

---

**Estonia's Action Plan for the Implementation of UN Security Council Resolution 1325 on  
"Women, Peace and Security"  
in Estonia 2010-2014**

---

**Implementation report for the period 1 January 2012 – 31 December 2012**

---

**Introduction**

1. In October 2000, the UN Security Council adopted Resolution 1325 on Women, Peace and Security (hereinafter "UNSCR 1325") to acknowledge the disproportionate effect of war and conflicts on women and children.
2. To promote the issue in Estonia, at a cabinet meeting in 2010 the Government of the Republic took note of the document "Estonia's Action Plan for the Implementation of UN Security Council Resolution 1325 on Women, Peace and Security in Estonia 2010-2014". The Action Plan consolidates national and international activities in various areas and identifies the leading agency for each area.
3. This report covers Estonia's activities in the period from 1 January to 31 December 2012. Due to the duration of certain projects, some activities from 2011 and continuing in 2013 are also described.

**Summary**

4. The Ministry of Education and Research, the Ministry of Defence and the Ministry of the Interior with its agencies, the Ministry of Social Affairs, the Ministry of Foreign Affairs, the Police and Border Guard Board, the Rescue Board, the Estonian Atlantic Treaty Association and the non-profit organisation Tallinn Model United Nations actively participated in the implementation and analysis of the activities in the second reporting period for the implementation of UNSCR 1325. A number of other institutions were directly or indirectly involved in implementing activities under UNSCR 1325, and the Riigikogu played a prominent role in promoting UNSCR 1325 objectives and activities.
5. The report on implementation of the Action Plan for 2012 indicates that Estonia considers the activities associated with the objectives of UNSCR 1325 to be relevant and important and wishes to continue successful wide-ranging cooperation at the national and international levels.
6. At the international level, Estonia presented its UNSCR 1325 National Action Plan and its implementation at the UN, NATO, EU, OSCE and several agencies of these organisations. Focussing on the empowerment of women through education and on the protection and promotion of human rights, including the freedom of expression, the internet and the media, as well as on combating impunity, Estonia actively participated in the development and implementation of policies under UNSCR 1325 in the aforementioned organisations.
  - Estonia's representative was elected as Vice-President of the Executive Board of the UN Entity for Gender Equality and the Empowerment of Women (UN Women) for 2012.
  - Estonia participated actively in the work of the UN Commission on the Status of Women (CSW).
  - UNSCR 1325 topics are important in Estonia's work in the UN Human Rights Council. In November 2012, Estonia was elected as a member of the UN Human Rights Council for 2013-2015. UNSCR 1325 topics continue to be among Estonia's human rights priorities.

- Estonia emphasises the need to consider the aspects of UNSCR 1325 and implementation of relevant activities in the context of the Rome Statute of the International Criminal Court (ICC). In her speeches and meetings, Ambassador Tiina Intelmann, President of the Assembly of States Parties of the Court, addressed the issue of sexual violence, which may constitute a crime of international concern if it is part of a widespread or systematic campaign. As women are the largest group of victims of sexual violence, the fight against impunity must be complemented by greater involvement of women in activities associated with peace and security. Estonia supports the continuing attention of the UN on the implementation of UNSCR 1325 and its follow-up resolutions.
  - In 2012, Estonia emphasised the importance of drafting an action plan on UNSCR 1325 in the OSCE, but it was unfortunately not adopted due to a lack of consensus within the organisation.
  - Estonia supported the creation of the post of special representative for UNSCR 1325 at NATO. At the end of 2012, Estonia decided to allocate financial support for an analysis, overseen by Sweden, to assess implementation of the principles of UNSCR 1325 in NATO missions. The funds will be allocated in 2013.
  - In 2012, Estonia continued active cooperation in the field of development assistance and humanitarian aid with priority partner countries. Through the co-operation of government agencies and NGOs, several bilateral and multilateral projects for the prevention of violence against women and for the social and educational empowerment of women and children in Afghanistan, the Central African Republic, Chad, Georgia, Moldova, Niger, South Sudan, Ukraine and Yemen were implemented.
7. The analysis of national activities in the reporting period confirms the importance of increasing awareness, coordination and cooperation with regard to UNSCR 1325. The following trends and observations can be highlighted:
- In the context of the administrative area of the Ministry of Defence and UNSCR 1325, undeniably the most important development has been the adoption of the new Defence Forces Service Act (DFSFA), which entered into force on 1 April 2013. According to the Act, women are entitled to assume the duty to serve in the Defence Forces and to be employed as regular members of the Defence Forces or to participate as reservists in reserve training or to undertake military service. The success of the implementation of the Act and any relevant conclusions will be an important element of the analysis of the next reporting period. The Act also supports increased opportunities for women to participate in international military missions.
  - In terms of raising awareness of UNSCR 1325, advanced national defence courses for higher state public servants, members of parliament, journalists, representatives of the business community, etc., serve as an important tool for raising awareness.
  - An assessment of educational activities relating to UNSCR 1325 indicates that a solid base group of teachers capable of successfully providing peer-to-peer training courses has been created over the years. We are prepared to share our experiences in this field with other countries.
  - An important development for students was the publication of a new textbook on national defence in the autumn of 2012. The textbook discusses the elements of UNSCR 1325 through aspects of security. The textbook can be downloaded from the internet.
  - A need for improved coordination emerged as a result of expansion of the network of persons responsible for this subject area and an increase in the number of implemented activities. The previous approach – decentralised action, shared responsibility – was retained

and national central coordination was organised through the e-mail address [Res1325@lists.mfa.ee](mailto:Res1325@lists.mfa.ee).

- With regard to the implementation of UNSCR 1325, the system of indicators to be used for performance assessment, which is strongly supported by Estonia, merits special attention. Estonia's Action Plan establishes links between particular activities and indicators and both the previous<sup>1</sup> and this report reveal that the indicators and reporting obligations established in the Plan enable a systematic review of the activities implemented primarily by the government, but also by NGOs and through the cooperation of both. However, treatment of the issues is inhibited by the complexity of processing the statistical data used to describe the development of the fields in question. The following observations have been made in the course of implementing the Action Plan:
  - a) only financial allocations for development assistance and humanitarian aid are clearly measurable;
  - b) it is difficult to establish terms for the implementation of qualitative activities and to provide budget resources for the achievement of established goals;
  - c) issues (such as human trafficking) are sometimes addressed inconsistently and randomly;
  - d) it is difficult to assess the level of public awareness created by information campaigns.

