Civil Society Advisory Group
to the UN on Women, Peace, and Security

WORKING PAPER ON ADVANCING NATIONAL ACTION PLANS, REGIONAL
ACTION PLANS, AND TWINNING ON WOMEN, PEACE, AND SECURITY

I. Introduction:

In 2000, United Nations Security Council Resolution (UNSCR) 1325 called on all
member states and the United Nations (UN) system to protect the rights of women in the
context of armed conflict and to ensure women's full participation in all conflict
prevention, peacebuilding, and post-conflict reconstruction processes. The Civil Society
Advisory Group on Women, Peace, and Security (CSAG) advises the High-Level
Steering Committee of the heads of UN agencies and entities on ensuring a coherent and
coordinated approach to implementing UNSCR 1325 and subsequent resolutions on
women, peace, and security within the UN system. CSAG's co-chairs are Mary Robinson
and Bineta Diop, and its members are Sanam Anderlini, Thelma Awori, Sharon
Bhagwan-Rolls, Lakhdar Brahimi, Nyaradzayi Gumbonzvanda, Swanee Hunt, Hina
Jilani, Elisabeth Rehn, Zainab Salbi, Salim Ahmed Salim, Donald Steinberg, and Susana
Villarán de la Puente.

In addition to recommending priorities for commemorating the 10th Anniversary of
UNSCR 1325 in October, 2010, CSAG advocates for the full participation of women's
groups and civil society in the implementation of the women, peace, and security agenda.
In consultation with civil society, CSAG is preparing a series of working papers with
concrete recommendations for action on the following topics:
 - Women's Participation and Leadership in the United Nations and Peace
   Processes;
 - Civil Society Involvement in Peacebuilding;
 - Preventing and Responding to Sexual Violence against Women Displaced by
   Conflict;
 - Advancing National Action Plans, Regional Action Plans, and Twinning on
   Women, Peace and Security; and
 - Resourcing Women, Peace, and Security.

This Working Paper on Advancing National Action Plans (NAPs), Regional Action
Plans, and Twinning on Women, Peace, and Security does not attempt to conduct a
detailed and comprehensive assessment of all NAPs that have been enacted. Instead, it
will survey a few NAPs to identify some general trends in content and development and
implementation processes. The phenomenon of "twinning" or "cross-learning" where two
or more countries support each other in developing NAPs will be examined, as well as
regional and sub-regional action plans for advancing UNSCR 1325 and related
resolutions. The content of this paper is based on information drawn from CSAG
members' experiences, unpublished reports from non-governmental organizations
(NGOs) such as Femmes Africa Solidarité, national and regional action plans and

policies that are publically available, as well as UN reports. Some of the recommendations are derived from the Increasing Momentum for UNSCR 1325 National Action Plans Meeting Report, which summarizes recommendations from a meeting between prominent UN, government, and civil society leaders held in New York, NY on April 24, 2009, convened by Swanee Hunt and Mary Robinson.

II. Recommendations:

a) *United Nations Secretariat, Departments, and Agencies and Multi-lateral and Regional Institutions*

1. Promote a vigorous awareness-raising and advocacy campaign with all member states to ensure political commitment to the full implementation of UNSCRs 1325 and 1820. Guarantee adequate human and financial resources, including from a core budget, to support implementation of adopted NAPs in all countries, particularly conflict-affected countries and fragile states.

2. Use post-conflict needs assessments and donor conferences to call for NAP development (or integration of 1325/1820 objectives into other national and regional planning frameworks such as Poverty Reduction Strategy Papers or peacebuilding plans) and to channel funds for implementation where NAPs already exist.

3. Request information, including from independent civil society organizations, and academic institutions about NAP implementation and development in country reports to the secretary-general. Include standardized reporting on NAPs in the secretary-general's annual report to the Security Council on UNSCR 1325.

4. Provide funding to civil society organizations, including women's organizations, to participate in developing and monitoring NAPs.

5. Provide financial and technical assistance to regional groupings of states to develop joint NAPs or regional action plans, particularly in regions where conflicts have extended beyond borders, to maximize limited resources. Include civil society organizations, particularly women representatives with expertise in peace and security, as well as government agencies, in developing NAPs and regional action plans.

b) *Member States*

1. Develop and adopt a NAP on UNSCRs 1325 and 1820 using a participatory, transparent process that involves the highest level of political leadership, and all relevant government agencies (including foreign affairs, defense, military, and police) with civil society. Whenever possible, foreign affairs and defense ministries, working together with gender-specific agencies, should advance NAPs.

2. Integrate NAPs into domestic law, and other relevant national policies, particularly national security plans, planning frameworks such as Poverty Reduction Strategy Papers, gender and development plans, and peacebuilding plans.

3. Develop systems for monitoring and accurately assessing NAP implementation with lines of accountability. Provide appropriate resources for implementation and monitoring of progress and results.

4. Encourage "twinning" with one or more other countries to develop and implement NAPs and/or to provide financial and technical resources to support plan development and implementation. During this process, document good practices and lessons learned, and share them widely with relevant actors.

5. Hold private-sector actors and outside contractors accountable to UNSCR 1325 and 1820 standards, in line with the broad principles of corporate social responsibility. For example, ensure that major contracts for development of extractive industries are 1325/1820 compliant and do not exacerbate or provoke erosion of women's security. National laws and regulations associated with NAPs on 1325/1820 should also apply to private entities holding government contracts or receiving financial support.

c) Civil Society

1. Provide expert advice and capacity to national governments, the UN, and regional/multilateral bodies as they develop and monitor NAPs on UNSCRs 1325 and 1820.

