based violence, including conflict-related sexual violence, in the context of civilian CDSP³.

What can be included in the NAP:

Mainstreaming of a gender perspective

- Consideration of gender aspects in the context of fact-finding missions and in preparing operational concepts and plans for CSDP missions; consideration of gender-relevant aspects in current and final reports of CSDP missions; preparation of statistics relevant to Resolution 1325; consideration of gender-relevant aspects in CSDP training programmes; separate budget lines for gender projects in CSDP missions (Austria);
- Ensure gender mainstreaming in peacekeeping missions, civilian crisis management missions and peace consolidation processes (Belgium);
- Gender perspectives are systematically incorporated in the planning and execution of security policy engagements and in conflict prevention and peacebuilding work (Denmark).

You can also think of including the need for gender analysis.

The need for missions to have gender advisors

- Advocate for the participation of staff in gender advisor roles in international peace operations (Ireland);
- Further incorporate the WPS agenda as a key engagement theme and increase the number of gender advisors in peacekeeping missions and in international organisations (Italy).

³ European Union, Council of the European Union (2023). *Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, on the establishment of a Civilian CSDP Compact*. <https://www.coe-civ.eu/kh/civilian-csdp-compact-2023>

Although the examples listed above do not specifically mention civilian CSDP missions, you may consider including reference to them.

Relevant expertise in operational components is strengthened

- Carry out training on Resolution 1325 and related resolutions through appropriate activities (pre-deployment education/training) on all levels for deployment to international missions and operations, with focus on contents related to gender perspective, including civil protection and specific needs of women and children (Croatia);
- Increasing sectoral expertise on the issue of Women, Peace, and Security in agencies and raising wider awareness; train civilian experts on the issues of gender-based violence, Women, Peace, and Security, and gender equality in conflict or post-conflict areas (Estonia);
- Ensure that staff deployed to perform peacekeeping, peacebuilding and crisis management work have knowledge of the agenda for Women, Peace and Security and that the training is adapted to the specific assignment (Sweden).

Promote gender-responsive leadership

This has not been mentioned in any NAP. Gender-responsive leadership training to Heads of Mission (HoM), Deputy Heads of Mission (DHoM) and Chiefs of Staff (CoS) in missions is provided by CPCC through the Folke Bernadette Academy of Sweden. However, some countries want to play a role as well, which is stipulated in their NIPs, and which you could consider including in your NAP as well:

- Ensure that senior management personnel have been trained in gender issues, including gender-responsive leadership, and is prepared to pursue zero-tolerance management policies regarding sexual and gender-based violence by including the concept of gender-responsive leadership into training curricula for senior leaders (Germany);
- Provide gender-sensitive leadership training to seconded leaders (Denmark).

Systematically address sexual and gender-based violence throughout planning, implementation and transition phases

- Take special measures to strengthen protection against gender-based violence, domestic violence, and trafficking, both at the national level and abroad, by ensuring that measures for the prevention of gender-based violence are included in the mission mandates to which personnel are contributed (Luxembourg);
- Prevent and combat the impunity of peacekeepers and other employees of missions and operations abroad who committed acts of sexual exploitation and abuse (Poland).

Developing a concept on preventing and responding to sexual and gender-based violence, including conflict-related sexual violence, in the context of civilian CSDP

The concept will be developed by EEAS, but you can consider actively contributing to this through your CIVCOM delegate.

Deliverable 16

This deliverable reads as follows:

On the basis of increased contributions from Member States, civilian CSDP's human resources management will be enhanced:

b. In 2025, Member States will increase the number of female candidates to civilian CSDP, with the aim of collectively increasing women's participation to at least 40 percent among international staff while striving for gender parity at all levels and, in particular, in senior leadership positions by the end of this Compact. To this end, the EEAS will update the Strategy and Action Plan to Enhance Women's Participation in Civilian CSDP Missions⁴.

What can be included in the NAP:

Increasing women's participation to at least 40 percent amongst international staff

The proportion of women secondees in civilian CSDP missions was between 25 and 26 percent during the last two years and increasing this proportion to 40 percent requires a collective effort. Six EU MS are consistently seconding around 40 percent, which shows that the deliverable is realistic, although challenging.

Finland is one of the most successful countries in terms of women's participation in civilian CSDP missions, both for freelancers (experts outside of the public service) and uniformed women. Although women make up around 20 percent of the national police in Finland, they have seconded more than 30 percent women amongst their total uniformed secondees, and at times, this figure has exceeded 40 percent.

