



PLATAFORMA PORTUGUESA
PARA OS DIREITOS
DAS MULHERES

NATIONAL IMPLEMENTATION OF UNSCR 1325 IN EUROPE

CASE STUDY Country: PORTUGAL

Organisation: Portuguese Platform for Women's Rights

Country case studies aim at shedding light on civil society's perspective on the national implementation of UNSCR 1325 in Europe and, more precisely, the process of advocating for and developing, implementing and monitoring National Action Plans (NAP).

Portugal's case study was developed according to the guidelines put forward by EPLO - European Peacebuilding Liaison Office, Initiative for Peacebuilding and International Alert - Understanding conflict. Building peace.

The Portuguese Platform for Women's Rights¹ thanks its member NGO's, and specifically the GRAIL, the Portuguese Network of Young People for Gender Equality, the Alliance for Parity Democracy, the Association of Women Against Violence, the Association of Women XXI Century, the Association for the Advancement of Portuguese Roma Women, Foundation ADFP - Assistance, Development and Professional Training and also the Portuguese Section of Amnesty International and OGiVA (the Observatory on Gender and Armed Violence of the University of Coimbra) for their contributions to the analysis of the implementation of the Portuguese NAP.

This document, dated April the 21st 2010, is to be further developed throughout this year that signals the 10th anniversary of UNSCR 1325 on women, peace and security and represents a contribution of the Portuguese civil society to its monitoring.

¹ The Portuguese Platform for Women's Rights is a social, cultural and humanist non-governmental organisation, independent from political parties, religious institutions or governmental structures, whose members are women's rights NGOs. It was created in 2004 and its main objective is to foster cooperation for collective reflection and action in the promotion of women's rights and gender equality through several means, such as research, lobbying, dissemination of information, awareness-raising and training. The Platform's goals are to contribute to: the empowerment, articulation and mobilisation of Portuguese Women's Rights NGOs; the reinforcement of its networking and cooperation relations with European and International NGOs working in this field, in order to strengthen and support these NGOs' important social role as actors in the process of implementation of gender equality. Therefore, PpDM represents Portugal in the European Women's Lobby and in the Association des Femmes de l'Europe Méridionale; the change of mentalities and the implementation of gender mainstreaming in all areas.



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Section 1: General Information

Does your country have a National Action Plan (NAP) for United Nations Security Council resolution (UNSCR) 1325 on women, peace and security? If not, are you aware of the reasons why the government has not yet developed a NAP?

Portugal has a National Action Plan (NAP) for the implementation of the UNSCR 1325. The Plan was launched in 2009 for the period of 2009-2013. The NAP was approved by a Resolution of the Council of Ministers: number 71/2009, of August the 25th, 2009.

When did your country launch its (first) NAP and what is its status (e.g. internal working document)?

The Portuguese NAP was approved in last year's summer, therefore existing for about seven months.

It was adopted before the approval of (UNCSCR) 1888 of September the 30th 2009 on *Mandating Peacekeeping Missions to Protect Women, Girls from Sexual Violence in Armed Conflict* and (UNCSCR) 1889 of October the 5th 2009 on *Renewed Measures to Improve Women's Participation in Peace Processes, Reaffirming Key Role Women Can Play in Rebuilding War-Torn Societies*.

The Portuguese NAP is coordinated by the National Mechanism for Equality - the Commission for Citizenship and Gender Equality (CIG) - a body of the Portuguese Administration placed under the direct supervision of the Minister attached to the Presidency of the Council of Ministers who holds an umbrella coordinating portfolio in the Portuguese Government organisation. In order to guarantee gender equality mainstreaming, the CIG is assisted by a Consultative Council where all Ministries are represented, namely the Ministry of Foreign Affairs, the Ministry of National Defence, the Ministry of the Interior and the Ministry of Justice.

Having been approved by a Resolution of the Council of Ministers, NAP has a strong implementation mandate.



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What is the main focus of your country's NAP? Do you think it is comprehensive or are there other focus areas that you feel should have been included or highlighted?

The Portuguese NAP is built around: strengthening women's participation and representation in all efforts to promote peace and security; promoting gender mainstreaming in the sectors of security (peacekeeping missions, security system reform), justice; development aid; and reinforcing protection of women and girls in conflict and post-conflict areas.