2. Continue to track NAP development, identify best practices and lessons learned, and broadly disseminate related information. Create "report cards" and undertake shadow reporting on NAP implementation. Recognize and publicize exemplary national planning efforts.

3. Develop and engage in civil society coalitions, including cross-border coalitions, to advocate for NAPs and to participate in national action planning; advocate to national governments and regional multilateral organizations to create, adopt, fund, and implement NAPs; and advocate to the UN, multilateral/regional institutions, and member states to introduce incentives and accountability mechanisms for NAP development and implementation.

4. Generate broader ownership and awareness of NAPs by ensuring that civil society organizations and the wider population, particularly women living in rural areas and any marginalized groups, are engaged and able to feed into and identify priorities for the NAPs. These groups should also be involved in validating the

draft plan and any subsequent meetings with the government to assess and monitor implementation.

III. Situation Analysis

a) What is a NAP?

A NAP is a specific plan developed by a UN member state to nationally implement UNSCR 1325 and related resolutions 1820, 1888 and 1889 that promote women's protection, participation, and leadership in the full spectrum of peacebuilding processes. It is an official government document that includes plans to mainstream gender into peace and security operations within a country. A NAP provides the opportunity for governments to initiate strategic actions, identify priorities and resources, and determine responsibilities among different actors. It includes time frames for implementation and, ideally, benchmarks and accountability mechanisms. The best NAPs will extensively involve civil society in plan development, implementation, and monitoring and evaluation.

The focus of a NAP will vary depending upon the context of the state, including whether it has recently emerged from conflict, is a troop provider to peacekeeping missions, a recipient of foreign aid, or a donor nation. NAPs will generally contain the following components:

- INTRODUCTION: A short introduction on women's roles in promoting peace and security and a description of the plan development process;
- RATIONALE: A brief section on UNSCR 1325 and other international and national polices focused on gender equality. This section will make the case for why a country needs a NAP;
- SPECIFIC INITIATIVES: A description of specific initiatives linked to the objectives and UNSCR 1325 mandates. The actors responsible should be listed, as should the deadline for implementation;
- TIMEFRAME: A timeline for each initiative and for monitoring and evaluation, in addition to a general time frame for completing the entire plan;
- MONITORING AND EVALUATION: A robust performance monitoring and evaluation mechanism to measure progress against benchmarks and indicators. A separate and independent monitoring body with a mandate to measure progress should be created. Assessments should be performed regularly with no more than one year between reports; and
- BUDGET: Identification of sources of NAP funding and the financial allocations for each initiative.

All member states should develop NAPs, not just states experiencing armed conflict or recently emerging from such conflict. While UNSCR 1325 does not require member

states to prepare NAPs, in Presidential Statements S/PRST/2005/52 and S/PRST/2005/52, as well as in Resolution 1889, the Security Council welcomed the efforts of member states in implementing UNSCR 1325 at the national level, including NAPs, and called on them to continue pursuing such implementation. Moreover, NAPs help each member state coordinate national efforts to fulfil the obligations created by UNSCR 1325 and related resolutions and demonstrate commitment to the women, peace, and security agenda. NAPs translate mandates into plans for action and provide structures for implementation, thereby transforming policy into practice. The process of drawing up NAPs encourages dialogue and coordination among ministries and with civil society, and facilitates accountability of a state's effectiveness in implementing UNSCR 1325 and related resolutions. NAPs also empower women and civil society by providing them with platforms for action and tools for monitoring and evaluation.

b) Analysis of existing NAPs.

Currently, the following countries have publically enacted NAPs: Austria (2007), Belgium (2009), Bosnia (2010), Chile (2009), Cote d'Ivoire (2007) Denmark (2005), Finland (2008), Iceland (2008), Liberia (2009), Netherlands (2007), Norway (2006), Philippines (2010), Portugal (2009), Rwanda (2010), Sierra Leone (2010), Spain (2007), Sweden (2006), Switzerland (2007), Uganda (2008), and the United Kingdom (2006). Other countries, including Burundi, the Democratic Republic of Congo (DRC), and Nepal, have completed their NAPs but are awaiting final government approval. Some countries are still in the process of developing NAPs, including: Argentina, Australia, El Salvador, France, Ireland, New Zealand, Pakistan, South Africa, and Timor-Leste.