As a consequence, the report focuses on qualitative, rather than quantitative, indicators for the majority of the activities, which will make it difficult to make year-to-year comparisons in the summary report on the Action Plan in 2014.

8. Cooperation between government agencies and NGOs is continuing in 2013 at the international and national levels to achieve the objectives of UNSCR 1325 and the National Action Plan. Estonia continues to promote the content, conclusions and lessons learned from the National Action Plan both in Estonia and at international level, with on-going cooperation with Estonia's priority partner countries on issues related to UNSCR 1325.

## **Implementation of UNSCR 1325 during the reporting period of 1 January to 31 December 2012**

### **Political and diplomatic activities within international organisations**

#### A. At the level of international organisations

9. Estonia followed and upheld the discussion of the issues relating to UNSCR 1325 in the UN Human Rights Council (HRC) by making references to UNSCR 1325 in statements and emphasising the need for increased awareness of the importance of these issues (e.g., the speech during the 20<sup>th</sup> session of the HRC in June 2012: "Annual Full-Day Discussion on Women's Human Rights. Panel 1: 'Remedies and reparations for women who have been subjected to violence'".)

---

<sup>1</sup> [http://www.vm.ee/sites/default/files/UN-1325\\_report\\_ENG\\_veeb.pdf](http://www.vm.ee/sites/default/files/UN-1325_report_ENG_veeb.pdf)

10. Estonia facilitated international monitoring of compliance with the principles of UNSCR 1325 by addressing the issues of women's rights and gender equality in the Universal Periodic Reviews of human rights in other countries.
11. As a member of the Executive Board of UN Women and CSW, Estonia supported the objective of strengthening the role of women in society and improving cooperation between organisations for enhanced achievement of this objective. Estonia presented its positions in these forums in support of reinforcing the role of women, including in sectors that are important for Estonia, such as education, IT and communications.
12. In her speeches during debates in the UN Security Council (19 January 2012, debate on the Rule of Law (<http://www.vm.ee/?q=node/13513>); 23 February 2012, debate on Women, Peace and Security (<http://www.vm.ee/?q=node/13789>)) Tiina Intelmann, President of the Assembly of State Parties of the ICC and Estonian Ambassador Extraordinary and Plenipotentiary to the ICC, addressed the issue of sexual violence, which may constitute a crime of international concern if it is part of a widespread or systematic campaign. The ambassador emphasised that women are the largest group of victims of sexual violence and therefore the fight against impunity must be complemented by greater involvement of women in activities associated with peace and security. The fact that the issues of UNSCR 1325 and implementation of follow-up resolutions require the continuous attention of the UN was also mentioned by Urmas Paet, Estonia's Minister of Foreign Affairs, in his speech in Tallinn on 10 September 2012 at the international seminar "10 Years of the International Criminal Court: A Focus on Victims".
13. In OSCE, Estonia worked towards having the implementation of UNSCR 1325 noted separately as a priority of the EU and in speeches in the Permanent Council and at the Forum for Security Co-operation.
  - Estonia gave a speech on gender equality on behalf of the EU at the 9<sup>th</sup> Human Dimension Implementation Meeting of the OSCE in Warsaw (24 September to 5 October 2012, "Tolerance and non-discrimination. Equality of opportunity for women and men; Prevention of violence against women"). In the speech made on behalf of the EU, we reiterated the obligation to incorporate the commitments of UNSCR 1325, including by adopting action plans for the implementation of UNSCR 1325, as well as developing an OSCE action plan<sup>2</sup>.
  - Estonia presented its positions regarding the OSCE-Wide Action Plan on the implementation of UNSCR 1325, which was unfortunately not adopted. As we consider it an important tool for coordinating and implementing activities under UNSCR 1325, we are prepared to participate in drawing up and adopting an action plan also in 2013.

---

<sup>2</sup> Extract from the speech: "In 2008, the EU adopted a Comprehensive Approach for the Implementation of UN Security Council Resolutions No 1325 and 1820. In 2010 the EU, among its activities to implement its Strategy for Equality between Women and Men 2010-2015, renewed its commitment to continue implementing the EU Comprehensive Approach to these resolutions and to monitor its implementation through the use of dedicated indicators and the regular preparation of a progress report. The importance of the implementation of these resolutions cannot be underestimated. As there is still some way to go to fulfil the commitments, the EU further encourages both the OSCE and all participating States to incorporate the commitments of UNSCR 1325 and Ministerial Council Decision 14/05 into their respective policies, including by adopting national action plans for the implementation of the UNSCR 1325 as well as by requesting women's participation in all stages of the OSCE's efforts in the fields of peace-building and democratisation."

- Estonia’s representative Dea Hannust served as a rapporteur at the OSCE conference on “Prevention of radicalisation of women”. In addition, in October 2012, Estonia participated in the OSCE conference on “Women in Mediation”.
- The Estonian ambassador participated in the OSCE Power Breakfasts where the office of the OSCE Gender Adviser organised discussions on issues such as women in sports, gender budgeting, and women in police and in the wider security sector.
- Our ambassador also attended regular lunch meetings of female ambassadors where the role of women in the OSCE was discussed among other topics.

14. Estonia gave a presentation on the process of preparing its UNSCR 1325 National Action Plan (NAP) and lessons learned to countries that are still developing their action plans, and was an active participant in the workshops for identifying the best solutions for implementing the objectives of the resolution. For instance, Estonia gave a presentation on its Action Plan on 2 March 2012 at the CSW side event<sup>3</sup> on “Moving Toward a Just Peace: UNSCR 1325, Inclusive Peacebuilding, Relevant Research”. The meeting was attended by some 40 participants from various organisations (e.g., UN Women), universities and from those countries, mostly African, that intend to prepare their own national action plans for UNSCR 1325.