Specifically, the Portuguese NAP states 5 strategic objectives:

- To increase the participation of women and integrate the dimension of gender equality in every phase of peace building, including all levels of decision making;
- To guarantee the training of the persons involved in peace building processes, on gender equality, gender related violence and other relevant aspects of the resolutions 1325 and 1820;
- To promote and protect the respect for the human rights of women and girls in areas of conflict and post-conflict, regarding the need for: a) Prevention and elimination of gender related violence against them. b) Promotion of empowerment of women;
- To deepen and diffuse the consciousness about the subject "Women, Peace and Security", including training and awareness raising of decision making entities and public opinion;
- To promote the participation of civil society in the implementation of Resolution 1325.

We consider this to be a good comprehensive and encompassing focus.

However, considering that the Portuguese NAP states that "Portuguese Government interprets the resolution as extending beyond armed conflicts and humanitarian aid to include the promotion of policy coherence at a national level concerning issues such as disarmament and weapons control, public security and the elimination of gender-based violence", we consider that the Portuguese NAP falls short on the expectations raised by this recognition.

We consider that measures to control proliferation and misuse of fire arms, being common to several scenarios - war, post-war, and formal peace - should have been included in the Portuguese NAP at multiple levels: international, bilateral and



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national. At the international level this concern could have been included in the security sector reform and at the DDR - Disarmament, Demobilisation and Reintegration² namely to assist in the development of policies to prevent armed gender violence; for instance refusing or revoking gun licences on the grounds of previous acts of gender violence and, specifically aimed at combating domestic violence, creating a spousal consent and approval of gun ownerships.

Moreover, Portugal, as much as other Member States, could have taken this opportunity to reinforce measures in the context of the Arms Trade Treaty and the UN Programme of Action to Prevent, Combat and Eradicate the illicit trade in small arms and light weapons.

Considering that Portugal has a strong technical cooperation with some Portuguese speaking countries in the field of security forces, this dimension, if integrated, could have an important impact in preventing gender violence and respect for women's human rights in these countries.

Another issue that could have been emphasised is related to the participation of young women in the National Defence Day.

The National Defence Day is organised by the Minister of Defense and it is targeted to 18-year-old youngsters, for them to get closer to the reality of National Security and Defence. It aims to be both an incentive to know the military structures of the country and an awareness campaign for the importance of Portuguese Military Forces work in the peace-building actions.

It has been opened to girls' participation since 2008 and it will become compulsory from now on (2010). Bearing in mind that from now on young women's participation will be equal (in terms of numbers) to young men's, action should be taken in order to reduce the highly and traditionally male-oriented environment. This Day represents an incredible opportunity to address gender equality issues, and, therefore, it should be a Governmental priority to approach young women and young men towards National Defence in a truly parity environment.

² Disarmament, Demobilization and Reintegration (DDR) is an applied strategy for executing successful peacekeeping operations, and is generally the strategy employed by all UN Peacekeeping Operations. Disarmament entails the physical removal of the means of combat from ex-belligerents (weapons, ammunition, etc.); demobilization entails the disbanding of armed groups; while reintegration describes the process of reintegrating former combatants into civil society, ensuring against the possibility of a resurgence of armed conflict.



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Is there a timeframe for the NAP? If so, how many years does the NAP cover?

Portuguese NAP timeframe is from 2009 to 2013.

What is the overall budget for the NAP?

Portuguese NAP does not include an overall budget and it does not mention at all how the measures will be funded, which we find to be a huge constraint to its implementation.

Does your NAP include any reference to EU action?

Portuguese NAP mentions the international and European legislation framework of action. Nevertheless, one can not perceive in the text the interconnections and articulation between the international/European level of action and the national level of action, namely, for instance, as far as global indicators and reporting obligations by Portugal in this area are concerned. For the time being there is not an official translation to English of Portuguese NAP.

How would you rate the quality of your country's NAP (1=terrible; 10=fantastic)? Please explain briefly

Portuguese NAP has only been in place for about seven months and we consider that it has several positive aspects, namely: the encompassing legislative framework of action at the international, European and national level on women's human rights and gender equality and the thematic areas of intervention it covers.

We find very disappointing that the Portuguese NAP does not include a budget, specific reference to bodies responsible for implementing the actions, timeline, pace and sequence of the actions nor does it clearly state the participation of civil society in the monitoring of its implementation and evaluation. Furthermore, we miss in the Portuguese NAP the links between the national, European and International levels, considering that Portugal as a member of international organisations have responsibilities and commitments.