Countries that have completed NAPs include both developed and developing countries as well as states that contribute troops to peacekeeping missions and states that have recently emerged from conflict. A comprehensive, comparative assessment and evaluation of the impact of NAPs in the countries where they have been enacted has not yet been conducted. This is partly because only a relatively few states have enacted NAPs and, of those, most have done so fairly recently. In only a few states has the initial period of the Plan expired and an impact evaluation been conducted. Despite many states adopting at least some measures to implement UNSCR 1325 soon after the resolution was enacted in 2000, most governments did not initially recognize the need for a NAP. The case of Finland is instructive: in response to a request to develop a NAP, the Ministry for Foreign Affairs claimed that a NAP was unnecessary because the state already complied with the resolution's demands. As a result, Finland only enacted a NAP in 2008. While it is beyond the scope of this working paper to conduct a comprehensive assessment of NAPs, it is useful to examine a few individual NAPs to identify commonalities and differences in their content, as well as in their development and implementation processes.

i) Denmark

Denmark, the first country to enact a NAP, adopted its first in June 2005. It was prepared by the Ministry of Foreign Affairs and the Ministry of Defence and involved minimal consultation with civil society. Nationally, the Plan identified objectives relating to the Danish defence system and Danish Armed Forces. Internationally, the plan sought to strengthen the implementation of UNSCR 1325 in the UN, European Union (EU), North Atlantic Treaty Organization (NATO), and the Organization for Security and Cooperation in Europe (OSCE) in the fields of crisis management, development and humanitarian assistance. A revision process was incorporated into the plan from its inception and was scheduled to begin in 2007. A review of the NAP noted that despite many successes, the NAP was not monitored comprehensively and that systematic monitoring would have been beneficial in facilitating adjustments and planning for future NAPs. In addition, the review found that the Plan focussed mainly on the protection of women from the impact of violent conflict without paying as much attention to women's active participation in peacebuilding activities.

Denmark enacted a revised NAP for the period 2008-2013 and, drawing on lessons learned from its review of its first NAP, engaged in more extensive civil society consultation. It also formed an Inter-Ministerial Working Group (IMWG) on UNSCR 1325 comprised of members from the Ministries of Defence and Foreign Affairs, and the Danish National Police, to monitor NAP implementation. The IMWG meets every six months to consider interim reports on NAP activities from participating ministries, and prepares annual progress reports. Denmark also developed indicators to measure progress in achieving NAP objectives. The revised NAP will be reviewed and updated in 2011, based on reports of the IMWG and dialogue with civil society and other stakeholders.[1]

ii) Finland

The Finnish NAP was prepared by a Ministry of Foreign Affairs-led working group, with representatives from key ministries, the 1325 NGO Network, and research institutions. The final NAP was signed by the ministers of foreign affairs, justice, interior, defence, and equality, and covered a three-year period that ends in 2011, after which the plan will be updated. A follow-up group comprised of ministry representatives, NGOs and the research community was appointed and is monitoring implementation of the NAP's goals. Monitoring of each goal is assigned to a specific ministry. The Ministry for Defence has been particularly active in its role of recruiting and training peace keepers. Its experience with women peacekeepers has been very positive, particularly in Afghanistan, where they can better interact with the female population than male peacekeepers. The Finnish government has also ensured financial support for implementation of the NAP by specifically allocating funds to UNSCR 1325- related activities in the 2010 state budget.

iii) Cote d'Ivoire

---

[1] Denmark's National Action Plan for Implementation of UN Security Council Resolution 1325 on Women, Peace and Security 2008-2013.

The first African country to adopt a NAP, Cote d'Ivoire launched its NAP in January 2007. The planning process was strongly supported by the UN Development Programme (UNDP) and identified four major areas: protection of women and girls against sexual violence and female circumcision; inclusion of gender issues in development policies and programs; participation of women and men in the National Reconstruction and Reinsertion Process; and strengthening participation of women in decision-making processes. The NAP is very detailed with sections on strategic results and actions as well as indicators, and a supporting budget for all activities. In addition, the Plan mentions that a national coordinating committee and a monitoring and evaluation committee, both chaired by the Ministry of Family, Women, and Social Affairs, were to be established to report on progress achieved.

iv) Uganda

The Ugandan NAP was adopted in December 2008. It incorporates three instruments: UNSCRs 1325 and 1820, as well as the Goma Declaration on Eradicating Sexual Violence and Ending Impunity in the Great Lakes Region. It thus demonstrates a comprehensive approach to addressing the gender aspects of conflict resolution and peacebuilding. It identifies five areas: the legal and policy framework; improved access to health facilities, medical treatment and psycho-social services for victims of gender-based violence; women in leadership and decision-making; prevention of gender-based violence in society; and budgetary allocations for implementation of UNSCRs 1325 and 1820 and the Goma Declaration. The plan clearly outlines strategic actions, indicators, and key actors.

v) Liberia

Liberia's NAP was launched in March 2009. It is closely tied to both UNSCRs 1325 and 1820 and constructed on the four pillars of protection, prevention, participation, and empowerment and promotion of the Plan. Preparation of the NAP was led by the Ministry of Gender and Development and involved all relevant stakeholders including ministry officials, staff of the UN Mission in Liberia (UNMIL) and the UN International Research and Training Institute for the Advancement of Women (UN-INSTRAW), representatives from other government institutions, and grassroots and community-based organizations. As a result of the intensive consultation process, the issues affecting women's peace and security were assessed; women's positions and decision-making power in institutions and agencies clearly mapped; projects directly or indirectly related to UNSCR 1325 identified; and awareness regarding the intent of the resolution raised. A National Steering Committee was also established and a workshop convened to identify a short-list of priority indicators. The NAP outlines the roles and responsibilities of the various stakeholders in the implementation process, including government ministries, international agencies, and civil society organizations. A budget was not developed to support implementation of the NAP or the activities of a follow-up committee.