15. In addition to the Ministry of Foreign Affairs, the Ministry of Defence and the Ministry of Social Affairs also actively contributed to Estonia’s international activities relating to UNSCR 1325.

- In 2012, the Ministry of Defence participated in the drafting of the Council of the European Union document on implementing UNSCR 1325 in EU Common Security and Defence Policy missions.
- A representative of the Ministry of Defence participated in a seminar of the policy committee of NATO missions from 17 to 18 December 2012 in Stockholm, during which the implementation of UNSCR 1325 in operations and missions led by NATO was examined.
- In 2012, the Ministry of Social Affairs prepared a report on implementation of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)<sup>4</sup>, which will be submitted to the UN.

## B. At the national level

16. Estonia continued to address the UNSCR 1325 issues, including responsibility and the fight against impunity, in its foreign communications, especially in the meetings and speeches of the Minister of Foreign Affairs and of the President. This work was also promoted by other relevant institutions within their areas of competence.

## **II. Bilateral and multilateral development cooperation and humanitarian aid to improve the condition of women in post-conflict situations**

### A. At the level of international organisations

---

<sup>3</sup> Organised by the International Sociology Association (ISA) in cooperation with the City University of New York.

<sup>4</sup> Committee on the Elimination of Discrimination against Women.

17. Estonia has stressed in its activities that in formulating EU development cooperation objectives, adherence to the principles of UNSCR 1325 and UNSCR 1820<sup>5</sup> should be highlighted with regard to post-conflict countries. Estonia also contributed towards the implementation of the EU Gender Action Plan in Development.

18. Estonia contributed EUR 82 000 to international organisations in the form of activity support for 2012 (allocated in October 2011) as follows:

UNICEF <sup>6</sup>	-	EUR 45 000;
UNGEI <sup>7</sup>	-	EUR 12 000;
UN Women	-	EUR 25 000.

Estonia allocated EUR 125 000 (in December 2012) to international organisations as activity support for 2013:

UNICEF	-	EUR 60 000;
UNGEI	-	EUR 20 000;
UN Women	-	EUR 45 000.

19. Estonia provided humanitarian aid in the amount of EUR 475 000 to alleviate the situation of women and children in humanitarian crises. All humanitarian aid projects take gender considerations into account, which demonstrates that projects are an appropriate means to improve the situation of women. As a member of UNICEF, the UN Refugee Agency UNHCR<sup>8</sup> and UNDP<sup>9</sup> council, Estonia supported the following projects associated with UNSCR 1325:

- UNICEF project in Yemen to ensure “Protection of unaccompanied / separated / trafficked / smuggled children in Yemen; including unaccompanied migrant children from the Horn of Africa” – EUR 50 000 (allocated in December 2011 for CAP<sup>10</sup> Yemen 2012);
- UNICEF project in the Central African Republic on “Preventing and responding to gender-based violence in conflict affected areas, with a focus on children’s specific needs” – EUR 50 000 (January 2012);
- UNICEF project in Chad on “Emergency nutrition and child survival response to the population of the Sahel belt of Chad and refugees, returnees and IDPs” – EUR 50 000 (February 2012);
- UNICEF project in South Sudan on “Providing coordinated and timely lifesaving education for emergency-affected girls and boys through an efficient emergency education core pipeline, establishing protective learning spaces and delivery of emergency life skills and psychosocial support” – EUR 50 000 (May 2012);
- WFP<sup>11</sup> project in Niger to assist people suffering due to the Sahel food crisis, aiming to provide food to 2.6 million people, mainly women and children (“Saving lives, preventing acute malnutrition and protecting livelihoods of vulnerable crisis-affected populations (food component)” – EUR 70 000 (June 2012);
- UNICEF project in Ukraine on “Harmonisation of Ukraine’s national legislation with the requirements of the UN CRC Optional Protocol on the Sale of Children and Council of

---

<sup>5</sup> UN Resolution 1820 (2008) specifies the harm caused by sexual violence in armed conflicts and requires that it should be combated by the parties to the conflict and other involved parties.

<sup>6</sup> The United Nations Children's Fund.

<sup>7</sup> United Nations Girls' Education Initiative.

<sup>8</sup> United Nations High Commissioner for Refugees.

<sup>9</sup> United Nations Development Programme.

<sup>10</sup> Consolidated Appeals Process.

<sup>11</sup> World Food Programme.

Europe Convention No. 201 on the Protection of Children from Sexual Exploitation and Sexual Abuse” – EUR 50 000 (December 2012);

- UNICEF project in Moldova to promote children’s rights on “Equity and justice for children” – EUR 50 000 (December 2012);
- UNHCR projects in Georgia for reducing sexual and domestic violence against women among internal refugees – EUR 55 000 (January 2012);
- Estonia supported UNRWA<sup>12</sup> with EUR 50 000, but the share of the contribution towards the objectives of UNSCR 1325 was not separately earmarked.

20. In 2012, Estonia implemented bilateral development cooperation projects in Afghanistan, Georgia, Moldova and Ukraine, involving government agencies and NGOs both at the international and national levels, focussing on the prevention of violence against women, raising awareness and self-help skills, as well as the social and educational empowerment of women and young people. The development cooperation database of the Ministry of Foreign Affairs allows for the keeping of separate records on projects for women and implementation of the gender aspect in the projects. The projects of the reviewed period are as follows:

In Afghanistan:

- A festival in Kabul for the promotion of women’s rights and social inclusion (“Sound Central Festival: Women’s Day”). The project was implemented by Argus Playworks Ltd. from 30 September to 10 October 2012. The cost of the project was EUR 5 506.