The Belgium Integrated Police has completed, with the assistance of the CoE, a study on the barriers and opportunities for women to apply for positions in civilian CSDP missions. The lower percentage of women police officers in their database was not due to a lack of interest, but often due to a

⁴ European Union, Council of the European Union (2023). *Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, on the establishment of a Civilian CSDP Compact*. <https://www.coe-civ.eu/kh/civilian-csdp-compact-2023>

combination of personal and professional factors. Organisational factors play an important role in both encouraging and discouraging outcomes. As a result, the Belgian police are ensuring that the annual call for applications to be added to their database is distributed via various information channels. They are also working towards raising awareness among Belgian police on civilian CSDP missions and exploring the secondment of experts to more junior positions, which would create opportunities for more women.

The methodology for the barrier study has been explained by the CoE in a [guidance document](#). It can be simplified if needed.

Consider including:

- Undertake a barrier study on women's participation;
- Include the goal of 40 percent women secondees in your NAP.

More women in leadership positions

The increase of women in leadership positions is often mentioned in NAPs in combination with a general increase in seconded women, or with career development. CSDP is not always explicitly mentioned, however this could be considered.

- Increase in the share of women, including in leadership positions, (Austria);
- Increased recruitment, retention and career advancement of women in the civilian and military parts of peacebuilding and security efforts, including in leading positions (Denmark);
- Increase the deployment of women to multilateral (UN/EU) missions with a view to develop a professional career, with the number and percentage of women in posts, including high level posts (HoM, DHoM, CoS) serving as an indicator (France);
- More women hold leadership positions, and women participate equally and meaningfully in decision-making processes at every level in the interests of peace and security, including conflict prevention and resolution, peacebuilding, protection, relief, reconstruction and recovery (Netherlands).

Latvia has organised (through the NAP) interesting training for women leaders, which could serve as an example for other countries:

- In November 2022, a [training on international negotiations](#) was held for women professionals from the Baltic States, including those in the security and foreign affairs sector. The two-day training aimed to motivate participants to improve their conflict resolution skills and maintain control during complex negotiations. These skills can be valuable for future female CSDP experts. The training was conducted by an expert from Clingendael Academy (Netherlands);
- Collaboration with the Latvian Transatlantic Organisation (LATO, promoting Latvia's participation in NATO) on a [mentoring programme](#) for young female leaders. LATO also collaborated on the negotiations training.

c. With the aim of enhancing availability and participation of national experts in civilian CSDP missions, in 2024, Member States will include in their National Implementation Plans inter alia reviews of national procedures, legislation and budgets, considering opportunities for enhancing career paths, increasing visibility and political ownership of civilian CSDP. In 2024, the EEAS, in close cooperation with Member States and relevant stakeholders, will explore possibilities for seconding entry-level experts to missions. From 2023, the EEAS and Member States, in line with the selection procedures for international staff, will continue to strive for a wide representation of Member States' experts in civilian CSDP missions⁵.

This paragraph under deliverable 16 is not gender-specific. However, as noted above, the deployment of women can be seen as an enhancement of career opportunities. Also, the [Belgian study](#) recommended exploring options to second individuals to more junior positions and positions of diverse profiles to build long-term capacities. This approach was seen as a way to create opportunities for more women to apply and gain the experience necessary for more senior positions.

Enhanced career opportunities, entry level experts

What can be included in the NAP:

- Increased recruitment, retention and career advancement of women in the civilian and military parts of peacebuilding and security efforts, including in leading positions (Denmark);
- Increased number of women serving in the security sector and taking measures to ensure that everyone has equal opportunities for career advancement and meaningful participation (Finland, under the third objective of participation in the security sector, crisis management and preparedness work, including international).

⁵ European Union, Council of the European Union (2023). *Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, on the establishment of a Civilian CSDP Compact*. <https://www.coe-civ.eu/kh/civilian-csdp-compact-2023>

Entry-level experts have not been mentioned in any NAP, but the Estonian NIP has the following actions (with gender added in italics):

- Establish the secondment of entry-level experts, *including women*, as a regular recruitment practice;
- Integrate recruiting and seconding entry-level experts, *including women*, into the national career-path development.

e. In 2025, the EEAS, in close coordination with Member States and in consultation with relevant Commission services, will develop a comprehensive strategy to ensure a safe and inclusive working environment. This strategy will link all relevant policies and tools, including but not limited to leadership, human resources and training. As soon as possible, the EEAS will revise and fully apply the Code of Conduct and support its implementation through an independent entity, while strengthening preventive efforts. The EEAS will bi-annually report on ongoing efforts to implement the strategy and conduct regular staff surveys to guide the work. The EEAS and Member States will strengthen the safety and security of staff deployed to civilian CSDP missions by clearly defining the responsibilities of actors involved in the duty of care and ensuring the required professional capacities at central level and in missions⁶.