vi) Sierra Leone

The NAP for Sierra Leone was adopted by the National Steering Committee in September, 2009, during a National Consultative Conference in Freetown. It was launched in June, 2010 and addresses the implementation of UNSCRs 1325 and 1820. The Plan features the five pillars of Prevention, Protection, Prosecution, Participation, and Coordination to promote women's contributions to conflict prevention, resolution, transformation, peace processes and peacebuilding. The NAP preparation process was initiated by civil society, illustrating the centrality of civil society advocacy in NAP development. Various UN agencies were also involved in the process; however, leadership by the Ministry of Gender has allowed for government ownership of the NAP. Ministry officials have noted the enormous challenge of securing funding to implement the NAP. Sierra Leone, however, may be able to access funds for implementation from the UN Peace Building Commission.

vii) Philippines

Asia's first, and only, NAP was developed in the Philippines and adopted in March 2010. It is the product of extensive civil society consultation and close collaboration between government and NGOs. A Preparatory Committee was established in March 2009 to facilitate a series of regional consultations with multiple stakeholders, including both civil society and government representatives. The aim of these consultations was to identify effective implementation strategies for UNSCRs 1325 and 1820, as well as to determine the content of the NAP. Once the consultations were completed and a draft NAP developed, national workshops were held with civil society organizations and national governmental agencies to validate the draft. Suggestions made at these workshops were incorporated into the draft NAP and sent back to regional consultation participants for comments. The final NAP has four goals: protection and prevention of violations of women's human rights in conflict and post-conflict situations; empowerment and participation of women in peacebuilding, peacekeeping, conflict prevention and resolution, and post-conflict reconstruction; promotion and mainstreaming to ensure that a gender perspective is included in all peacebuilding activities; and capacity development, monitoring, and reporting to institutionalize a system for evaluating NAP implementation and ensure accountability for achieving goals. All goals have outcomes and indicators with timelines for implementation, and identify key actors. Many of the outcomes refer specifically to Moro and indigenous women living in regions of the Philippines experiencing armed conflict. An advisory group of civil society representatives is being established to assist in monitoring and evaluating NAP implementation.

viii) Lessons learned from existing NAPs

Despite ten years having passed since the adoption of UNSCR 1325, only a relatively few member states have launched NAPs, suggesting that development of these plans has not been a priority for many member states, particularly in Latin America and Asia where only one NAP has been developed in each region. Nonetheless, in the last few years, the number of states developing NAPs has been increasing, indicating greater recognition of the important role that NAPs can play in strengthening peace and security.

The more recent NAPs have tended to incorporate new resolutions and instruments addressing women, peace, and security issues, resulting in a more comprehensive and coordinated approach to integrating this agenda into public policy. In addition, more recent NAPs have involved greater civil society participation in their development, implementation, and monitoring. In many cases, civil society, particularly women's organizations, has been the driving force behind the government's decision to develop a NAP.

In some countries, the formulation of a NAP has been based on information gathered at the community level. In Rwanda, Burundi, and DRC, for instance, baseline studies have been conducted to inform the development of the NAP. Such Plans are typically more detailed and effective than Plans that are developed by government officials alone and then brought to the community for consultation. Inclusiveness in the consultation process is also critical: when government actors, international agencies, and civil society are within the steering committee that leads the consultation process, more effective results emerge. Engagement of a variety of stakeholders, including the police and the military, also serves to promote ownership of the NAP by the government as well as the general population.

While input from the community is important, support of the planning process at the highest level of political leadership is also critical in ensuring success in NAP development, adoption and implementation. Technical and financial support has been important in strengthening a state's ability to develop and implement a NAP as well. Many of the NAPs have benefited from support from UN agencies, other states, and multi-lateral institutions. A follow-up committee to oversee implementation of the NAP, with clear terms of reference and a specific timeframe has also been beneficial. Indicators for monitoring and evaluating progress in reaching goals are key, although they are absent in many NAPs.

The process of developing a NAP has often been as valuable as its final content. Holding consultations with stakeholders has been used as a tool for building capacity and promoting dialogue on sensitive issues. It has acted as a confidence building mechanism, an instrument for conflict resolution and reconciliation, and an opportunity to share experiences and explore cross-cutting issues. In Bosnia, for example, government representatives formed a coalition with civil society members to advocate for NAP formulation. Having advocates within the government proved useful as they could persuade their colleagues within the government to support the development of a Plan. In addition, by working together, civil society members and government representatives created linkages and relationships that have served them well in advancing other civil society goals.

Implementation of NAPs, however, has been poor in many states, and eroded some of the gains made during the formulation process by creating a sense of failure and discouraging

participation in future planning efforts. An absence of funding for implementation of activities in a NAP is a common challenge and poses, perhaps, the greatest obstacle to successful implementation. Lack of political will, capacity, coordination, and monitoring and evaluation activities are also barriers to effective implementation of NAPs and advancement of UNSCR 1325 and related resolutions.

c) Twinning or cross-learning

There has been significant interest by governments in twinning or cross-learning on NAP development and implementation. This involves linking countries and exchanging ideas, experiences, and resources across borders. Cooperation in developing a NAP, or twinning, has been announced between Liberia and Ireland. East Timor, Finland, and Kenya have agreed at the presidential level to begin twinning. Twinning generally involves partnerships between resource-rich countries and resource-poor countries and can involve the development of NAPs on very different bases. Finland has not been at war for 66 years, but is an important provider of peacekeeping troops. Finland's NAP was created to provide services to countries coming out of conflict. Although Kenya also provides troops for peacekeeping missions, it experienced conflict following its general election. Thus, its NAP will need to address situations of armed conflict within its own borders as well as integrate UNSCR 1325 and related resolutions into its peacekeeping missions.