In Georgia:

- Creating a foundation for dealing with the problems of domestic violence in Georgia. The project is being implemented by the Estonian Academy of Security Sciences from 1 September 2012 to 28 February 2014. The cost of the project is EUR 99 598.
- Improved protection of the rights of the weaker party in family relations in Georgian courts (action against domestic violence). The project is being implemented by Forum Academicum Internationes Roela MTÜ from 1 October 2012 to 31 May 2013. The cost of the project is EUR 14 615.
- Drawing attention to women’s rights and the associated shortcomings in Georgia (“Women’s Rights - Art in Action”). The project was implemented by the Women’s Fund in Georgia from 10 January to 10 April 2013. The cost of the project was EUR 6 400.

In Moldova:

- Launch of telephone-based primary health counselling. The aim of the project is to prepare and test telephone-based primary medical counselling for the residents of Chişinău in Moldova, modelled after the medical advice hotline number 1220, which has operated in Estonia since 2005. If the project is successful, the services will be expanded to cover the entire population of Moldova. The cost of the project is EUR 43 896.
- Increasing the competency and capacity of advisory services and education on reproductive and sexual health for young people. The cost of the project is EUR 26 371.
- Improved protection of the rights of the weaker party in family relations in Moldovan courts (action against domestic violence). The project is being implemented by Forum Academicum Internationes Roela MTÜ from 1 October 2012 to 30 September 2013. The cost of the project is EUR 15 275.

---

<sup>12</sup> United Nations Relief and Works Agency.

In Ukraine:

- Improved protection of the rights of a weaker party in marital relations in Ukrainian courts (action against domestic violence). The project is being implemented by Forum Academicum Internationes Roela MTÜ from 1 October 2012 to 30 June 2013. The cost of the project is EUR 14 855.

21. In the administrative area of the Ministry of Defence, Estonia presented its positions on the promotion of UNSCR 1325 at several international meetings. A conference on “Mainstreaming Gender Perspective into Security Sector Reform” was held in Tbilisi, Georgia, from 17 to 18 September 2012, with participants from NATO, the EU, UN, and the gender equality council of the Georgian parliament. In his presentation on the implementation of Estonia’s National Action Plan, Taimar Peterkop, Undersecretary for Legal and Administrative Affairs of the Ministry of Defence, also reported on the opportunities for women to enter military service, created under the new Defence Forces Service Act.

B. At the national level

22. The non-profit Estonian Women’s Studies and Resource Centre continued promotion of the issues of gender equality for the domestic audience through the UN Millennium Development Goals. A special booklet has been published. The Centre is a regular participant in the work of the Human Rights Roundtable and has organised several roundtable meetings. Particularly notable is the promotion of involvement of women in national security in cooperation with Tiiu Kera, a retired US general with Estonian roots.

23. In 2012, the Ministry of Foreign Affairs continued its cooperation with the non-profit organisation Mondo for developing a virtual donation environment for supporting women and children at <http://muudamaailma.ee/kingitused/>. The environment enables Estonian residents to make voluntary private donations to support women and children of Afghanistan, Ghana, Kenya and Uganda. For example, as of October 2012, 30 persons had made private donations to support Afghanistan, amounting to EUR 1 072. This indicates that the donation environment has not achieved the expected level of popularity (the amount spent on creating and promoting the system is several times higher than the amount received from donations). On a positive side, in Afghanistan, within the framework of the same project:

- school packages were distributed to 2000 children in Glowan Sai, Tewtash and Sorkh Shahr basic schools in Dare Souf District, Samangan Province;
- school packages were distributed to 135 children in Fatima Zahra school, Jalalabad;
- 30 sewing machines were distributed to women who participated in training;
- 36 female goats (April 2012) and 25 female goats (August 2012) were distributed to participants in training;
- school support was provided to 135 children of Fatima Zahra school.

24. A notable event in the context of practical cooperation projects was the seminar on “Women, security and economic development in the rural areas of Afghanistan” (30 April 2012), organised in collaboration by the non-profit organisation Mondo, the European Network of National Civil Society Associations (ENNA), the European Commission, and the Ministry of Foreign Affairs. The seminar provided an opportunity to discuss the situation of women and

their role during the transition period in Afghanistan with experts from the governmental, academic, and non-governmental sectors, focussing on the everyday economic skills and human rights of women in rural areas in the security context and providing examples of women's involvement at the local and national levels (<http://mondo.org.ee/seminar/>).

### **III. Increasing the number of experts on gender issues and providing training for them, as well as increasing general awareness of women, peace and security in institutions dealing with peace and security**

#### **A. At the level of international organisations**

25. Discussion of the principles of UNSCR 1325 in the context of operations and missions has not been a priority at the meetings of international organisations and has received only brief mention. However, the gender aspect is of increasing importance in EU and NATO missions, especially at the command level, and raising the relevant awareness needs continued support. For that purpose, Estonian experts participated in NATO discussions and supported the appointment of a special representative of the Alliance on UNSCR 1325 (Norwegian contribution). In addition, Estonia decided to allocate financial support to an analysis of the aspects of UNSCR 1325 in NATO missions (overseen by Sweden) that began at the end of 2012. The funds will be allocated in the middle of 2013.
26. Within the framework of the action plan of the Coordination Bureau of the Police and Border Guard Board (PBGB) training continued on UNSCR 1325 principles for officials of the PBGB who are deployed in international civil missions, performing duties in the service of international organisations, or have long-term assignments abroad<sup>13</sup>. Gender considerations are incorporated into the pre-mission training organised by the Ministry of Foreign Affairs. The volume of training depends on the nature of a particular mission and the local situation. The PBGB also participates in the work of the Nordic-Baltic Network of Policewomen (NBNP). In 2013, the chairwoman of the NBNP is from Estonia.