Strategy to ensure a safe and inclusive environment

Revised Code of Conduct

The development of the strategy and the revision of the code of conduct are the responsibility of EEAS. They are not gender-specific, however, they are important for retaining women (and men) in civilian CSDP missions. The 2022 EEAS Report on the staff survey in civilian CSDP missions looked at the physical security and safety, as well as psychological aspects and overall wellbeing, of staff. It mentioned three warning signals:

1. The levels of discrimination (18 percent), bullying (18 percent) and sexual harassment (5 percent) are too high, considering the zero-tolerance policy;
2. Almost a third of women have experienced discrimination;
3. Women's perceptions of the working environment are more negative;
4. It further concluded that there was a pattern of groups experiencing their workplace differently than others. In certain areas, there were visible gender differences. In other areas, international staff were less pleased, and there were clear gaps between the missions.

⁶ European Union, Council of the European Union (2023). *Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, on the establishment of a Civilian CSDP Compact*. <https://www.coe-civ.eu/kh/civilian-csdp-compact-2023>

The strategy for a safe and inclusive environment and the revised code of conduct are therefore important instruments to retain women in the missions. While responsibility for these documents sits with the EEAS, EU MS can also play an important role. For the Code of Conduct, member states have a part to play in case of reported misconduct of their secondees.

What can be included in the NAP: (Belgium, Denmark, Italy, Romania, Spain):

- Training of military and civilian personnel prior to deployment to missions outside the national territory on mandatory codes of conduct and standards of behaviour during the mission period (Romania);
- Apply a zero-tolerance policy to all General State Administration personnel deployed in countries in conflict and conflict zones with respect to any accusations of sexual violence or abuse (Spain).

Other suggestions:

- Include information on the strategy (once finalised) and the code of conduct in your training package for future civilian CSDP experts;
- Ensure that senior managers have received relevant training so that they are equipped to establish a safe and inclusive working environment in civilian CSDP missions.

f. In 2024, the EEAS and Member States will invest in the leadership skills of senior managers including gender-responsive leadership. The EEAS and Member States will strengthen leadership culture, behaviour and capacities in civilian CSDP and ensure that relevant leadership competences are systematically taken into account in the recruitment and appraisal of management positions⁷.

This topic has already been mentioned earlier in this document.

⁷ European Union, Council of the European Union (2023). *Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, on the establishment of a Civilian CSDP Compact*. <https://www.coe-civ.eu/kh/civilian-csdp-compact-2023>

Good Practices

The review of civilian CSDP elements in NAPs 1325 revealed several good practices by some NAP 1325 committees that can be replicated by other NAP 1325 committees, or by NIP committees. The first EU MS to have a NAP was Denmark, in 2005, and 11 others had a NAP by 2010⁸. Five EU MS are currently implementing their fourth generation NAP. NIPs, however, were based on the first Compact of 2018. The extensive experience with NAPs 1325 can inspire both those EU MS having recently started their first NAP, as well as NIP committees. In addition, the same organisations participate in both committees, although not always the same persons, and more organisations participate in NAP 1325 than in civilian CSDP. Lessons can therefore be learned from the NAP Committees' experience. That said, there is no single blueprint for NAP 1325 implementation, and strategies and approaches differ. The review revealed the following good practices: national coordination mechanisms, the internal-external focus, and peer review as an example of country-to-country collaboration.

National Coordination Mechanisms

Various national coordination mechanisms exist for the NAP 1325. The most common mechanism is an inter-ministerial coordination body or committee, comprised of a minimum four ministries: MFA, MoI, MoD and MoJ⁹. They meet regularly under the coordinating role of the MFA. The coordination consists of scheduling meetings and preparing the agenda for the meetings, collecting progress reports from different entities, and driving the monitoring and evaluation processes for the NAP. In addition, the committee can schedule meetings with civil society, universities, and think-tanks. Such a committee can be formal (with responsibilities and accountabilities distributed – and articulated in the NAP) or informal (mainly providing voice for those organisations and opportunities for meaningful dialogue).