The advantages of twinning include: creating and maintaining international networks on women, peace, and security; sharing tools and resources for developing and implementing NAPs; offering opportunities to learn from other states' experiences, particularly in areas such as police training and recruitment, training of military personnel on gender issues, and gender mainstreaming in national structures; and developing common standards, such as a code of conduct for international peacekeeping staff. An assessment of twinning arrangements has not yet been conducted: if successful in the countries in which it is occurring, twinning could be a positive model for other states to adopt.

d) Regional action plans and forms of regional cooperation in developing NAPs

Regional and sub-regional action plans can be an effective means of advancing gender justice, and can serve to promote sustainable peace. In some cases, regional action plans can play an even more important role than individual NAPs in promoting peace and security, particularly given the cross-border nature of many conflicts. Regional and sub-regional plans also provide opportunities to share limited resources and build on neighbours' experiences, often in similar historical, cultural, and socio-economic contexts. Several regional and sub-regional organizations have developed action plans for implementing UNSCR 1325 and related resolutions, either as discrete strategies or as part of a larger gender policy. The OSCE, for example, has integrated UNSCR 1325 into its 2004 Action Plan for the Promotion of Gender Equality. The EU and the African Union

(AU)'s respective strategies will be examined in more detail below. In addition to developing regional action plans, groups of countries have worked cooperatively with each other to develop their individual NAPs. Civil society organizations or women's groups have also collaborated with their counter-parts across borders to encourage or pressure their individual governments to develop NAPs, or to push them to formulate regional action plans. These models will also be examined in this section.

i) The European Union

In December 2008, the Council of the EU adopted two documents that together comprise the pillars upon which the EU's common strategy for advancing the women, peace, and security agenda is erected. The first is the Comprehensive Approach to the EU Implementation of UNSCRs 1325 and 1820 on Women, Peace, and Security; the second, Implementation of UNSCR 1325 as Reinforced by UNSCR 1820 in the Context of European Security and Defence Policy (ESDP). The latter document merges a Checklist to ensure gender mainstreaming and implementation of UNSCR 1325 in planning and conduct of ESDP operations with revisions to an operational paper on Implementation of UNSCR 1325 in the context of ESDP to incorporate new developments, particularly the adoption of UNSCR 1820. The document focuses upon ensuring that women's representation is increased at all decision-making levels and that gender perspectives, including information on sexual and gender-based violence and women's roles as actors in peacebuilding, are included in all planning, conduct, and review activities associated with security and defence missions.

In the Comprehensive Approach, the EU commits to providing political support for resolutions 1325 and 1820; training with respect to Common Security and Defence Policy (CSDP) missions and programs; exchange of information and best practices through a Women, Peace, and Security Task Force; action at the country and regional levels; integration of women, peace, and security considerations in sector activity; cooperation with the UN and other international actors; and comprehensive monitoring and evaluation. More specifically, the Comprehensive Approach commits the EU to supporting third countries in their efforts to establish and implement NAPs on UNSCR 1325, including supporting local and national consultation processes that engage women's organizations and other civil society representatives.[2]

The Comprehensive Approach also promises that the Women, Peace, and Security Taskforce will develop further indicators for measuring progress regarding the protection and empowerment of women in conflict settings and post-conflict situations. These new indictors have since been developed and recently adopted. They are intended to complement the global UN indicators on UNSCR 1325 and related resolutions that were presented to the UN Security Council in April, 2010. The EU indicators measure action at the country and regional level; integration of women, peace, and security into EU priority

---

[2] The Council of European Union's Comprehensive Approach to the EU Implementation of the UNSCRs 1325 and 1820 on Women, Peace, and Security, paragraph 32.

sectors; political support and cooperation with other international actors; women's participation; Common Security and Defence Policy (CSDP); and international protection. Of the seventeen indicators, two refer to support for NAPs, both in partner countries and within EU member states, highlighting the importance the EU accords to NAPs. The indicators are to serve as the basis of EU reporting on the implementation of UNSCR 1325 and related resolutions and a report is to be compiled every two years by the services in charge, with support from the Women, Peace, and Security Task Force.

The women, peace and security agenda is also mentioned in the EU Plan of Action on Gender Equality and Women's Empowerment in Development, 2010-2015. The Plan contains nine objectives, the last of which is to support partner countries in fully implementing UNSCRs 1325, 1820, 1888, and 1889, including through the development of NAPs and policies on women, peace, and security. This objective, like the other eight, is to be achieved through a three-pronged approach of political and policy dialogue on gender equality; gender mainstreaming; and specific actions. The specific actions for supporting implementation of the resolutions are to ensure that by 2013 at least 60% of EU delegations in fragile, conflict or post-conflict countries develop a strategy to implement the EU Comprehensive Approach from the perspective of the sectors they are involved in and development co-operation; and increasing support for capacity building on UNSCR 1325 and 1820 in fragile states annually.

ii) The African Union

The AU Gender Policy, released in 2009, draws upon international gender equality instruments including UNSCR 1325, as well as African instruments, such as the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa, (The Maputo Protocol) which was endorsed by the Organization of African Unity in June 1995. The Maputo Protocol contains specific provisions protecting women's right to peace, which include obliging the state to take all necessary measures to increase the participation of women in all processes of conflict prevention, management and resolution, and in planning and implementation of post-conflict reconstruction.[3] The Maputo Protocol also contains a specific provision protecting women in armed conflict. [4]