#### **B. At the national level**

27. Increasing the number of gender experts and providing training for them is not a separate activity in Estonia, but is integrated into the principal activities of several agencies. As raising awareness is directly related to general school education, within the administrative area of the Ministry of Education and Research (MER), the issues of security (incl. UNSCR 1325) and gender equality are discussed at all school levels in the Estonian education system. It is an important part of providing children with democracy education and civic knowledge, as well as the social integration of young people. The task of increasing the number of experts on gender issues and providing training for them is also included in the action plans of the Police and Border Guard Board, the Ministry of Defence, the Ministry of the Interior, as well as the agencies in their administrative areas, such as the Estonian Academy of Security Sciences. The

---

<sup>13</sup> As of 31 December 2012, the Ministry of Foreign Affairs employed 18 civilian experts: four employees (50% women) of the PBGB in the framework of the NATO Training Mission Afghanistan (NTM-A), two experts of the Rescue Board and two experts of the PBGB (one women) in the EUPOL Afghanistan mission, four experts of the PBGB in the EUMM Georgia mission, and five experts of the PBGB in the EULEX Kosovo mission. One further expert (a woman) is employed by the EU Civilian Planning and Conduct Capability. Furthermore, two communications officers serve at Europol and one communications officer of Interpol also serves at Europol.

objectives of UNSCR 1325 and practical activities conducted at both the national and international levels are included in various courses of the Estonian National Defence College and the Baltic Defence College. These issues are also discussed in higher national defence courses.

28. The MER has actively promoted UNSCR 1325 and the related educational issues in 2012, sharing responsibility for preparing and distributing information materials on women, peace and security that are intended for use in national defence and social studies classes in upper secondary schools.

- Topics associated with the Geneva Convention are discussed in general education schools.
- Peace education is an important subject in the history curriculum: the impact of wars on the understanding of humanitarian law, the creation of the Red Cross and bans on armaments.
- Social studies classes address the rights and obligations of people, the links between human rights and humanitarian law, and the issue of refugees and resettlement.
- The natural sciences curriculum includes discussions on the impact of crises on the environment and demographic processes.
- International humanitarian law and development cooperation are mandatory topics in the social studies curriculum (at the upper secondary school level) and they are also examined in in-service training for teachers. International humanitarian law can also be selected as a separate optional course.
- The issue of gender equality (stereotypes) is addressed in social studies classes at all levels of education. The topic is widely integrated in Estonian curricula and is also discussed during in-service training courses for teachers. Gender equality is mentioned separately in the national curriculum for upper secondary schools (Section 2 (3))<sup>14</sup>.

The curricula have been prepared in accordance with the principles specified in national strategies and international documents.

29. Since 2006, the MER and the Estonian Red Cross as well as the International Committee of the Red Cross have been implementing the educational programme “Discovering humanitarian law”, the main objective of which is to develop a sense of responsibility in young people and teach them to respect life and human dignity. The programme is coordinated by the Estonian History and Social Studies Teachers’ Association, with Aare Ristikivi, a teacher of history and social studies at Hugo Treffner Upper Secondary School, serving as the coordinator. The MER supports a wide range of activities necessary for implementing the programme (translation and editing of study materials, training, etc.).

- The study materials (prepared by Aare Ristikivi and Annika Talver, lecturer at the Estonian Academy of Security Sciences) address both historical and modern events in order to give students an idea of how implementing humanitarian law can help to alleviate the atrocities of war and the suffering of the civilian population, with the objective of developing a sense of responsibility as well as respect for life and human dignity in young people. The topic is introduced through student discussions and the recollections of people who have participated in armed conflicts. The study material is available as a printed version and in electronic form on the website of the Estonian Red Cross at <http://www.redcross.ee/et/info.html>.

---

<sup>14</sup> The national curricula for basic schools and upper secondary schools were approved by the Government of the Republic on 28 January 2010.

- A second competition of student papers was organised in the spring of 2012, with the winners being awarded a trip to the international youth camp on “Discovering humanitarian law”. The students were asked to describe their work as volunteers. The submissions were evaluated by trainers and representatives of the Estonian Committee of the Red Cross and the MER. As a result of the competition, teacher Evelin Tiiter and students Mariliis Tiiter (both from Kadrina Secondary School) and Karmen Koit (Tallinn 32<sup>nd</sup> Secondary School) flew to the camp, which was held in Macedonia from 6 to 10 September 2012.
- On 23 and 24 August 2012, Aare Ristikivi as project coordinator, Indrek Simisker as a representative of the Estonian Red Cross, and Siiri Lepasaar as a representative of the MER participated in a regional meeting on human rights in Zagreb, Croatia. Estonia’s representatives gave a presentation on the current state of humanitarian education in Estonia and participated in discussions on the future of the project.

30. It can be said that a solid base group of experts capable of successfully providing peer-to-peer training courses has been created over the years.

- The fourth training event for teachers to promote the study materials for the programme “Discovering humanitarian law” was held in October 2012. The training in Tartu was primarily intended for teachers from Southern Estonia, but there were participants from all over Estonia. There were 33 participants in total. The trainers included Maja Andric (International Committee of the Red Cross) and Estonian teachers/experts Indrek Simisker, Inga Zemit, Indrek Riigor, Aare Ristikivi, Ege Lepa and Madis Somelar.
- In November 2012, the first training for teachers of Russian-language schools was held in Tallinn. There were 12 participants and trainers included I. Simisker, A. Ristikivi, E. Lepa and I. Riigor.

The participants in training in 2012 received the study materials on “Discovering humanitarian law”. To the extent possible, these have been distributed to participants in previous training courses as well. The materials on humanitarian law have been continuously improved and local examples have been developed.

31. The addition of the topic of humanitarian law to the topics of the 2012 national student social studies competition will certainly help students to appreciate the importance of humanitarian law. Approximately 700 students from all over Estonia take part in the competition.

32. A notable development in the UNSCR 1325 activities of the Ministry of Defence was the appointment of a contact person on human rights. The contact person is also responsible for issues associated with UNSCR 1325, such as women’s rights, violence against women, gender equality, etc. The organisation of public opinion surveys on the role of women in guaranteeing peace and security should also be mentioned.

- At the end of 2012, the Ministry of Defence and the International Centre for Defence Studies organised a survey on “Opinions on service in the Defence Forces and the reputation of the Defence Forces among Estonian upper secondary school students” to obtain an overview of the opinion of young men and women on military service and the profession of a regular member of the Defence Forces. The survey reveals the opinion of women on service in the Defence Forces and includes an analysis of measures that could increase the participation of women in the Defence Forces and in international missions. The survey targeted young

women who want to undertake military service. The final results of the survey will be available in June 2013.