Good practice examples:

- The Netherlands employs a **unique coordination system** for developing, implementing, and monitoring the NAP. This system involves coordination by the MFA with three other ministries: MoD, MoJS and MoECS . Additionally, over 60 civil society organisations formed a NAP 1325 community, coordinated by the Dutch Gender Platform (WO=MEN). There is a NAP 1325 website including an **online database** which provides contributions and stories of change from the NAP community towards the NAP 1325, to mutually learn and inspire;

⁸ An initiative of the Women's International League for Peace and Freedom. (2024). *1325 National Action Plans*. <https://1325naps.peacewomen.org/>

⁹ Ministry acronyms as follows: MFA (Ministry of Foreign Affairs), MoI (Ministry of Interior), MoD (Ministry of Defence), MoJ (Ministry of Justice), MoJS (Ministry of Justice and Security), MoECS (Ministry of Education, Culture and Science), MoH (Ministry of Health).

- Italy has established, within the Inter-ministerial Committee for Human Rights, an **Open-Ended Working Group** with open membership and no specific criteria other than relevance to the R1325 agenda. Participants include ministries, the National Office of Statistics, CSOs, academia, and some international organisations (UNHCR-Italy, UNICEF-Italy, Women in International Security Italy (WIIS), Women's International League for Peace and Freedom Italy (WILPF);
- In Ireland an Oversight Group is appointed by the Minister for Foreign Affairs and Trade to oversee the regular and systematic review of progress on achieving the outcomes, actions, targets and impact across all pillars or objectives of their NAP. The Oversight Group is independently chaired, and its membership will consist of **50 percent representation from the relevant government departments and state agencies and 50 percent representation from civil society, academia and other independents**. All members will have relevant experience and expertise. Government representatives will regularly report to the Oversight Group on their progress on achieving the outcomes of the NAP and civil society members will update the Oversight Group of their relevant work;
- Poland has an inter-ministerial committee. **The members of the NAP committee also participate in the civilian CSDP coordination meetings**. The NAP coordinator (from the MFA) organises meetings on the NAP followed by discussions on civilian CSDP related to the NAP;
- **In some countries (Cyprus, Portugal, Slovakia), the Gender Equality Commissioner is responsible for coordination of the NAP**. In Cyprus and Slovakia, civil society takes part in all meetings. In Portugal, civil society participates in at least one of the three coordination meetings per year. Portugal is currently developing its new NAP and plans to move the coordination to the MFA.

Internal-external focus

Over the past years, the nexus between internal and external security has become increasingly apparent, with threats, such as terrorism, hybrid and cyber-attacks, organised crime, and climate change, evidencing the spill-over effects of events outside the EU's border on its internal security. Both civilian CSDP and WPS recognize this nexus with consequences for the need to have an increased coherence between "internal" and "external".

The first NAPs 1325 of EU MS, developed from 2005 had mostly external focus, meaning that the NAP interpreted the implementation of the WPS agenda mostly internationally rather than internally (domestic focus), hence the coordination by the MFA in most countries. However, the NAP 1325 is increasingly seen as a link between foreign and domestic policy, and that it should be coherent both "internally" and "externally" to promote the WPS agenda. Conflict can result in higher levels of gender-based violence against women and girls, including arbitrary killings, torture, sexual violence and forced

marriage¹⁰. Gender-based violence is also a domestic security issue, in particular, because this violence is exacerbated by increasing digitalisation, militarisation, the proliferation of small arms, and displacement¹¹. Fourteen of the 23 EU MS NAPs 1325 have included in their latest NAP support and legal assistance to refugee and displaced women, including addressing GBSV. NAP Coordinators and focal points of some Baltic countries have verbally indicated to the CoE that they had increased funding through the NAP for refugee women to be able to create shelters and provide further support to refugee women because of the war in Ukraine. Italy has through its NAP, due to the high number of refugees and asylum seekers, an important focus on support and legal assistance for female refugees and asylum seekers and has included the Ministry of Health in its inter-Ministerial Committee for the NAP 1325.

Some countries have an important domestic focus. Ireland is a particular case. It has recognised Northern Ireland since its first NAP in 2011 as a post-conflict region and provided support for women engaged in peacebuilding and conflict resolution in the region. Ireland emphasises, in its latest NAP, the importance of cross-learning: “Its development was built on a unique cross-learning initiative and consultation involving Liberia, Timor Leste and the island of Ireland and provided the foundation for Ireland’s initiatives on WPS.”¹² While having an important internal focus, Ireland’s NAP also has an external focus. A European Peacebuilding Liaison Office (EPLO) evaluation of Ireland’s second NAP stated: “These outward and inward dimensions make Ireland’s NAP a distinctive and unique model for NAPs globally, strengthening the coherence of actions on Women, peace and security (WPS) between domestic and overseas contexts and providing opportunities for broader engagement with women in local communities and CSOs (civil society organisations).”¹³ The third NAP has an increased focus on relief and recovery for victims in conflict countries, as well as for women coming from such contexts and now living in Ireland.