---

[3] The Maputo Protocol Article 10: Right to Peace, 1. Women have the right to a peaceful existence and the right to participate in the promotion and maintenance of peace. 2. States Parties shall take all appropriate measures to ensure the increased participation of women: a) in programmes of education for peace and a culture of peace; b) in the structures and processes for conflict prevention, management and resolution at local, national, regional, continental and international levels; c) in the local, national, regional, continental and international decision making structures to ensure physical, psychological, social and legal protection of asylum seekers, refugees, returnees and displaced persons, in particular women; d) in all levels of the structures established for the management of camps and settlements for asylum seekers, refugees, returnees and displaced persons, in particular, women; e) in all aspects of planning, formulation and implementation of post-conflict reconstruction and rehabilitation. 3. States Parties shall take the necessary measures to reduce military expenditure significantly in favour of spending on social development in general, and the promotion of women in particular.

[4] The Maputo Protocol Article 11: Protection of Women in Armed Conflicts 1. States Parties undertake to respect and ensure respect for the rules of international humanitarian law applicable in armed conflict

The AU Gender Policy contains eight commitments, the last of which is to promote the effective participation of women in peacekeeping and security including efforts aimed at reconciliation in post-conflict reconstruction and development. In order to fulfill the latter commitment, the organs of the AU, Regional Economic Communities (RECs) and member states agree to: 1) Integrate gender in policies, programs, and activities on conflict and peace by applying the framework of UNSCRs 1325 and 1820; 2) Create regional consultative platforms on peace to exchange knowledge and information and harmonize strategies; 3) Apply the Paris Principles and guidelines relating to armed forces or armed groups in planned interventions in Africa; 4) Mobilize and include female leaders in mediation processes and reflection groups, as well as post-conflict actions by working with the competent networks on the continent; 5) Work jointly with competent UN bodies and other AU organs to create and manage truth and reconciliation structures to bring to the fore violations against women and girls during conflict; accelerate the admission of human rights violations; and find lasting solutions, including by providing psychological support; 6) Guarantee that country reviews and reports on conflict situations presented to ambassadors underscore the problems affecting women and children, and that these issues are incorporated into the mandates of humanitarian interventions and peacekeeping missions; and 7) Ensure that the Humanitarian Affairs, Refugees and Displaced Persons (HARDP) Division facilitates gender sensitization amongst peacekeeping forces and civilian humanitarian agents, and addresses violence against women and children.

The AU Gender Policy also commits to achieving the targets set out in the Solemn Declaration on Gender Equality in Africa which was adopted by AU member states in July 2004. Commitment 2 of the Solemn Declaration relates to peace and security. The targets include equal representation of women and men at all levels of all committees established to promote the prevention, management, and resolution of conflicts and post-conflict reconstruction in Africa; equal representation of women and men appointed as Special Envoys and Special Representatives of the AU and RECs in peace missions and in conflict areas; and an increased percentage of women involved in peace support operations. The Solemn Declaration requires member states, as well as the AU Chairperson, to report annually to the AU Summit on progress in achieving targets. NGO reports on implementation of the Solemn Declaration conclude that there has been only limited success in achieving targets relating to women's inclusion in peace and security

situations, which affect the population, particularly women. 2. States Parties shall, in accordance with the obligations incumbent upon them under international humanitarian law, protect civilians including women, irrespective of the population to which they belong, in the event of armed conflict. 3. States Parties undertake to protect asylum seeking women, refugees, returnees and internally displaced persons, against all forms of violence, rape and other forms of sexual exploitation, and to ensure that such acts are considered war crimes, genocide and/or crimes against humanity and that their perpetrators are brought to justice before a competent criminal jurisdiction. 4. States Parties shall take all necessary measures to ensure that no child, especially girls under 18 years of age, take a direct part in hostilities and that no child is recruited as a soldier.

activities.[5] While it is too soon to evaluate progress in implementing the Gender Policy, the AU is to be commended for elaborating a detailed and ambitious plan for achieving gender equality, including within the peace and security sector.

iii) The South African Development Community (SADC)

SADC is comprised of 15 member states: Angola, Botswana, Congo, DRC, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe. Its mission is to promote sustainable and equitable economic growth and socio-economic development through efficient productive systems, deeper co-operation and integration, good governance, and durable peace and security.[6] The SADC Organ on Politics, Defence, and Security Co-operation is one of the institutional mechanisms for promoting and maintaining peace and stability in the region and the objectives and functions of the Organ are contained within the Protocol on Politics, Defence, and Security Cooperation, signed in 2001. The Protocol does not once mention the role of women's participation in any stage of peacebuilding, or refer to the different experiences of men and women in conflict-affected situations. The SADC does however, have a Protocol on Gender and Development which references UNSCR 1325 and other instruments protecting women's rights. Article 28 specifically requires states parties to endeavour to introduce measures to ensure that women have equal representation and participation in key decision-making positions related to conflict resolution and peace building, in line with UNSCR 1325. It also requires states parties to take steps to prevent human rights violations of women in situations of armed and other forms of conflict and to prosecute perpetrators of such violations. It is important that SADC incorporates the clauses of its Gender Protocol into the functioning of its Organ on Politics, Defence, and Security. Like many states and regional organizations, SADC treats women's rights and gender as a separate and distinct issue from peace and security. Means of addressing the intersection of both these sectors must be created, recognizing that they are intertwined. The International Conference of the Great Lakes Region has had some success integrating UNSCR 1325 into security sector mechanisms.