- The survey on “Opinions on the Estonian Defence Forces before and after compulsory military service” was conducted for the sixth year in a row in November 2012 and included a survey of the opinions of young women who will finish their studies at an upper secondary school or a vocational school in 2013. It was discovered that 7 % of them would definitely be interested in undertaking military service, while about one quarter of young women might possibly be interested. Of the respondents, 54 % believed that women should be able to complete military service on a voluntary basis, but according to a different programme; 31 % stated that young women and young men should serve in similar conditions, and 1 % opined that military service should also be mandatory for women.
- The biannual public opinion survey on national defence includes questions on women’s participation in military service. According to the survey organised in October 2012, nearly 2/3 of the population believes that women should be able to undertake military service on a voluntary basis, while 43% stated that they should do so according to a separate programme. Of the respondents, 22% considered it necessary for women to have the same conditions as young men. Almost one third (29%) were of the opinion that women should not participate in military service. Compared with the responses from two years ago, the share of this last group of respondents has decreased slightly, indicating a growing favourable attitude towards women in military service.

33. Within the administrative area of the Ministry of Defence – security and national defence – UNSCR 1325 and gender issues were not addressed as part of the general training for commissioned and non-commissioned military officers. However, some training in both subjects is provided in the framework of courses on law and culture; the topics of human rights, gender equality, humanitarian law, violence against women, and human trafficking are discussed within pre-deployment training addressing the cultural context of the conflict area. The Defence Forces welcomed training offers concerning gender issues and members of the Defence Forces participated in such training whenever possible. A wide discussion of the issues of UNSCR 1325 was continued at the upper secondary school level, as well as in vocational schools, higher national defence courses, training for commissioned and non-commissioned military officers, pre-deployment training, and the courses of the Estonian National Defence College and the Baltic Defence College.

- A new textbook on national defence for upper secondary schools and vocational schools was published in 2012 that includes an examination of the role of women in wars, the women’s and youth organisations of the Defence League, and the opportunity offered to women in the new Defence Forces Service Act to voluntarily assume the duty to serve in the Defence Forces after military service, to undertake military service, and to participate in reserve training. Publication of the textbook enables greater attention to be drawn to the topic in national defence and social studies classes at the upper secondary school level.
- Members of the Riigikogu, higher state public servants and military personnel, leaders of local governments, businesses and non-profit organisations, journalists, religious and cultural figures, etc., participate in higher national defence courses, organised biannually by the Ministry of Defence. The courses include a discussion of the role of women in guaranteeing peace and security. In October 2012, the courses included a lecture by Margus Kolga, Estonian Ambassador to the UN, on the role of the UN in guaranteeing peace and security. In April, Mart Nutt, Chairman of the Estonian Institute of Human Rights, spoke about human rights and security. The courses have included examinations of the role of

citizens, incl. women, in national defence through increased volunteering and defence motivation.

- There is no Defence Forces training manual that deals directly with the issues addressed in UNSCR 1325, and military training programmes do not include specific training on gender equality. The courses at the Estonian National Defence College focus mainly on international law and the law of armed conflict, with a brief discussion of the nature of human rights and principal subjective rights.
- The Baltic Defence College promotes the objectives of UNSCR 1325 and activities undertaken at both the national and international levels within various courses. As an international educational institution, the College offers study modules or sub-modules in English on various topics such as human rights, international humanitarian law, violence against women, and human trafficking.
- In pre-deployment training, members of the Defence Forces to be sent to Afghanistan receive information on the local culture, traditions and customs, including the role of women. Gender aspects are mainly addressed in training from the viewpoint of local customs and rules for communication with local women: how to behave in the company of women, when and how one should talk to women, etc. The Estonian contingent is charged with the task of ensuring general security in their area of responsibility in Afghanistan and, therefore, it was not considered necessary to provide the members of the Defence Forces with training on the identification of violations of the rights of women, as this is not part of the immediate duties of the members of the Estonian Defence Forces. The need for training on sexual abuse, including abuse by soldiers, should be analysed in the future in the context of specific missions.

34. As an Estonia-wide volunteer organisation of women, Naiskodukaitse (women's voluntary defence organisation) promotes defence motivation and supports social activity and the development of the social skills of women. In order to increase security for themselves, their family members and the nation as a whole, Naiskodukaitse provides its volunteer members, older members of the young women's voluntary defence organisation (Kodutütred) and non-members with basic training on first aid and offers a course on everyday safety. This improves the ability of the members of Naiskodukaitse, as well as the population in general, to create a safe environment and prevent risk situations. Through educating citizens and preserving patriotic traditions, Naiskodukaitse contributes to the achievement of the national defence objectives of the Defence League and to the wider development of society. As of the first half of 2012, Naiskodukaitse had 1 768 members and Kodutütred had 3 513 members. Together, the members of Naiskodukaitse and Kodutütred constitute 24 % of all members of the Defence League. In addition, it should be mentioned that the number of members in Kodutütred exceeds the number of members in Noorkotkad (young men's voluntary defence organisation), which gives evidence of the high level of popularity of national defence among young women.

- In national cooperation, Naiskodukaitse, the Women's Network of Estonian Police and the Estonian Academy of Security Sciences organised, for the second year in a row, a joint event "From women to women" (11 March 2012). The objective of the family event was to introduce women to the possibilities of increasing their personal security and that of their families, to offer new opportunities to acquire new knowledge and skills, to promote civil initiative, and to raise awareness about the opportunities and duties of women in law enforcement and defence structures. All revenues from this event, organised on a volunteer basis, were donated to the Estonian Women's Shelters Union to help fund the support

hotline for women who have suffered from violence (<http://www.naistepaev.ee>). This charity event will be organised again in March 2013.

- At the local level, volunteer members of Naiskodukaitse have shown initiative by organising charity lotteries to support local women's shelters.
- Some regional sections of Naiskodukaitse offer training on crisis assistance.