Cyprus is another country with an important domestic focus. They are implementing their first NAP and in developing this they looked carefully at Ireland’s experience. Cyprus equally recognised in discussions that the peacebuilding experience of some Cypriot women could be valuable for their participation in CSDP Missions, and at the same time, the CSDP experience could be valuable for a contribution to peace processes at home.

¹⁰ Office of the United Nations High Commissioner for Human Rights. (n.d.) *Women’s human rights and gender-related concerns in situations of conflict and instability*. <https://www.ohchr.org/en/women/womens-human-rights-and-gender-related-concerns-situations-conflict-and-instability>

¹¹ Alliance for Women, Peace, and Security, Frieda – the Feminist Peace Organisation, PeaceWomen Across the Globe & The Swiss Platform for Peacebuilding. (2024). *UN SECURITY COUNCIL RESOLUTION 1325 ON WOMEN, PEACE AND SECURITY. Civil society priorities for the 5th Swiss National Action Plan*. https://koff.swisspeace.ch/fileadmin/user_upload/EN_ONLINE_NAP_REPORT.pdf

¹² Government of Ireland. (2019). *Women, Peace and Security: Ireland’s third National Action Plan for the implementation of UNSCR 1325 and related resolutions*. https://assets.ireland.ie/documents/Third-National-Action-Plan_1.pdf

¹³ European Peacebuilding Liaison Office. (2013). *UNSCR 1325 in Europe. 20 case studies of implementation*. https://peacewomen.org/assets/file/Resources/Government/epl0_20_case_studies_of_usncr_1325_implementation_in_europe.pdf

Peer Review

Some countries organise a peer review of their NAPs. Such a review was carried out, for instance, between Germany and Switzerland in autumn 2021 and consisted of two days of virtual discussions, and resulting in a report being produced.¹⁴ The peer review aimed to evaluate the effectiveness and impact of the measures taken under the German and Swiss NAPs to improve implementation strategies for the WPS agenda. The first part of the report dealt with procedural issues. The peer review addressed the NAP's **effectiveness** through questions on monitoring and evaluation, as well as the coordination between the agencies involved in the NAP implementation. The second part of the report addressed substantive issues, including the **impact** of the NAPs. The three main topics were: the participation of women in peace processes, protection from GBSV, and security policy. Key findings and recommendations were listed at the end of each section.

Conclusions

NAPs 1325 and NIPs for the Civilian CSDP Compact are both national instruments for civilian crisis management. The NAPs that have included civilian CSDP elements can make a significant contribution to the implementation of the gender-related deliverables of the Compact. Such NAPs also contribute to an increased number of partners having knowledge of civilian crisis management by CSDP missions.

There is scope for gender-related elements of the 2023 Civilian CSDP Compact to be integrated into new NAPs 1325. This document provides recommendations and examples on how to include such elements. In addition, the soon to be published mapping of CSDP in the current NAPs of the CoE's members will provide valuable information for interested readers. The mapping will include a link to each NAP for easy reference. A factsheet on the contribution of NAPs 1325 to the two gender-related deliverables of the 2023 Compact accompanies this document.

While there is no single blueprint for NAP 1325 implementation, and strategies and approaches differ, the review revealed the following good practices: national coordination mechanisms, the internal-external focus, and peer review as an example of country-to-country collaboration. These may serve as good examples for the implementation of both civilian CSDP and NAP 1325 at national level.

¹⁴ Federal Department of Foreign Affairs, Switzerland. (2024, December 20). *Women, peace and security*. <https://www.eda.admin.ch/eda/en/fdfa/foreign-policy/human-rights/peace/women-armed-conflicts.html>

CoE Support

The CoE can support its members with further including CSDP elements into new NAPs. This can be done as individual tailored support, but also as match making by bringing two or more members together through a meeting. The CoE is supporting the implementation of the 2023 civilian CSDP Compact through the formation of informal clusters, launching in the first quarter of 2025. These clusters will focus on three key areas: National Governance, Human Resources Management and Strategic Communication. The gender-related deliverables 11 and 16 relate mostly to the Human Resources Management Clusters but there are links with the two other clusters as well. The CoE ensures that gender is mainstreamed in all three clusters.

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