In this context, and for the time being, we can but rate the quality of the Portuguese NAP with a 6: being promising, it needs further clarification on its concrete implementation! We hope that, when created, the working group mentioned in the Portuguese NAP will strongly contribute to this clarification and



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that it integrates civil society actors for a close and fruitful collaboration towards a 10.

Section 2: Advocacy for UNSCR 1325 at the National Level

How did civil society in your country first get organised to lobby for a NAP, and what advocacy actions did you individually or collectively take?

Women's Human Rights NGO's (WHRNGO) have been involved in women, peace and security matters since 2000 when several WHRNGO were strongly involved the global campaign towards the approval of a Security Council Resolution on Women, Peace and Security. By that time, a coordinated approach was made in Portugal among WHRNGO and Development NGO's. A specific mention should be made to the international women's rights movement, the GRAIL, which assumed a paramount position in gathering energies and lobbying action for this cause in Portugal by that time.

In 2008, and specifically in the context of the creation of the Portuguese NAP, a consultation of civil society organisations, individual persons and research centres was made by the National Mechanism for Equality - CIG and different stakeholders took positions on the contents that should be included in the NAP; later on, in 2009, a public consultation for contributions before the approval of the Resolution of the Council of Ministers took place during two weeks in the summer/vacation period, from the 15th to the 30th July, which in our opinion hampered the analysis and the possibility of civil society to contribute more in depth.

No particular media coverage took place on this issue.

Are civil society organisations advocating for implementation of UNSCR 1325 in your country more humanitarian, peacebuilding or women-issues oriented?

The Portuguese Platform for Women's Rights is made of Women's Rights NGO's and Gender Equality NGO's and we are an umbrella organisation of NGO's. We can therefore state that civil society advocating for the implementation of UNSCR 1325 at this time is women-issues oriented.

Nevertheless in the public phase consultation other NGO's from different sectors took part, namely humanitarian and development cooperation NGO's, research centres, unions and also individual persons.



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How has the government reacted to CSO advocacy around the NAP?

We can not find differences between the draft of the Portuguese NAP which was put under public consultation in 2009 and its final version published that year.

If your country launched, or is currently in the process of developing a NAP, what strategies do think were key in convincing decision-makers to develop a NAP?

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Section 3: Development of UNSCR 1325 NAP

What was the process for developing the NAP in your country (e.g. conference followed by gender audit)? What actors were involved during the different stages, and what kind of coordination mechanisms exist?

Portuguese NAP states the need for an efficient mechanism of monitoring and evaluation but the only concrete measure envisioned to achieve this is to create a working group, which is to be composed by a representative of each ministry involved in the implementation of the Portuguese NAP.

This group is to be responsible for coordinating the implementation of the Portuguese NAP, for the actions to achieve its specific objectives and proposed activities, guaranteeing a close cooperation with the institutions and organs taking part in its implementation.

This group is also responsible for deciding on the possibility of its enlargement to other bodies, for mobilising financial resources for its implementation and for producing the annual activities reports and two evaluation reports: an intermediary and a final one.

Up to now we don't have any information on the creation of this working group which raises strong concerns on the state of the art of the implementation of the Portuguese NAP.

Furthermore, there is a strong contradiction between the Portuguese NAP intentions, namely as far as involving civil society, and the reality of their inexistence in the group and the fact that the NAP does not specifically foresee the participation of civil society actors in its composition and leaves this decision to be taken - without referring the criteria - by future members of the group when one of



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the activities foreseen to implement Strategic Objective 5 - *To promote the participation of the civil society in the implementation of the Resolution 1325* - is the number of civil society actors participating in the working group.

How was civil society involved in the development of the NAP (e.g. consultations, working group, etc.)? Was there already a national platform / working group on UNSCR 1325 in place before the development of the NAP started?

There is no national platform nor has it ever existed. What existed in the past (2000) was a coordinated work among NGO's of different sectors, which is now being (re) fostered by the Portuguese Platform for Women's Rights.

As previously mentioned, there were two main moments of consultation of civil society: in 2008 and in 2009.

How were people from conflict-affected areas involved in the development of the NAP, if at all?

We have no information on the participation of people from conflict-affected areas in the NAP development.

What are the priorities / goals / actions set out in the action plan?