iv) The International Conference of the Great Lakes Region (ICGLR)

The ICGLR was formed in 2004 when the Presidents of Angola, Burundi, the Central African Republic, DRC, Kenya, Rwanda, Sudan, Tanzania, Uganda, and Zambia signed the Dar Es Salaam Declaration on Peace, Security, Democracy, and Development in the Great Lakes Region, and expressed their collective determination to transform the region into a space of sustainable peace and security. A security cooperation agreement, the Declaration integrates women's rights into its provisions. It specifies states' commitment to protect vulnerable populations, including women, involve them in peace efforts, address issues of sexual violence, and adopt deliberate policies and mechanisms for promoting gender equality at all levels and in all sectors, at the national and regional

---

[5]Roselyn Musa, Evaluation of the Implementation of the Solemn Declaration on Gender Equality in Africa, published by the Gender is my Agenda (GIMAC) Campaign, 2010.
[6] http://www.sadc.int/index/browse/page/715

levels, in accordance with UNSCR 1325, the UN Convention on the Elimination of all forms of Discrimination against Women (CEDAW) and other legal instruments. In addition, the Declaration advocates developing policies to promote the employment of women and develop mechanisms to provide them with access to investment opportunities, land, and capital. States also agree to establish a Regional Inter-Ministerial Committee mandated to prepare draft protocols and the Declaration stipulates that at least one third of the Committee's members will be women.

In December 2006, the ICGLR member states adopted the Pact on Peace, Stability, and Development in the Great Lakes Region, which implemented the Declaration, as well as ten Protocols, four Programmes of Action, a Regional Follow-up Mechanism, and a Special Reconstruction and Development Fund. The Pact came into force in 2008. Amongst the Protocols adopted were the Protocol on the Prevention and Suppression of Violence against Women and Children, which seeks to prevent, criminalize, and punish acts of sexual violence, as well as the Protocol on Property Rights of Returning Persons which protects the property and inheritance rights of women, amongst other provisions.

In 2008, the ICGLR, along with civil society organizations, and UN agencies, organized a consultation with the aim of developing a regional action plan to domesticate and implement the ICGLR Protocol on the Prevention and Suppression of Sexual Violence against Women and Children in the Great Lakes Region. The result was the Goma Declaration, in which the ICGLR member states committed to a wide range of actions to prevent and punish sexual violence. Some of the states, such as Uganda, have already adopted NAPs that incorporate the Goma Declaration commitments, while others are in the process of doing so. The ICGLR provides an excellent example of how a security-focused cooperation agreement can integrate UNSCR 1325 and women's rights protections into its very core.

v) Commision Economique pour les Pays des Grand-Lacs (CEPGL) (The Economic Commission for the Great Lakes Countries)

CEPGL is a sub-regional body comprised of three countries, Burundi, Rwanda, and the DRC, which supports the development and implementation of UNSCR 1325, amongst other development initiatives. In a bid to deepen regional cooperation on the development and implementation of NAPs on UNSCR 1325, a regional consultation was held in Bujumbura, Burundi in August, 2009. The consultation was attended by Burundi's Vice President, and brought together representatives from the three states as well as officials from UN agencies. The consultation was organized by the ICGLR, the ministries responsible for gender issues, and networks of women parliamentarians. It also involved collaboration with women's civil society organizations and was supported by Femmes Africa Solidarité and the Finnish Government. The consultation culminated in the commissioning of a baseline study in the three countries and the creation of a regional steering committee. The outcomes of the consultation included: the adoption of a regional plan for action for the implementation of UNSCR 1325 in the three countries; formation of a regional steering committee comprised of steering committees from the

three countries; and recommendations for the harmonization of the NAPs across Burundi, Rwanda, and DRC. In addition to the regional baseline study, which presents findings relating to cross-cutting issues in Burundi, Rwanda and the DRC, baseline studies have been conducted in each country to assess the status of women, peace and security; current actions to support UNSCR 1325; as well as the challenges involved in implementing the resolution. Furthermore, each country has formed a steering committee responsible for following up on actions for developing and implementing NAPs at the country level.

vi) The Mano River Union

The Mano River Union is a regional cooperation framework between Liberia, Guinea, Sierra Leone, and Cote d'Ivoire. In May 2000, under the auspices of the Economic Community of West African States and the AU Commission, women from Liberia, Guinea, and Sierra Leone established a sub-regional program to complement national level actions to prevent future conflict and to build confidence to restore lasting peace in the sub-region. The program was supported by the African Committee for Peace and Development, UNDP, and various civil society organizations. Cote d'Ivoire has since joined the Mano River Union. The contributions of a network of women to the formation of the Mano River Union, illustrate the leadership of women in peacebuilding initiatives in the region.