35. The objectives of the Estonian Defence Forces in connection with the implementation of UNSCR 1325 – to ensure gender equality in national competitions to fill peace and security positions, to ensure equal treatment of female mission participants, to improve understanding and assist in solving the problems of women in the mission areas and to pay special attention to the involvement of women – were achieved in 2012 by allowing the deployment of female members of the Defence Forces both as professional experts and as ordinary members of the armed forces. Estonian participants in international military operations adhere to the missions' code of conduct, and supervision over the performance of this obligation is ensured at the command level of the mission. An appropriate investigation procedure is initiated in the event of any breach of rules.
36. In 2012, no specific training was offered to women serving in the Defence Forces to improve their opportunities to participate in international operations. Based on their professional and military training, women in active service can participate in international operations on an equal basis with men. On average, a mission rotation includes 3-5 females, who are employed mainly as staff officers or in support functions, such as public relations or medicine.
37. In 2012, experts from the Ministry of the Interior and the PBGB participated in the creation of the manual of the IOM<sup>15</sup> on "The country of origin and a safe third country". Among other issues, it deals with aspects of gender-related persecution in asylum procedures. The topic of gender equality is examined in the PBGB training for asylum seekers. In addition, employees of the PBGB participated in a conference on gender balance and in training on gender equality (two employees).
38. The Ministry of Social Affairs worked on promoting gender equality and reducing violence against women on a daily basis. In 2012, the Ministry of Social Affairs and the PBGB organised four network trainings on domestic violence (in Paide, Jõhvi, Valga and Tallinn), with six similar training events planned for 2013. In addition, training was provided to judges and prosecutors and, due to great interest, such training events will continue in 2013.
39. In 2012, the Ministry of Social Affairs funded women's shelters through the Gambling Tax Council and the funding will continue in 2013. A special working group will be assembled in 2013 to develop a scheme for better sustainability in the funding of women's shelters.
40. In 2012, the Ministry of Social Affairs received approval from Norway for its project proposal for funding further work on the issues of violence against women, domestic violence and human trafficking, with the respective activities (information campaigns, development of services, prevention, training, etc.) starting in 2013. The projects will run until the end of 2015, with the official end of the programme in 2016.

---

<sup>15</sup> International Organization for Migration.

41. The Estonian Atlantic Treaty Association has been very active in promoting the objectives of UNSCR 1325 and the National Action Plan, and in raising awareness and increasing support both at the international level and in Estonia. Based on cooperation with international organisations, in particular with NATO, the Association has consistently stressed the importance of UNSCR 1325 topics and of the implementation of relevant resolutions. Based on Estonia's international activities, the Association has supported cooperation between experts and exchanges of information as well as systematic discussion on the topic of women, peace and security in the course of international contacts. The Association has also supported the promotion of UNSCR 1325 in Estonia and the exchange of information between relevant public authorities and non-governmental associations.
42. Notable activities of the Estonian Atlantic Treaty Association in 2012 included seminars and roundtables on women and security, discussing feedback on the feasibility of the UNSCR 1325 implementation guidelines adopted in the past two years by three international organisations – the European Union, NATO and the UN. Discussions were held on whether these guidelines are applicable in practice. While the guidelines have been in use for a relatively short time, it was assumed that mission participants would be able to assess the ease of adhering to the guidelines. Another objective of the project was to enable participants to share information within their organisations after this exchange of experiences. The goal of the event was to raise awareness and increase the efficiency of relevant work in Estonia.
- The Georgian development cooperation project “School of Good Citizens” that started in September 2011 ended in July 2012. Besides the principles of good citizenship, the project also addressed the principle of equality. Based on bilateral development cooperation between Estonia and Georgia, the project was designed and carried out, taking into account gender considerations and with particular attention on information on women's reproductive health. In order to continue the discussion on these issues, it would be necessary to prepare information materials concerning human trafficking, sexual crimes, and other similar phenomena.
  - The seminar “Women and security” (30 October 2012), funded by the Ministry of Foreign Affairs, brought together 40 participants from different professions representing the private, public and non-governmental sectors. The seminar addressed the role of women in security and opportunities to increase this role in connection with the implementation of UNSCR 1325. Writer Imbi Paju was invited to speak in order to assess and provide feedback on the guidelines for the implementation of UNSCR 1325 and the feasibility of these guidelines. She is the author of the documentary work “Sisters Across the Gulf of Finland” that discusses the topic from a historical perspective. Other viewpoints from today were added by Sven Mikser, member of the Riigikogu, and Lieutenant Commander Ingrid Mühling, who added a military perspective.
  - A discussion on “The role of women in diplomacy and security” (27 November 2012), which was funded by the Ministry of Foreign Affairs. There were 10 participants. This small discussion group raised the question of why Estonia is placed 60<sup>th</sup> in the gender equality ranking of the World Economic Forum. The need for gender quotas in Estonian society was a recurrent topic.
  - The series of seminars will continue in 2013 with four discussions on “Women, security and today's world” (15 participants in each) and with the project on “Foundations of national defence” to highlight the role of Naiskodukaitse in the contribution of women to security and the Defence Forces. The project consists of two parts: training to be organised in

cooperation with Naiskodukaitse and a camp to provide information on the Defence Forces. The target group of the project includes secondary school students, with the aim of raising their awareness of national defence and the role of women in the Defence Forces.

43. The activities of the association Tallinn Model United Nations (TMUN) are focused on working with young people in universities. UNSCR 1325 was discussed during a simulation of a meeting of the UN Security Council, organised by TMUN. This included a conference on human rights, organised in cooperation with the Ministry of Foreign Affairs and the Ministry of Defence, where Norwegian diplomat Eirik Nestås Mathisen gave a presentation on “UN Security Council Resolution 1325 and the rights of sexual minorities”. After the presentations, the event continued with a roundtable discussion of the topics of the presentations, including UNSCR 1325. In 2013, TMUN intends to continue discussions on UNSCR 1325 in open lectures and simulations of the meetings of the UN Human Rights Council and the UN Security Council.
44. The Estonian Institute of Human Rights is indirectly involved in UNSCR 1325 issues through the protection and promotion of human rights and security. The Institute is engaged both in international (e.g., with ICC) and national cooperation (e.g., with the Ministry of Defence, the Ministry of Education and Research, the Ministry of Social Affairs and the Ministry of Foreign Affairs). In 2013, the Institute plans to conduct a survey on human rights in the Defence Forces. The last such survey was conducted in 2005, but the new survey will be organised in cooperation with the International Centre for Defence Studies.