Strategic Objectives are:

1. Increase the participation of women and integrate the dimension of gender equality in every phase of peace building, including all levels of decision making.
2. To guarantee the training of the persons involved in peace building processes on gender equality, gender related violence and other relevant aspects of the resolutions 1325 and 1820.
3. To promote and protect the respect for the human rights of women and girls in areas of conflict and post-conflict, regarding the need for: a) Prevention and elimination of gender related violence against them. b) Promotion of the empowerment of women.
4. To deepen and diffuse the consciousness about the subject "Women, Peace and Security", including the training and awareness raising of decision making entities and public opinion.



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5. To promote the participation of civil society in the implementation of Resolution 1325.

There is no action plan integrated in the NAP, it only states the strategic objectives mentioned above, with 3-8 sub-objectives each and the actions to be taken to develop them. But it does not state any timeline, pace or sequence of the actions to be taken. The same stands for the monitoring and evaluation of the development of the plan.

Do you feel that the final draft of the NAP represented the views of civil society? If not, what actions did you take?

Portuguese NAP does not integrate all the contributions civil society gave, as previously mentioned. Furthermore it lacks a budget, timeline, pace and sequence of the actions to be taken and clear identification of responsible entities. The same stands for the monitoring and evaluation of the development of the plan.

Section 4: Implementation of UNSCR 1325 NAP

Does the NAP identify a timeline and key actors responsible for implementation? Which Ministries are involved, and who is responsible for implementing the NAP within each Ministry?

As previously mentioned, Portuguese NAP is coordinated by the National Mechanism for Equality - the *Commission for Citizenship and Gender Equality (CIG)* - a body of the Portuguese Administration which is under the Presidency of the Council of Ministers - the umbrella coordinating ministry in Portugal - and involves all other ministries. In this NAP specific key actors are identified as responsible for its implementing, namely the Ministry of Foreign Affairs, the Ministry of National Defence, the Ministry of the Interior and the Ministry of Justice, but does not state who is responsible for implementing each measure, therefore not being clear the lines of responsibility.

Portuguese NAP does not have a timeline to implement the measures stated to be taken. A big deficiency of the plan is that on the operational side it doesn't state the bodies responsible for the implementation of the measures to be taken, and doesn't refer to the pace of the implementation of the various planned measures.



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It states the need of civil society to be consulted on the evolution of the plan, and it projects the possibility of modifications of the plan in cooperation with civil society actors by confirming the importance of the feedback given by NGOs, research centres and other civil actors - not listed, just generally referred - but it does not describe the mechanisms for the civil actors to intervene.

Is civil society regularly consulted or informed about implementation of the NAP? How is the government held to account on implementation of the NAP? (ie. parliamentary questions)

To our knowledge, no consultation or information about the implementation of the Portuguese NAP has been provided until now. There are no specific mechanisms in the Portuguese NAP regarding accountability by the Government. The only existing reference is to an annual report - with no date reference - and two evaluations reports, an interim one and a final one, again with no reference to a timeframe of implementation or methodology.

Is your government supporting any specific action at EU-level?

To our knowledge, no specific action is being supported by the Portuguese Government at EU level until now.

What do you think the impact of the NAP has been in your own country as well as in conflict-affected areas where your country has programmes? (e.g. specific UNSCR 1325 training, women included in civilian crisis management missions)

Since we have no knowledge of the NAP being, in fact, implemented until now - to our knowledge, the monitoring working group foreseen in the plan has not yet been created - , we can not provide this information.

Nevertheless some specific training on women's human rights and gender issues is foreseen in some objectives of the Portuguese NAP.



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Section 5: Monitoring of UNSCR 1325 NAP

Are monitoring and evaluation mechanisms included in the NAP? (e.g. mid-term evaluation, annual reporting). If yes, who is responsible for monitoring the NAP's implementation and what does it entail? Are there any indicators identified in the NAP?

The Portuguese NAP includes one monitoring mechanism that is described in the plan. Every measure to be taken has one monitoring indicator or figure (for example the number of workshops held, or the number of meetings held, or a kit translated and published etc.). But the entity responsible for the monitoring is not stated in the plan, nor are the objectives of these figures/indicators published. There is no minimum number stated or minimum budget to be spent.

Is civil society independently monitoring implementation of the NAP? How did civil society get organised to monitor implementation of the NAP? And what kind of action did civil society undertake?

The Portuguese Platform for Women's Rights is re(fostering) contacts with civil society stakeholders that contributed to the consultation phase of the Portuguese NAP to follow-up together in its monitoring.

The plan refers to the need for civil society to be integrated in the monitoring mechanism, but its details and concrete possibilities are not stated.