The four countries of the Union have already developed their individual NAPs (although Guinea's has not been finalized). Femmes Africa Solidarité and other institutions, with assistance from the government of Norway, are supporting a mapping/baseline study to assess issues affecting the four countries. The results of the study will contribute to developing a regional action plan for the Union states. At a Regional Conference on implementation of UNSCR 1325 in the Mano River attended by government representatives, civil society members, and UN agencies in July 2010, it was agreed to work towards establishing a steering committee to develop a regional action plan for the implementation of UNSCR 1325 within the Mano River Union.

vii) Other Sub-Regional Initiatives

Cooperation between women to work across borders to advance the women, peace, and security agenda has also been occurring in other sub-regions. Recently, the Club of Madrid and its African partners brought women leaders from the Horn of Africa together in Addis Ababa to discuss a regional plan for implementing UNSCR 1325. In the Balkans, after being neglected in the Dayton Peace Agreement, women have organized into a Regional Women's Lobby, under the umbrella of UNSCR 1325. Leading women activists from Albania, Bosnia, Croatia, Kosovo, Macedonia, Montenegro, and Serbia, with Edita Tahiri from Kosovo as chair, are cooperating on common activities to achieve peace in the region. In the Pacific Islands, the regional women's media network on UNSCR 1325, coordinated by femLINKPACIFIC, has been very active in calling for the development of a regional action plan on women, peace, and security through a regional, high-level, multi-stakeholder conference and have lobbied the Forum Regional Security Committee as well as UN agencies. This initiative was further supported at the recent

11th Triennial Conference of Pacific Women which noted: (i) the efforts at the regional and national level to integrate UNSCR 1325 into regional and national security policy and programmes; and (ii) plans to formulate a regional action plan on women, peace, and security in follow-up to the 2004 9th Triennial Conference where peace and security were recognized as critical issues and added to the revised Pacific Platform for Action, and subsequent dialogue between the Pacific Islands Forum Secretariat, the UN, and Pacific civil society representatives.

As this section has conveyed, regional cooperation can involve larger regional institutions such as the EU and the AU developing strategies for incorporating UNSCR 1325 and related resolutions into their own activities. This includes modifying their internal hiring and staffing policies and programming, both within their military and peace-keeping forces as well as within their civilian divisions. It also involves these regional bodies supporting other member states, or in the case of the EU, also third party states, in implementing the women, peace, and security agenda. Regional or sub-regional cooperation can take the form of groups of neighbouring states sharing information and financial and technical resources to develop their own individual NAPs, or a larger sub-regional NAP. It can also involve civil society members within neighbouring states collaborating to put pressure on their governments to develop individual NAPs or a sub-regional NAP. All these forms of regional cooperation are valuable in advancing implementation of UNSCR 1325 and related resolutions, but the benefits of creating a regional or sub-regional national action plan that is more than the sum of its member states' individual NAPs should be highlighted. Regional or sub-regional NAPs can build on the comparative strengths amongst states while compensating for individual state weaknesses; pool both financial and human resources; facilitate sharing of knowledge, experience and best practices; streamline the planning process by developing common standards, practices and timelines; and exert positive peer pressure as neighbouring states rely on each other to achieve progress in implementation and thus push each other to reach collective goals.

IV. Conclusion

NAPs can serve a critical role in improving implementation of UNSCR 1325 and related resolutions. They can facilitate the development of a comprehensive approach to women, peace, and security and promote coordination by bringing together all actors working on these issues, including various government ministries, civil society, and regional and multi-lateral partners. This cooperation reduces duplication of efforts and optimizes the use of scarce resources. The development of NAPs, if conducted in a participatory manner, contributes to awareness raising and capacity building of actors through skill-building and sharing of information; increases understanding of women, peace, and security issues; and instills a sense of ownership in the Plan by state institutions and broader society. Increased ownership is associated with greater accountability for ensuring the success of the Plan. Benchmarks and indicators in a Plan, as well as reporting requirements, facilitate monitoring and evaluation of resolution

implementation. This, in turn, enables successful initiatives to be replicated, further advancing the women, peace, and security agenda.

As described in this Working Paper, an increasing number of member states have been developing NAPs, and participatory processes have frequently been adopted. Nonetheless, implementation has often been weak, frequently due to a failure to allocate funding for the activities detailed in the Plans. A lack of capacity, as well as poor coordination mechanisms and limited monitoring has also impacted implementation. Twinning between states in developing and implementing NAPs, as well as regional and sub-regional cooperation, particularly in the form of developing regional and sub-regional action plans, can assist in overcoming these difficulties and should be supported. The AU and the EU, in particular, have developed fairly comprehensive strategies for implementing UNSCR 1325 and related resolutions. It is important that these strategies become integral components of security plans. Even where instruments or legislation protecting women's rights exist, including rights to participate in decision-making in situations of armed conflict, often they are not fully integrated into defence and security protocols. Integration of gender policy with security policy must be prioritized. Women's groups and civil society can also play a critical role in implementing NAPS; their leadership has driven the development of NAPs, regional action plans, and other cooperation mechanisms in many states and regions. Funding and technical support must thus not only be provided to governments to support NAP implementation, but also to civil society organizations and women's groups to enable them to fully participate in mobilizing support for, preparing, and implementing national and regional action plans.

CSAG calls on member states, the UN system, multi-lateral and regional institutions, and civil society to support the development and implementation of NAPs in all countries, as well as regional and sub-regional action plans, to enhance protection and participation of women in the full spectrum of peacebuilding processes, thereby advancing peace and security for all.