From April 2013, the Defence Resources Agency will accept applications from women for voluntary military service. A survey conducted in November 2012 among students who will finish their school studies this year revealed an unexpectedly high level of interest in military service among young women (seven percent of graduating females would definitely like to undertake military service). The rights of conscripts and the addition of female conscripts are only two concrete examples that point to the need to continue human rights surveys in the Defence Forces.

45. The Riigikogu also contributed to raising awareness on UNSCR 1325 in Estonia and at the international level in 2012. Marianne Mikko, vice-chair of the women’s group in the Riigikogu and member of the National Defence Committee, was an active public speaker on issues associated with UNSCR 1325.

#### **IV. Expansion of opportunities for women to participate in international military and civil operations and increasing the representation of women in international positions related to the maintenance of peace and security**

##### **A. At the level of international organisations**

46. From 10-11 September 2012 the Estonian and Finnish ministries of foreign affairs, in cooperation with the Estonian Institute of Human Rights and Tiina Intelmann, President of the Assembly of State Parties of the ICC, organised a high-level seminar on “10 Years of the International Criminal Court: A Focus on Victims” in Tallinn. The seminar was opened by the ministers of foreign affairs of Estonia and Finland. The participants included experts, representatives of the ICC, UNDP and international non-governmental associations from all

over the world (57 participants in total). One discussion block concerned gender-based crime and the participation of women in the development and implementation of reparations for the victims of mass crimes. The discussions of the seminar were summarised in concrete recommendations, which were submitted to the 11<sup>th</sup> meeting of the Assembly of State Parties of the ICC. Additional information on the seminar is available at <http://www.eihr.ee/icc-seminar-10-11-09-2012/>.

47. In the sphere of responsibility of the Ministry of Defence, Estonia's views in the context of UNSCR 1325 and international military operations have been presented in the discussions of international organisations, especially within NATO.

#### B. At the national level

48. The most significant achievement in 2012 in the administrative area of the Ministry of Defence was the adoption of the new Defence Forces Service Act (DFSA), which entered into force on 1 April 2013. According to the Act, women are entitled to assume the duty to serve in the Defence Forces and to be employed as a regular member of the Defence Forces or as a reservist, to participate in reserve training or to undertake military service. The new Act stipulates that military service is open to female Estonian citizens of 18-27 years of age (inclusive) with at least basic education. The Act includes a special provision for women, namely that women who have entered military service have a right to withdraw from the service within 90 days. Young male volunteers in military service do not have this right, because they are under the obligation to serve in the Defence Forces. The law does not automatically impose a similar obligation on women. The aim of this provision is to give women an opportunity to assess the correctness of their decision in the course of military service.

49. The procedures for entering military service and the training provided are similar for women and men. Like young men, women who want to enter military service have to undergo a health examination and meet the health criteria for conscripts. During military service, women have the same rights and obligations as men. After completion of military service, women are subject to the obligation to serve in the Defence Forces in the same way as men, and they can no longer renounce this obligation. After a person's personal data has been entered in the register of persons liable to service in the Defence Forces, volunteers have the same rights and obligations as those who have been invited to serve in the Defence Forces under a mandatory procedure or who have entered active service.

50. According to valid legislation, women can also join the Defence Forces through the National Defence League. The basic course on the military skills of an active member of the Defence League is accepted by the Defence Forces as sufficient for women in order to apply for a place in the first level of studies at the Estonian National Defence College.

51. As of the end of 2012, the Estonian Defence Forces and voluntary defence organisations included a total of 326 women, or almost 12%, in active service and specialised positions. Among them, 77 are commissioned officers, 221 are non-commissioned officers and 28 are soldiers. The Defence Forces employs 766 women as public servants or under an employment contract. The total number of women in the Defence Forces on 31 December 2012 was 1 092, or 28%.

52. In 2012, 16 women started a career as a regular member of the Defence Forces through supplementary training: 14 women completed a basic course for professional commissioned officers and two women completed a course for professional senior non-commissioned officers. There are currently four women in military service on the basis of a contract, three of whom have successfully completed a course for junior non-commissioned officers. 16 women will be invited to military service in 2013 and 38 women in 2014. The quota for female volunteers in military services is established to ensure suitable living conditions (including separate accommodation and hygiene facilities). If it turns out that the number of women who want to undertake military service is higher, new infrastructures can be built and quotas can be increased in the future.
53. Participation in international military and civilian operations, the staffs of which are created through domestic competitions, is voluntary, and candidates – both men and women – are treated equally in accordance with the Gender Equality Act. In the area of administration of the Ministry of Defence, it can be said that women can participate in most operations and apply for most positions. To date, there has been no separate analysis of measures that would enable an increase in the participation of women in international operations, and creation of a separate database of female candidates has not been considered necessary. Separate information and recruitment campaigns for women have not been organised, but the Ministry of Defence and the Defence Forces distributed relevant information through media channels in connection with the entry into force of the new Defence Forces Service Act.
54. In 2012, 484 members of the Defence Forces participated in international military operations, of whom 10 were women: 6 medics, 1 non-commissioned supply officer, 1 information officer, 1 non-commissioned communications officer, and 1 armoured vehicle driver. In total, 82 women have participated in international operations of the Defence Forces. It can be said that the choice of position and profession of women is primarily influenced by the cultural particularities of the target country, the duties of the unit, whether the unit deployed includes women with the required training, etc.
55. As the rescuers of the Rescue Board are mostly men, women usually participate as volunteers and as members of Estonian rescue teams in missions (in rescue teams, women work in the medical field or as dog handlers) and in training. Rescue teams are also generally staffed according to abilities and needs, and there were no separate information initiatives for involvement of women in 2012. However, the PBGB notified its employees of the opportunities for participation in its operations through its intranet.